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TANZANIA

Agriculture Marketing Development
Evaluation*

February 1977

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EVALUATION TEAM REPORT

on

AID Agricultural Marketing Development Project

No. 621-11-150-099

Tanzania

Draft Report 17 August 1976
Dar es Salaam,
Tanzania
Termal Report November 1976
Washington, D.C.

ACKNOWLEDGEMENTS

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I. SUMMARY AND RECOMMENDATIONS

This Project evaluation was requested by USAID and the Evaluation Team recruited by AID with the concurrence of the Mission.

The assigned Evaluation Team mission was to make the first in-depth evaluation of the Project to assess the impact of Technical Assistance provided under the Agricultural Marketing Project, No. 621-11-150-099, on Tanzanian Agricultural Marketing infrastructure. Evaluation results are reflected in this report and in a PAR submitted to USAID for their consideration.

Team assessment of contract agents in terms of performance and evaluation and recommendations are:

1. The Contractor

Performance was judged good on the quality of personnel provided, with one exception, the replacement for the Economic Advisor; satisfactory on support for technicians in the field; but poor on the timely recruitment of personnel. It is recommended that ACIDI immediately expedite recruitment of qualified personnel.

2. The Contract Field Team

Performance of contract specialists to date was judged to range from satisfactory to a high level, even though during the last year their activities did not fully correspond to the original or proposed project design or their job descriptions as the result of the recent food crisis and the changed role of the NMC. Except for the Economist, who should be recruited as soon as possible for

at least a two-year tour, other positions should be phased out upon completion of the present tours or as agreed to with the government of Tanzania and the National Milling Corporation.

3. USAID/Tanzania

The Evaluation Team considered that USAID support for the contract technicians has been good, the main exception was some delay in recruitment of the storage technician due to insistence upon had-to-fill qualifications. It is recommended that the PROP be amended to reflect the changes in scope and direction of the project without delay, the amendment to include a log-frame with quantitative indicators to the extent feasible. If short term personnel recommended by this evaluation are approved, recruitment should begin as soon as possible.

4. AID

Performance of AID judged to be good, with the exception of the delay in contract negotiations, but only fair in monitoring contract performance, with particular regard to recruitment of personnel.

It is recommended that AID expedite the revision of the PROP to reflect changes in project operations. It is further recommended, with respect to the contractor, that AID set a time limit on the recruitment of qualified contract personnel.

5. Government of Tanzania and National Milling Corporation

Performance of all elements of the Government of Tanzania is judged to be good, with the exception of early difficulties in providing adequate housing for contract personnel, and in particular given the adverse factors which included a drought crisis and a scarcity of trained personnel, foreign exchange and equipment.

Progress achieved under the Project was measured both in terms of original Project Proposal goals and objectives and the proposed Project design summary/logical framework.

In terms of the seven original Project Proposal goals and objectives, progress has been achieved in four areas: Utilization of USAID technicians, improvement in accounting and related practices, reduction in produce losses, and phasing of prices for crops with an export potential towards export parity. Progress has not been demonstrated or was deemed indeterminate in the reduction in marketing costs per unit, development of export sales for products not now major exports, and shifts towards full cost accounting as a basis for establishing producer prices for individual products.

Progress made in meeting proposed logical framework indicators was varied; and the Team's assessment was hampered by the lack of

quantatively verifiable data in this project design. No discernible progress was evidenced in meeting the program or sector goal due to the 1974-75 drought. However, progress was made in meeting the project purpose. Significant progress has been made in meeting specified project outputs, though limited as a result of the 1974-75 drought, as well as from delayed project inputs.

The Evaluation Team feels that the greatest project accomplishment was in providing critically needed assistance to the NMC and the Tanzanian Government in meeting the unprecedented food crisis. Without the dedicated, coordinated team effort by the NMC personnel, the Tanzanian Government, contract technicians, USAID/Tanzania and AID/W, as well as other external donors, this crisis could not have been met, thereby preventing famine and starvation for large numbers of people.

Team recommendations for future project inputs of personnel and training are limited to short term assistance and for the most part short term training as follows:

1. Finance and Accounting

- A. Accounting System Review and Modification
- B. Academic Accounting Training in-country with one short term instructor.
- C. Branch Office Review Program
- D. Cost Accounting Procedures, Design and Implementation, Possibly by other Donors
- E. Internal Auditor Training and Program Design, possibly by other Donors
- F. File Space, Retention and Disposition Program, by NMC and other Donors

2. Operations

- A. Supply and Distribution (Marketing) Training

- B. Pest and Quality Control Training and Follow-up
- C. Training in Management, Administration and Economics

II. INTRODUCTION

This Project evaluation was requested by USAID/Tanzania, and the Evaluation Team recruited by AID/Washington with the concurrence of the Mission.

The Team arrived in Dar es Salaam and began work on July 24, 1976. Work was completed and the Team departed on August 21. Team members also spent two days in briefing sessions and two days in debriefing sessions in AID/Washington.

The Team's time in Tanzania was about equally divided between Dar es Salaam and the interior of the country (Encl. A). This covered visits to key installations and with officials directly and indirectly involved in the Project (Encls. A, B).

A draft report was prepared and presented to USAID in Tanzania and made available for review and comments to Tanzanian Agencies and USAID. Tanzanian Agencies included the Ministry of Agriculture (KILIMO); the National Milling Corporation (NMC); and the General Agricultural Products Export Corporation (GAPEX). The report was finalized in Washington and submitted to AID for reproduction and distribution.

Team members were as follows:

Edwin W. Lofthouse	Agriculturalist	Team Leader
Robert J. Hewett, Sr.	Financial Management	Financial/Management Expert
Charles R. Davenport	Agricultural Economist	Storage and Transport Specialist
S.P. Kallinga	Agriculturalist NMC Planning Officer	Government of Tanzania Advisor

The GOT Team Advisor, designated by NMC, played a limited role. This was due to his pressure of other business and to his newness with NMC.

All U.S. Evaluation Team members contributed to the draft report. It was finalized and submitted to AID by the Team Leader.

III. TEAM MISSION

The assigned Team evaluation mission was to make the first in-depth evaluation of the Project to assess the impact of technical assistance provided under the Agricultural Marketing Project 621-11-150-099 on Tanzanian marketing infrastructure.

Evaluation results were to be reflected in a report in two parts: A Team report in appropriate format, and a Project Appraisal Report (PAR) taking into account the Project's Log Frame. The Team report was to be submitted to AID as noted in the Introduction (Section I) and the PAR to USAID for their consideration.

Specific Team evaluation report requirements were:

1. In all instances where applicable, the evaluation should relate to the performance of the following project agents especially planned versus actual inputs:

- a. The contractor (ACDI)
- b. The contract field team
- c. USAID Mission
- d. AID/Washington
- e. Tanzanian Government/parastatal officials

2. Relate achieved progress within marketing institutions to the overall purpose of the project, particularly as related to contract team job descriptions and project outputs.

3. Identify impediments and problem areas that tend to interfere with project progress and recommend corrective measures or alternatives that will insure optimum results.

4. Recommend future course of the project, duration, and type of implementation plan needed to maximize outputs, the tasks that need to be accomplished before AID assistance can be terminated.

The PAR was submitted directly to USAID for their review and consideration. The Team's report follows.

IV. BACKGROUND

For a general discussion of Tanzania's geography, economy and socio-political situation, the reader is referred to the Tanzania Mission Development Assistance Program, FY 1976 (DAP), dated January 1975 and to several Mission Project Papers for other projects Livestock Marketing Development - No. 621-11-130-122, Seed Multiplication - No. 621-11-130-092, and to the IBRD/IDA Appraisal of the Second Livestock Development Project for Tanzania dated March 1973. Background issues discussed herein are more specifically tied to functional agricultural activities which describe and/or influence several developmental aspects of Tanzania's agricultural marketing system.

The Government of Tanzania has placed the highest priority on the development of the rural sector in its development strategy. The basic policy document for Tanzania's overall development strategy is the Arusha Declaration of 1967, which is the blueprint for development, issued by the Tanganyika African National Union (TANU), Tanzania's single political party. The Arusha Declaration emphasizes the fact that Tanzania's main resources are its land and people. The asserted objectives of the Declaration are being implemented through reliance on four major principles (see DAP for a fuller explanation of these principles):

1. Social Equality -- The benefits of development are to be spread as widely as possible throughout society. Implementation goals are directed at a more equitable balance of incomes and social services between urban and rural areas.

2. Ujamaa -- In order to transform methods of production and manner of life of the rural population into a modern, progressive society, relatively cheap and efficient means must be utilized to deliver services such as extension, credit, timely and required inputs, markets, roads, water, schools, and health services. The principal method employed is the settling- of a scattered population into Ujamaa villages -- now reported to be over 80 percent completed and the creation of multi-purpose cooperatives for agricultural supplies, credit and marketing.

3. Self-Reliance -- A country-wide program of voluntary labor is dedicated to the development of the nation's resources through hard work and self-effort by gradually lessening the dependence on external assistance. Measures taken to support this program include the pricing of the products of state enterprises to insure substantial savings for reinvestment in development programs and a rigorous tax revenue assessment effort.

4. Economic and Social Transformation -- Through a series of measures which have nationalized a number of enterprises since 1967, the Government has assumed a major role in the production and pricing of goods required by the population. The Government policy (a) to maximize savings - or profits - of state enterprises handling food-stuffs, (b) to provide adequate price incentives for producers in order to insure increasing supplies of basic foods, and (c) at the same time to keep food prices low to benefit low income consumers, has built-in conflicts which are gradually being resolved.

Marketing of agricultural products in Tanzania was controlled by Government commodity boards under the jurisdiction of the Ministry of

Agriculture, Food and Cooperatives (Kilimo). In general, each board recommended producer and consumer prices, determined marketing and processing margins, controlled imports and exports, and carried out purchases and sales either directly or through licensed import agents. The concentration of marketing operations in these boards and in agricultural cooperatives, to the exclusion of private trading in most major crops was designed to provide for more efficient marketing of food crops crucial to the entire country.

In 1970 AID financed an agricultural marketing study. The report, Agricultural Marketing in Tanzania - Background Research and Policy Proposals, Kriesel et al, was published in June of that year. This study reviewed the marketing situation and noted areas in need of improvement, such as pricing of agricultural products, marketing practices and organization, particularly for maize and other grains. The report recommended:

1. Formation of an Agricultural Marketing Corporation by consolidation or amalgamation of existing commodity boards.
2. Revision of price policies with a view in the long run to adjusting local prices to export parity for crops with an export potential (particularly cereals in the main producing areas).
3. Improvements in marketing organization and operation to reduce marketing costs and provide better services to farmers and consumers.

Based on the Kriesel Report, a Project Proposal (PROP) was submitted to AID/W March 5, 1971. The project was authorized six

weeks later, April 10, 1971, with two conditions relating to the type of contract to be used and to the provision of housing for project technicians. The project was approved for implementation over nine years, with a life of project funding of \$1,867,000. Funding was scheduled to be expended as follows: A (contract) team of four resident technicians for 28 man-years, \$1,540,000; 33 man-years of long-term training for 18 participants, \$249,000; project vehicles and small items of equipment, supplies, and training aids, \$30,000; and other costs to provide for construction of four houses for project technicians, \$48,000.

The project proposal stated that: "Quantitative goals or objectives are not appropriate and are not proposed for this project. Progress can be described in terms of training of personnel and in change in the performance of NAPB itself. Items to be considered include: (1) Utilization of USAID technicians; (2) improvement of accounting practices; (3) reduction in marketing costs per unit; (4) reduction in produce losses; (5) development of export sales for products not now major exports; (6) phasing of prices for crops with an export potential toward export parity; and (7) shifts toward full cost accounting as a basis for establishing producer prices for individual products."

A Project Agreement (PROAG) was signed with the Government of Tanzania May 31, 1971. Expressions of interest by potential contractors were solicited in the Commerce Business Daily on June 28. In the meantime issuance of the Project Implementation Order, Technicians,

(PIO/T) was delayed until August 24. This in turn delayed the contractor selection process, although AID/W initiated action to solicit contractor interest prior to the receipt of the PIO/T.

After analysis of the expressions of interest by the fourteen firms which responded to the invitation, seven were requested to submit proposals on September 24. The Contract Selection Committee analyzed the proposals submitted in early November 1971. The Agricultural Cooperative Development International (ACDI) was selected and clearances begun on November 10. Negotiations were begun in early January 1972; however, during these negotiations it was determined that a number of deviations from the Standard Contract Provisions would be required. These deviations were approved March 31, 1972. Final negotiations were completed and the contract signed April 10, 1972, nearly seven months after proposals were requested.

The contract signed with ACDI provided for four operational (OPEX) technicians to assist the Ministry of Agriculture to develop agricultural marketing institutions needed for efficient and competent performance of agricultural marketing functions. The technicians were assigned to the National Agricultural Products Board (NAPB) to assist in strengthening its activities in the key areas of accounting, marketing, storage, and pricing policy. The NAPB was responsible for the marketing of maize, paddy (rice), wheat, cashew nuts, sesame, groundnuts (peanuts), sunflower seeds, cardamon (a spice), and castor beans.

The first contract technician, the Deputy Chief Accountant, arrived September 25, 1972 and was assigned to NAPB. He was followed by the Deputy Marketing Manager on May 11, 1973, and the Senior Board Economist on June 16, 1973. In mid-1973 the NAPB was dissolved. Its assets and personnel were transferred to three Government-owned corporations (parastatals) operating under the Ministry of Agriculture. The National Milling Corporation (NMC) received the bulk of the assets and the General Agricultural Products Corporation (GAPEX) and the Cashewnut Authority of Tanzania (CATA) fewer assets and personnel. The National Milling Corporation was already in existence, previously formed from five major milling enterprises, GAPEX and CATA were created at that time. In late August 1973, at the request of the Minister of Agriculture, the three technicians were transferred to National Milling. The fourth technician, Assistant to the Storage Manager, arrived on October 8, 1973 and was also assigned to National Milling. The four technicians provided technical assistance in their respective assignments with NMC. In July 1974, the Deputy Chief Accountant was given the additional responsibility of contract team leader.

The National Milling was charged with the storage, distribution, imports, and purchase of food grains -- primarily maize, wheat, paddy rice, sorghum, millet, cassava, and beans from producers or from cooperative organizations which acted as collection points.

Producers may legally: (a) Keep their grain for home consumption or seed, (b) sell directly to local consumers in small amounts, or (c) sell their surplus to the National Milling Corporation.

In turn, National Milling may store its purchases locally, some of which may be sold to local consumers (including producers) later in the year, or move it to regional storage and/or processing plants. Grain from the regional stores may be transferred to other regions, processed for food as sembe (cornmeal), flour, starch, or bread and sold to wholesale outlets in population centers such as Dar es Salaam or to regional trading companies for further distribution to retail outlets. These outlets are usually cooperative stores or markets since private merchants at the wholesale or retail levels are not encouraged.

During 1973-75 a severe drought reduced the country's food supply to dangerously low levels, with only a partial recovery in output in 1976. During the time from March, 1974 - December, 1975 over 900,000 tons of grain and other feedstuffs were imported into Tanzania, primarily through the port of Dar es Salaam. The magnitude of the tasks of purchasing, receiving, and distributing this amount of food placed severe strains on all sectors of the economy, and in particular upon National Milling which was given the major role in handling, storage, processing, and transporting these imports.

In early 1975 the NMC reorganized to better handle the tasks which it had been given resulting from the drought and the role of the technicians changed: The Deputy Accountant became the Financial

Management Advisor and began advising in general and financial management matters as well as accounting; the Deputy Marketing Manager was made Marketing Advisor, responsible for distribution of food products; the Assistant Storage Manager was involved in transportation as well as storage of both imported and domestic foodstuffs and was designated Storage and Transport Advisor; and the Senior Board Economist's title changed to Economic Analysis Advisor and his responsibilities were revised to include advisory assistance to the Planning Section of National Milling headquarters. These changes in responsibilities coincided with the

National Milling's decision to engage Tanzanians to fill positions formerly occupied by non-Tanzanians despite the additional burden on personnel caused by decentralization of National Milling operations.

The Financial Management Specialist and the Storage and Transportation Specialist were most deeply involved in the increased activity, the latter spending most of his time -- often 16 or more hours per day -- assisting in port, transport and storage operations.

The Marketing Advisor, at the request of the Government, was assigned to GAPEX in mid-1975, to serve as Marketing Advisor in oil seed operations to increase production of edible fats and oils for domestic consumption. The Economist departed at the end of his tour in May 1975. His replacement arrived March 30, 1976 but became ill and returned to the United States on May 4, 1976. He has not yet been replaced. The remaining three specialists are continuing in advisory positions as of the time of this report.

Three short-term technicians have been supplied to NMC under the Project. They have produced the following reports: (1) A Study of National Milling Corporation Needs for Transport and Maintenance Facilities, J. C. Spooner, USAID Engineer, May 1976; (2) Analysis and Recommendations, Quality and Pest Control Division of the National Milling Corporation, Francis H. Hicks, February 1976; (3) The National Milling Corporation: Analysis and Recommendations, Distribution and Procurement Sections, Francis H. Hicks, March 1976 and (4) Analysis of Grain Storage and Transport Requirements for National Milling Corporation, W. S. Farris, January 1976.

To date funds obligated and expended for the project are:

<u>FY</u>	<u>Total</u>	<u>Personnel</u>	<u>Participants</u>	<u>Commodities</u> (Units:\$1,000)	<u>Other</u>
<u>Obligations:</u>					
FY 71	406	330	12	16	48
FY 72	31	-	28	3	-
FY 73	99	44 <u>1/</u>	27	6	22
FY 74	140	29	96	3	12
FY 75	455	344	52	24	35
FY 76	109	58	51	-	-
Proposed TO <u>2/</u>	56	56	-	-	-
Est. FY 77 <u>2/</u>	<u>350</u>	<u>251</u>	<u>80</u>	<u>10</u>	<u>9</u>
	1,646 <u>3/</u>	1,112	346	62	126

1/ Funding for Project Manager when included in project funding.

2/ Figures from FY 1978 Annual Budget Submission.

3/ Approximately \$205,000 have been approved to carry life-of-project costs through FY 1979 or FY 1980.

<u>FY</u>	<u>Total</u>	<u>Personnel</u>	<u>Participants</u>	<u>Commodities</u> (Units:\$1,000)	<u>Other</u>
<u>Expenditures:</u>					
FY 72	17	-	6	11	-
FY 73	165	91 <u>1/</u>	23	2	49
FY 74	235	175	42	6	12
FY 75	228	139	64	10	15
FY 76	354	252	64	12	26
Proposed TQ <u>1/</u>	86	56	20	3	7
Est. FY 77 <u>1/</u>	<u>346</u>	<u>247</u>	<u>65</u>	<u>18</u>	<u>16</u>
	1,431	960	284	62	125

1/ Figures from FY 1978 Annual Budget Submission.

Note: Figures taken from U-203 Reports unless otherwise noted.

Participants Participants trained or in training under the project:

<u>Fiscal Year</u>	<u>Trained in the United States</u>			<u>Trained in Kenya</u>	
	<u>Long Term</u> <u>New</u>	<u>Continuing</u>	<u>Short Term</u>	<u>New</u>	<u>Continuing</u>
1972	3	-	-	-	-
1973	3	3	-	3	-
1974	1	3	11	1	3
1975	2	4	6	-	2
1976	2 <u>2/</u>	3		-	2
Total	11	-	17	4	-

2/ In process at time of report.

Distribution of Participants among Government Organizations					
Discipline	National Milling	GAPEX	CATA	Other	Total
Agro-Business	-	-	1	1	2
Business Admin	1	4	-	1	6
Accounting	1	1	3	-	5
Mktg/Storage	4 (st)	1			5
Int'l Mktg	1 (st)	1(st)	-	-	2
Agr. Econ	-	-	1	-	1
Study/Observ	10 (st)	-	-	-	10
Heavy Equip	1 (st)	-	-	-	1
	<u>18</u>	<u>7</u>	<u>5</u>	<u>2</u>	<u>32</u>

(st) Short Term Participants

Commodities provided under the project

Motor Vehicles

Ford Broncos 3
Jeep Wagoneers 1
Jeeps 2

Office Equipment

Calculators 6
Typewriters, electric 3
Adding Machine 1

Other Items

Accounting Books
Reference Books
Periodicals

Housing

Standard Government Housing Units 4

Government of Tanzania

Government of Tanzania contributions, through the NMC, to the project include costs of vehicle operation and maintenance, office space and clerical assistance for all contract personnel assigned to the project, as well as a share of participant travel costs and salaries of participants while they are in training. The Evaluation Team made no estimate of the cost of this contribution. The Tanzanian Government also contributed T Shillings 210,780 (approximately \$30,150) through 1975 to cover its share of the OPEX technicians salaries during this time. Other inputs which contribute less directly to the project are not estimated. Contributions of other donors are shown in the appropriate enclosure.

V. TEAM FINDINGS, COMMENTS, AND RECOMMENDATIONS

A. Introduction

The major findings, comments, and recommendations summarized below are based upon a review of Project documents, reports, evaluations, and administrative actions; considerations of other related studies and reports; discussions with personnel connected with the Project; and observations based on operational and financial records and procedures and on visits to offices and installations involved.

Recommendations as to future project activities are based on the following assumptions:

1. Continued U. S. agricultural technical assistance to Tanzania.
2. Tanzanian support which will permit an acceptable degree of success in such assistance.
3. The NMC will continue to have a major role in Tanzania food supply.

B. Project Performance

1. The Contractor

a. Performance

Support for technicians, once recruited and sent to Tanzania appears to be adequate to good. The ACDI has not, however, recruited contract technicians promptly and efficiently. After the contract was signed it required nearly five months to fill the position of Deputy Accounting Manager, twelve months for the Deputy Marketing Manager, thirteen months for the Senior Economist and eighteen months for the Assistant to the Storage Manager. It is recognized that although the Contractor proposed personnel to fill these positions in his contract proposal; the delay in negotiations, caused in part by the necessity to alter the contract Standard Provisions, may well have caused the original personnel proposed to seek other employment.

The Economist completed his two year tour and departed May 1975. It required about ten months to recruit and field his replacement who arrived at the end of March 1976. He was forced to leave after one month due to illness at the beginning of May 1976. The nature of his illness should have been disclosed by an adequate background investigation by the contractor. He has not yet been replaced as this report is finalized in November 1976.

b. Evaluation and Recommendations

In the Evaluation Teams's judgement, the performance of the contractor has been inadequate because of the delays in recruiting

qualified project technicians. This evaluation takes into account the delay in negotiations of the contract mentioned above, and the USAID insistence on strict compliance with qualification and experience requirements for some of the technicians. The quality of the technicians once recruited and on the job, is not subject to criticism. They have, in general with the one exception noted above, performed very well under adverse conditions created by the drought, turning their talents to a wide variety of jobs, performing them well.

It is recommended that ACDI immediately expedite recruitment of personnel.

2. The Contract Field Team

a. Finance and Management Advisor

(1) Performance:

This position was established as an operating accountant position reporting to the Chief Accountant by the original agreement in 1971. Under the terms of the agreement the position was an integral unit of the host country institution. Subsequently, in about September 1975 the position was changed to an advisory position for financial and management operations with the incumbent reporting directly to the General Manager.

There has been only one person in this position. He arrived in September 1972 and would have finished his second tour in about mid-November 1976. USAID and the NMC have agreed upon a short-term extension to permit an orderly phase-out of his activities. His current departure date is about February 15, 1977.

The incumbent was judged to be well qualified for this position, having several years international experience plus appropriate educational background in accounting and related subjects. He also holds a Certified Public Accountant rating.

The Financial expert spent his first tour assisting the Chief Financial Officer of the National Agricultural Products Board and, after the merger, the same duty in National Milling Corporation. The Financial Expert has performed his duties in a low-key, but effective way, placing maximum effort on working through his fellow officers. Discussions with key persons in National Milling disclosed considerable assistance and influence by the Financial Expert on the solution of specific accounting problems, report designs, and development of internal controls. All officials interviewed about this subject stated in effect that the Financial Expert was looked upon as a general resource person who pitched in on operational problems when necessary. The Financial Expert was especially effective in the development of budget formats and content; cash flows; and overall financial management matters. He played a key role in the National Milling negotiations with Tanzanian Treasury, financing institutions, and other donor countries. He often accompanied the General Manager on briefing sessions with high level Government of Tanzania officials. He assisted in the development of Tanzania's justification for PL-480 assistance and assisted the General Manager in planning and executing a corporate reorganization to decentralize and consolidate management

activities. He helped decentralize accounting in the past year so that the 23 Branch Offices are operating essentially as subsidiaries with responsibility for maintaining books of account for procurement, sales, storage, and finance.

(2) Evaluation and Recommendations:

Discussions with the National Milling General Manager, Chief Financial Manager, various other officials in finance and accounting at Headquarters, Branch Managers and key accounting personnel at 7 of the 23 branch offices and installations gave the evaluation team a good insight into past accomplishments, current problems, and future needs of National Milling. Basic accounting records were reviewed at the Headquarters and each Branch Office visited. Although the evaluation team did not find a critical need for continued long-term financial and accounting management assistance, the evaluation team did identify significant accounting problems deserving of consideration for USAID short and intermediate term assistance (noted elsewhere in this report). Further, there appears to be justification for an extension of the current financial advisor's contract for an additional three months to allow for coordination with the economist now being recruited and to permit an orderly phase out of the financial advisor's current activities.

National Milling deserves praise for its basic adherence to sound accounting principles and procedures during the several crises that it has faced during the last four years. First, there was the merger with National Agricultural Products Board, then

the drought and crash grain import program, and more recently the absorption of village level procurement of grain from the abolished Cooperative Unions. All of these events coupled with an approximately 400 per cent increase in transaction volume, extensive hiring of transport, and establishment of village grain procurement imprest funds and related controls have extended National Milling's accounting capability beyond reasonable limits. As a result the accounting activity fell behind in its posting of transactions. Nevertheless, National Milling stuck to its basic control system and processing routine. The result has been untimely, but essentially proper, accounting information.

The inability of National Milling's accounting system to provide timely actual expense reports, cost allocation and cost efficiency reports, and related data causes the General Manager great uneasiness, as well it should. Although substantial progress has been made on the backlog of transactions, there still remains a severe gap between actual expenditures and budget performance reports. Also, there is not presently an adequate cost accounting system for specific allocation of expenses to production and processing activities.

National Milling operates a cash basis accounting system. A basic Standard Cost Accounting framework is in existence with department standards established for many cost factors such as transport, overhead, direct labor, and similar items. A reasonably good division of duties exists throughout National Milling in cash handling and transaction recording activities.

Key managers at the NMC Head Office and at the Branch offices expressed concern over the lack of educationally qualified accountants within the organization. Some of the persons holding accountant positions have little formal education and no more than basic bookkeeping knowledge. Because of the shortage of qualified accountants in National Milling there are seldom any back-up persons available when a Branch Accountant is promoted or leaves for other employment.

Significant problems were noted in the handling of bank reconciliations and preparations of Branch Office Trial Balance Statements. Timeliness of recording transactions was also a serious problem. The Head Office (in August) closed its books for the fiscal year ended July 31, 1975. Those accounts are now under audit by the Tanzania Audit Corporation. Accounts for fiscal year ended July 31, 1976 were reportedly posted through December 1975 for most accounts. The Chief Financial Manager anticipates the accounting transactions will be on a month to month basis by the end of December 1976. His basis for this projection is the fact that fiscal year 1977 accounts are being posted concurrently with FY 1976 accounting.

Although basic controls and separation of cost data is adequate for general trends there is a need to consolidate and summarize this data for more efficient management use at both Branch Office and Headquarters level. Presently Branch Offices are responsible only for compilation of cash outlay and cash receipts as a trial balance plus certain budget documents. In 1975 National

Milling began requiring each Branch Office to prepare the trial balance statements at the end of each month. Some Branch Offices are having considerable difficulty in carrying out this function because of lack of accounting knowledge and training.

Since National Milling's accounting operations are basically manual except for five bookkeeping machines of various age in addition to a new electronic accounting machine at the Head Office, there is much duplication and layered handling of accounting documents evidencing transactions. For example, to get the daily cash position at the Branch Office requires several separate summarization steps by different people. However, because the educational and experience factors for involved employees is low it will require considerable training to prepare them for a more efficient system.

Another problem area is the absence of a records retention program for basic corporation records. Consequently, several years of records are scattered in unorganized piles on floors and window shelves in various sections. There is inadequate filing capacity for the records now being retained and no program for disposal. Considerable credit is given to the Tanzanians who seem to be able to eventually locate specific records under such inefficient conditions.

Part of the records volume and storage problem is the present practice of having Branch Offices forward copies of practically every record they generate to Headquarters. If a system could be worked

out so that Headquarters would have confidence in the accounting functions at Branch Offices and institute a review of records at the Branch Office site then National Milling could realize significant savings in paper, postage and personnel costs.

Because of the vastly expanded organizational structure and scope of operations at National Milling there is an urgent need to strengthen the internal audit capability. This assistance need can best be met through participant training (4 weeks) in the U.S. and technical assistance (6 months) to design and implement an effective internal audit program and train selected auditors. There appears to be a basis for consideration of short-term technical help to National Milling to effect efficiency and economy of operations in the accounting operations.

b. Economic Analysis Advisor

(1) Performance:

The first Senior Board Economist, later changed to Economic Analysis Advisor, arrived in May 1973. He completed his tour in May 1975. His replacement arrived March 30, 1976. The replacement became ill and returned to the United States a month after arrival. As this report is being completed no replacement has been recruited by ACDI.

The Senior Board Economist position was established as an operational (OPEX) position, reporting directly to the General Manager of the NAPB. His function was to advise the General Manager of the NAPB on economic matters; undertake market analyses to guide export sales; make price structure analyses and recommend pricing policy for staple food grains at the producer and consumer levels; with other technicians help improve marketing programs and make analyses of cost data and undertake feasibility studies on other aspects of controlled marketing. These duties were continued under the National Milling merger with the National Products Marketing Board.

Information gained from official files and interviews with USAID and Tanzanian Government officials indicates that some of the accomplishments during his tour of duty were:

As a result of price analyses he made recommendations that the prices to producers of staple food grains, notable maize, rice, and wheat be increased. These recommendations influenced the Government's decision to adjust the price of grains upward in 1974/75 crop year in order to provide an incentive for increasing grain production.

Conducted feasibility studies on current and future National Milling operations, including the cannery, bakery, and storage operations at regional and district levels as well as the evaluation of several proposed activities.

(2) Evaluation and Recommendations:

From discussions with the General Manager, other National Milling officers, USAID officials, and reviews of pertinent project files, the evaluation team concluded that the economist fulfilled the requirements of his position. He received adequate support from the USAID, NMPB/National Milling organization, and from the Contractor, ACDI. However, the long delay in recruiting and fielding the first Senior Board Economist and 10 months in obtaining a **replacement** indicates that the Contractor has had considerable difficulty in getting qualified individuals willing to serve in Tanzania.

National Milling is in the process of organizing to meet additional responsibilities given to it by the Government of Tanzania as a result of the abolition of the agricultural cooperative unions which will put additional stress on the overloaded transportation and distribution system. National Milling has been given, with the

exception of edible oil production and processing, the primary responsibility for forecasting production of staple food crops in excess of local needs and purchasing this surplus at the village level, transporting, storing, processing and distributing these commodities to wholesale outlets.

Both the General Manager and the Manager, Planning Unit, the latter a member of this team, have strongly urged that the Economist position be filled without delay. Team observations of the operations of the Headquarters and in the three distribution districts visited, indicate that the services of a competent economist are urgently needed to help NMC establish a planning unit in NMC Headquarters, which will conduct evaluation of the numerous NMC operations in the branches and regions. These include purchasing, transporting, processing, storage and distribution of the products for which NMC is responsible. He will also be required to undertake feasibility studies for new activities and for a number of improvements or expansions of the present system.

It is recommended that the position be filled with an experienced Agricultural Economist as soon as possible. He should serve a full two year tour of duty.

c. Marketing Advisor

(1) Performance:

The Deputy Marketing Manager, later Marketing Advisor, arrived in May 1973. He was the second project technician to arrive, some seven months after the Deputy Chief Accountant. He filled this position until mid-1975 when, at the request of GAPEX, and upon agreement of Kilino, NMC, and USAID, he was transferred to GAPEX. This transfer was near the end of his first tour of duty. He has served with GAPEX since his return from home leave in July 1975, his current tour ends in July 1977.

Briefly, his duties during the first tour with NAPB/NMC were: Under the supervision of the Marketing Manager, to whom he would look for policy guidance and advice; to provide for orderly administration of the Marketing Department; planning and effective execution of the assessment of markets and potential demands; sale, negotiation, and conclusion of sale contracts for both imports and exports of NAPB/NMC products. He was also responsible for planning and carrying out internal transport and movement of produce and for transport claims; preparation of sales budgets; fixing prices for

commodities, in conformance with government decisions at the cabinet level, for produce handled by NAPB/NMC within the country; preparation of plans for famine and establishing reserve stock levels; monitoring the acceptability of NAPB/NMC products and recommending research or investigations to improve the quality and marketing methods; and maintaining current information on matters affecting the marketing of all foodstuffs handled by NMC, including crop estimates, prices, markets, and marketing operations.

Files and interviews with appropriate officials indicate achievements of the Marketing Technician include: Helped develop the Marketing Section and trained the staff to maintain a daily and weekly reporting system for the Dar es Salaam area to provide data on production and distribution of processed grain; established a systemic review of consumption trends to ensure availability of NAPB/NMC products when and where needed; participated in reorganizing the Marketing Department; and participated in designing strategies for promotion and sales of new bakery and canned products. He also revised the Sales Department organization charts and assisted in writing job descriptions for each position; helped revise the control system covering all National Milling sales activities; and worked with the Management and Tender Committees and with the Marketing Staff as well as the Branch Managers and Agricultural Cooperative Representatives.

At the time of the reorganization of the NAPB, GAPEX was given responsibility for making the country self-sufficient in edible fats and oils in the shortest practical time. Edible fats/oils demand is estimated at about 35,000 metric tons (M/T) in 1976, with a potential demand of over 43,000 M/T by 1980. Current imports amount to about 21,000 M/T per year.

GAPEX preliminary goals include plans to have by 1980, about 20,000 hectares (49,400 acres) of oilseeds (sunflowers, sesame and groundnuts) under cultivation; three oilseed processing plants in full production at Morogoro, Nachingwea and Shinyanga, with a solvent extraction plant under construction. At that time no unprocessed oilseed exports will be permitted.

Immediate plans are to develop oilseed production on large estates in partnership with the Tanzania Sisal Corporation, as well as on farms to be controlled by GAPEX. These preliminary plans are to be refined and presented to one or more donors to secure external assistance which will include (a) short term technical assistance in oilseed production, farm management, farm machinery mechanics and oil seed processing, (b) training in country and abroad in management, oilseed production, farm mechanics, oil processing methods and oil chemistry, as well as edible oil marketing, and (c) farm machinery and other production equipment needed to cultivate up to 20,000 hectares of farms producing various kinds of oil seeds.

The Marketing Advisor has participated in studies of edible oil production and processing and in the formulation of the above prelim-

inary plans for a program to initiate large scale production in the shortest practical time. He has contacted other donors and visited other oilseed producing countries to consult with their production experts. He will assist in further refining these plans into a project proposal to present to external donors to obtain the required assistance.

(2) Evaluation and Recommendations

The Deputy Marketing Manager (later Advisor) was given adequate support by USAID, the Contractor (ACDI), the government of Tanzania and the NAPB/NMC and GAPEX. During late 1973 the functions relating to transportation were shifted from the Marketing to the Assistant Storage Manager. With the reorganization of the NAPB, that those marketing functions dealing with the purchase, pricing, promotion and monitoring of the sales of National Milling products were no longer needed. It was, therefore, decided that the services of the Marketing Advisor could best be used by GAPEX.

Interviews with National Milling officials and information gained from the files indicate that the functions of the position were fulfilled in a satisfactory manner. Interviews with the General Manager of GAPEX indicates that the function has been changed to the promotion of an integrated program to produce edible oil for domestic use, and that the functions of this new position are being performed well.

The present function of the Marketing Advisor, in the view of the Evaluation Team, was not within the scope of the original project as approved. Furthermore, it does not appear to be among the top priority activities in the AID, USAID or Government of Tanzania programs, ranking below the production and distribution of maize, sorghum, wheat, and other cereal grains.

It is therefore recommended that the position of Marketing Advisor be phased out upon the completion of the current tour of the incumbent in July 1977.

The team recognizes the need for edible oil in the diet of the people of Tanzania and the relatively high priority which the Government of Tanzania has given the program for increasing edible oil production. It is recommended that until the end of his current tour the Marketing Advisor continue in the promotion of the GAPEX program to increase oil production. In addition, that

he prepare or participate in the preparation of a detailed plan to provide for sufficient edible oil production for domestic consumption (and perhaps, eventually for export), together with supporting data which the GAPEX and the Government of Tanzania can present to external donor organization with the view of obtaining financing, equipment and technical assistance, including training of Tanzanians in critical skills needed to successfully complete the program.

d. Storage and Transport Specialist

(1) Performance:

The Assistant to the Storage Manager, later Storage and Transport Advisor, arrived in October, 1973. This delay was partly due to the difficulty in meeting the original manifold qualifications established for this position by the Government of Tanzania and the Mission. He was the last technician to arrive, some 12 months after the Deputy Chief Accountant. In mid-1975, with the reorganization of NMC, his role as an OPEX technician was changed to advisory and he became the Storage and Transport Advisor, to Chief, Production, Storage, and Transport Division.

At the end of his first tour, he took home leave during the period December 12, 1975 through February 22, 1976; his current year's tour ends February 22, 1977, and his ACIDI contract ends February 22, 1978.

Initial position duties, under the general supervision of the Storage Manager, were: Developing and executing improved storage and handling; developing pest control and fumigation methods, including procurement and stocking of materials and equipment and maintaining close contacts with related research institutions; formulating storage and pest control regulations and insuring compliance; quality, care, and handling of products;

maintenance work on storage and storage and handling equipment; supervision of assigned employees, and other related duties as requested.

With the changes in mid-1975, these duties were expanded to include: Transportation functions generally parallel to those in storage; port operations; and training.

Activities were complicated by and focused on import operations and related storage and distribution as a result of the food crisis beginning in 1974 and continuing into 1976, reorganization and increasing responsibilities of NMC, and the shortage of NMC management and supervisory personnel. For example, approximately 900,000 tons of food were imported between March, 1974 and December, 1975 compared to virtual self-sufficiency in the past. In addition, NMC was given responsibility for handling **Zambian** grain imports through Dar es Salaam port, the wheat throughput exceeding 65,000 tons in the period September, 1975 - May 1976.

Considering the crisis situation that prevailed, it appears that support was satisfactory by the Government of Tanzania, USAID, and ACDI. For example, **tarpaulins** were provided through a USAID grant and flown in by charter planes to cover outside storage.

Information provided by visits, discussions, records, and files indicated a high level of performance in this position to date. The major, singular accomplishment was meeting the unprecedented food crisis which fell most heavily on this area. In addition, a

basic transport, supply, and distribution system was developed; a workable pest control system became operational; supply and distribution planning and forecasts were begun; a grading system was put in place; more than a dozen basic operational reports, studies, and planning documents were produced; and considerable training activities took place.

(2) Evaluation and Recommendations:

The Evaluation Team recommends that this position should be discontinued upon completion of the tour of the present incumbent. This recommendation stems from progress achieved to date and changed requirements and priorities in NMC technical assistance needs.

The present job description of the position encompasses more than can be covered by one adviser, in terms of both specific expertise required and time necessary to carry out the advisory functions specified. Transportation alone is a full time advisory position since NMC now has a fleet of 170-200 vehicles of which about 65-75 are lorries. An additional 37 new vehicles are reportedly here or on order, 30 of which are lorries. Projections indicate the NMC fleet may total as many as 300 in the next year or so. Remaining advisory functions are at least a full time job.

If the Team recommendation is followed to discontinue the position, it would be pointless to revise the job description for the short time remaining. If the position is continued, the job description should be amended to delete transportation; and the need for technical assistance in the transportation area considered separately.

The Team feels there is a continuing requirement for technical assistance in this general area that can best be provided through short term assistance directed to specific, priority needs. Such needs are addressed elsewhere in this report and recommended in the following areas:

1. Supply and Distribution.
2. Quality Control.
3. Pest Control.
4. Participant Training.

3. USAID

a. Performance

With reference to the project time frame in part 4 below, USAID acted promptly to negotiate a PROAG after the project had been approved. Although completion of the Project Implementation Order for Technical Services was delayed nearly three months, actions **taken by AID/W avoided further delay in initiating contractor selection.** Early difficulties with project housing and transportation were overcome through close cooperation with the Government of Tanzania. During the emergency situation created by the drought, the USAID gave its wholehearted support to the Government, NAC and the Contract technicians in their effort to handle the vast quantities of foodstuffs being offloaded in the ports and distributed to all parts of the country.

USAID submitted an amended IRCI to Washington in October 1975, which was not acted upon.

b. Evaluation and Recommendations

The Evaluation Team believes that the USAID has provided adequate support for the contract personnel and for the NMC within the framework of the approved project. The major exception being the delays in filling the contract positions authorized for the project. Part of this delay, particularly in the case of the last technician to come on board, the Assistant to the Storage Manager, was the insistence by USAID and TanGov on such a combination of high academic qualifications and wide practical experience that qualified candidates were not available. It should be noted however, that USAID

was not fully in control of this situation being dependent on the actions of others, particularly the Contractor.

The PROP should be amended promptly to reflect the changes in scope and direction of the Project since the dissolution of the NAPB. The amendment should include a log-frame with quantitative indicators to the extent feasible, taking into account the Evaluation Teams recommendations.

USAID should also initiate recruitment for new Project personnel as soon as possible after the Project is amended to avoid the necessity of extending the life of the project.

4. AID

a. Performance

The PROP was submitted to AID March 5, 1971. It was approved six weeks later with two conditions for approval for implementation relating to the type of contract to be used and to provision of housing for technicians. The PROAG was signed May 31, six weeks after project approval. Issuance of the Project Implementation Order for PIO/T by the USAID was delayed until August 24, nearly three months after the PROAG was signed. This, in turn, delayed the contractor selection process, although AID initiated action to invite expressions of interest in implementing the project from several organizations prior to the receipt of the completed PIO/T. As noted above, in the background, fourteen firms responded and seven were requested to submit proposals. After negotiations were begun with ACDI, further delays were encountered because of the necessity to waive certain sections of the Standard Contract Provisions to cover the use of OPEX personnel in a contract with ACDI. The contract was signed April 10, 1972.

Subsequent AID/W monitoring and support involved the timely approval of funds, processing of training grants for participants and processing contract amendments to reflect USAID requests for changes in the Project scope and direction.

USAID proposed an amendment to the PROF in October 1973 to reflect the changes in scope of the Project brought about by the dissolution of the NAPB in 1973. This amendment was not acted upon. Amendment of the PROF is scheduled for later this year.

b. Evaluation and Recommendations

Action by AID to approve the Project in five to six weeks and action to select the contractor, despite the delay of project documentation, shows that AID performed well during the initial Project implementation. However, contract negotiations were not so expeditiously handled although this is understandable because of the necessity to exchange information by pouch and telegram so that agreement could be reached by AID, USAID, TanGov, and ACDI. This performance could and should be improved. The Evaluation Team believes that closer liaison between elements of AID responsible for monitoring project implementation and the contractor should be maintained in order to expedite the recruitment of contract personnel. Furthermore, the Evaluation Team believes that the Project should have been amended promptly to reflect the dissolution of NAPB and the changes in the roles of the contract personnel.

It is recommended that AID set a time limit for the recruitment of adequately qualified personnel and, in particular, for replacement of the Economist. If ACDI is used as the contractor for other personnel, particularly the short-term technicians recommended in this report, a time limit of approximately four months after approval of the position should be set for nomination to USAID and National Milling.

5. Tanzanian Government/National Milling Corporation

The Evaluation Team is convinced that all elements of the Government of Tanzania have given adequate support to the project, particularly during the crisis conditions created by the drought and in view of the constraints imposed by the scarcity of trained personnel, foreign exchange, and equipment.

C. PROGRESS ACHIEVED

Project achievements were measured against both the Original Project Proposal goals and objectives and the proposed Project design summary/ logical framework. Summaries of Project achievements in both contexts follow with comments necessarily limited due to the lack of quantitatively verifiable indicators in the project design.

1. Original Project Proposal

a. Utilization of USAID Technicians

USAID Technicians (Contract Employees) were fully and constructively utilized. However, such utilization was not in accordance with the original Project Proposal due primarily to Tanzanian Government institutional changes and the drought of 1974-75 discussed elsewhere in this report.

b. Improvement of Accounting Practices

Some refinements in accounting practices were achieved. More specific comments are noted in 2. below.

c. Reduction in Marketing Costs per Unit

Sufficient data is not available on unit marketing costs at the Project's beginning or at this stage. Therefore, progress achieved is indeterminate.

d. Reduction in Produce Losses

Reliable estimates of produce losses at Project's beginning are not available in the context of present NMC distribution functions. However, present estimates of four to six percent losses in NMC distribution (procurement, storage, handling and sales) is considered to be

very good and believed by the Team to represent a reduction in produce losses and to meet this objective.

e. Development of Export Sales for Products not now Major Exports

This objective has not been met, the 1974-75 drought alone having precluded it. Whether or not this project will ultimately contribute to this objective remains to be seen.

f. Phasing of Prices for Crops with an Export Potential Towards EXPORT PARITY

Price analyses under this project influenced the Government's decision to adjust producer grain prices in 1974-75 as indicated elsewhere in this report. This marked the beginning of a general price policy of export parity. Therefore, the Team concludes progress towards meeting this objective has been made.

g. Shifts Toward Full Cost Accounting as a Basis for Establishing Producer Prices for Individual Products

The Team is not sure of the meaning of this objective in terms of either the NMC or the Tanzanian farmer. Therefore, it makes no judgment on the achievement of this objective.

2. Proposed Project Design Summary/Logical Framework

a. Program or Sector Goal

Increased self-sufficiency in foodstuffs was to be sought and success was to be indicated by: Drastically reduced imports, increased food production and the availability of domestic foodstuff to meet national demand.

The 1974-75 drought has prevented significant progress in

meeting this goal. However, it is anticipated that the Project will ultimately contribute to this goal in all three areas.

b. Project Purpose

The Project purpose was to assist in the establishment of marketing and processing institutions to assure food supply and reliable producer markets to include: Procurement facilities, storage, processing, a national distribution network, transportation, and management information.

The Team judgment is that the Project has made a very significant contribution to progress achieved by NMC in all of these areas. However, much remains to be done as indicated elsewhere in the report.

c. Project Outputs

(1) Finance and Management

Specific outputs listed were: Annual and long range financial plans; balance sheets, income, and expenditure statements; cost controls and procurement procedures; financial and management review and analysis of NMC branches; cost analyses; and critical path analyses for development projects.

Progress has been made in financial planning; balance sheets, income and expenditure statements; and cost controls and procurement procedures as noted elsewhere in this report. However, little or no progress has been made in the financial and management review of NMC offices, cost analyses, and critical path analyses.

(2) Economic Analysis

Outputs anticipated included: Feasibility studies on expansion and new activities, price analysis and policy, development

plans, economic analyses of operations, and trained staff.

Some limited progress has been achieved by NMC in all areas to which the project contributed, except for little or no progress in economic analyses of operations and trained staff. The lack of progress is due primarily to the absence of the economist input into this project as discussed elsewhere in this report.

(3) Storage and Transport Surveys

Logframe outputs listed were: Storage and Transportation surveys, storage and transportation facilities and equipment, storage and transportation plans, and trained staff.

Considerable progress has been achieved by NMC in the areas indicated above, as noted elsewhere in this report. The Marketing Project has contributed to these achievements by providing a resident contract technician, at first in an OPEX and later in an advisory capacity; short term consultants on storage and transportation problems; and a participant training program. However, much remains to be done, particularly with regard to staff training both in-country and through short term training courses abroad.

(4) Marketing

Specific outputs listed included: surveys of oil seed production, processing, marketing and distribution systems; price analysis and pricing policy; the implementation of oil seed production, processing sales and distribution and the training of staff in these activities.

Some progress has been made in all of these areas, however, progress has been limited because of changes in organizational structure and the comparatively low priority given this sub-sector of Agriculture as compared to production of cereal grains.

(5) Project Inputs

(a) U.S. Inputs were estimated as \$1,851.450 for the life-of-the project, with obligations of \$1,262,000 through FY 1975 of which \$935,000 was for personnel, \$249,000 for participant training and \$78,000 for commodities and other costs. Actual obligations amounted to \$1,131,000 through FY 1975, with \$747,000 for personnel, \$215,000 for participant training and \$169,000 for commodities and other costs. Actual expenditures during this period were \$645,000, which were proportionally less than planned. Delays in getting personnel aboard accounted for the lower rates of obligation and expenditures.

(b) Government of Tanzania Inputs were listed as capital development of \$14.7 million.

The GOT has contributed an estimated \$7.0 million through FY 1976 for infrastructure investments. This leaves a planned balance of \$7.7 for the life-of-project.

(c) Other Donor Inputs which directly affect the elements of NMC operations to date include loans of \$1.3 million by Canada for construction of bakeries, \$4.2 million by Sweden for grain storage silos. Other grants and loans by external donors are listed in Enclosure F.

The Evaluation Team took special note of the reports of Farris, Hicks and Spooner (Encl. E). The Evaluation Team concluded that the Hicks and Spooner reports were especially well done and should provide considerable assistance to NMC, USAID and AID in furthering this Project.

The Team feels the greatest accomplishment of the Project was its

contribution to successfully meeting the unprecedented Tanzanian food crisis beginning in 1973 and continuing into 1976. Without a dedicated, coordinated team effort by the FMC and the Tanzanian Government, contract personnel, USAID, AID and other donors, this crisis could not have been met. Although necessarily not in the original Project Proposal or the proposed project design summary/logical framework, the success of this effort most accurately reflects progress achieved.

D. Problems and Impediments

Major problems and impediments affecting Project operations and progress have generally been discussed throughout this report. Consequently, consideration of such problems and impediments will be limited to a summary listing in this portion of the report. These major constraints are:

1. Project development and implementation delays, including project documentation, contract negotiations and recruitment of contract personnel in particular.
2. The impact of the 1974-75 drought, with the effects beginning in late 1973 and continuing well into 1976.
3. The rapid expansion in the scope and complexity of NMC operations.
4. NMC's severe and continuing shortage of trained manpower in most of key areas, including finance, administration and operation.
5. Increasing requirements for and shortages of supplies, equipment, storage, pest control, transport, and facilities, including maintenance and spare parts.

E. RECOMMENDATIONS FOR FUTURE PROJECT ACTIVITIES

The Evaluation Team recommends a moderate amount of new inputs into this project, primarily in the form of short term activities. These recommendations were selected to meet priority needs of National Milling, to make maximum use of short term specialists, and to assist National Milling to more rapidly develop its own staff capability in these areas. The Evaluation Team concluded the NMC is ready for and supportive of this proposed assistance based on observations and discussions with key officials.

1. Finance and Accounting

As included elsewhere in this report, significant advances were made by National Milling in forward planning for funding requirements, budget support documents, capital budgets, and related financial management activities. Significant problems remain in the area of technical accounting capability and performance to assure timely posting of transaction data and the publication of the results of operations; allocation of specific costs to products and operations; effective functional decentralization of accounting activities to Branch Offices, elimination of unnecessary activities at Headquarters which duplicate efforts at the Branch offices; implementation of a Branch Office review capability; and design and implementation of an effective internal audit program.

The following assistance package is recommended to meet the needs evidenced by the problem areas identified and to provide activities which can be effectively carried out according to a specific timetable; it is also recognized that some (cost accounting, internal audit and records/filing) may be carried out by the NMC/Tanzanian Government alone, or with the assistance of other donors:

1. Accounting System Review and Redesign
2. Academic Accounting Training
3. Cost Accounting Procedures Design and Implementation
4. Branch Office Review Program

Although separate functions by nature, the above listed activities are sufficiently related to warrant structured assistance so that each stage of development will pave the way for the next activity. The present accounting system can be made more efficient through modification to eliminate duplication, together with introducing more sophisticated cost accounting procedure. This requires a review of the current accounting operations by an experienced accounting systems person with classroom teaching experience, so that he can carry out the second phase of the program which is academic training. The third phase should be the design and implementation of the Branch Office accounting and operations review program to assure compliance with NMC accounting procedures and operational directives. The fourth phase should be the design of the cost accounting procedures for each major activity within the NMC. It is felt that this phase is necessary to give the General Manager the proper tools for decision making. This phase can be carried out separately, or in combination with the accounting training. More specific outlines for these activities were given informally to the Project Manager, Mr. Edward Williams, USAID/T, but a brief outline is shown below:

<u>PHASE I</u>	<u>Time Frame</u>	<u>External Man/Days</u>	<u>External Skills Required</u>	<u>Inputs Required</u>
Accounting	1-2 months	26 to 52	Accounting Instructor/ Systems Specialist	Accounting Instructor
<u>PHASE II</u>				
Academic Training (Principals and Intermediate Accounting equivalent 12 U.S. university hours)	3-4 months	78 to 104	Accounting Instructor	1 Accounting Instructor 25 National Milling Accounting students 50 textbooks & related case studies and work papers 5 adding calculators w/tape Training Aides not locally available
<u>PHASE III</u>				
Branch Office Review Program	2 mos.	52	Operations Accountant	1 Accounting specialist (preferably one of the experts who designed the system & procedures) 5 Branch Office Review Specialist Trainees from Nat'l Milling should have branch office accounting experience.
<u>PHASE IV</u>				
Cost Acctng Procedures Design & Implementation	6 mos.	156	Cost Accountant	1 Cost Accountant 25 Cost Accounting specialist trainees for on-the-job trng. Necessary supplies and forms

5. Internal Auditor Training and Program Design

National Milling's extensive operations dictate the necessity for an effective internal audit program to assist the General Manager to achieve

and maintain effective fiscal and program controls. External audits are made annually by the Tanzania Audit Corporation and are considered adequate for that purpose. However, the Internal Audit capability is necessary to provide professional inquiry capability into shortage of grain, money or other improper activities and incidents.

The scope of this assistance requirement is listed below:

<u>Assistance Activity</u>	<u>Time Frame</u>	<u>External Man/Days</u>	<u>External Skills Required</u>	<u>Inputs Required</u>
Participant Training	4 weeks		Auditor Training Course	3 to 5 accountants to attend internal audit training in the U.S.A. Candidates must be qualified accountants.
Internal Audit Program Design	3 mos.	234	Internal Audit Specialists in similar operations	One senior internal audit manager and 2 competent internal auditors
Internal Audit program implementation	3 mos.	78	Internal audit specialist	1 internal aud. spec. 3-5 internal auditors supplies & equipment.

Assistance for this training is available in Washington, D.C. through the Interagency Auditor Training Program or through other donors. While this activity may not be strictly within the scope of this project, it is high priority need for National Milling and should be given early consideration even if candidates for training and NMC employment have to be recruited outside National Milling.

6. File Space, Retention and Disposition Program

National Milling does not presently have an adequate files retention and disposition program. Since most files are retained indefinitely, there is inadequate files storage even for current files. Consequently, files are often found in unorganized stacks on office floors, window ledges, and other places where loss through accidental destruction is a constant hazard and the chances of quickly locating a specific document are very poor.

Although this activity is marginal with respect to direct impact on this project, a great service could be performed for the National Milling by the U.S. or another donor by funding a survey of files maintained, space required for current records, identification of records to be maintained for stated time periods, and development of a program to introduce photographic storage to limit the volume of bulky invoices and other records stored for indefinite periods of time. A brief outline of this assistance is provided below:

<u>Assistance Activity</u>	<u>Time Frame</u>	<u>External Man/Days</u>	<u>External Skills Required</u>	<u>Inputs Required</u>
Survey of records generated, present files capacity, program design and implementation	3-4 mos.	78-104	Records Specialist	1 Records Specialist 1 NMC counterpart office space typing support

The time frame of this project could possibly be shortened by the use of a private firm specializing in such programs. A somewhat higher cost would likely result because of additional air transportation and support for a team of specialists.

2. Operational Assistance

The NMC has made commendable progress in meeting its greatly enlarged operational responsibilities, to which this Project has contributed as indicated elsewhere in this report. Major accomplishments include development of a basic transport, supply, and distribution systems; a workable pest control system; beginnings of supply and distribution planning and the first steps of a grades and standards program.

In spite of the progress made, a number of problems continue to hamper NMC operations centered around the critical shortage of trained, experienced personnel. While help could be utilized in many areas, the Team recommends assistance under this project in the following priority areas:

1. Supply and Distribution

Additional training, preferably abroad at such institutions as the International Marketing Institute at Cambridge, Massachusetts or the Marketing Seminar at Colorado University, should be provided for the Chief and Deputy of the Procurement and Sales Department.

2. Pest and Quality Control

Short term participant training in grain storage and handling, and in pest and quality control should be provided for at least four men from the NMC headquarters and from each region. Training should be at courses given at Kansas State University, Iowa State University or equivalent institutions.

It is further recommended that Grain specialist skilled in storage, handling, quality and pest control spend two to four weeks

as a follow-up to the training provided by the present Storage and Transport Advisor and innovations instituted by the returned participants. This visit should take place in mid-to-late 1978 in the final phase of the project.

3. Management, Administration and Planning

Degree training programs in Business Administration, Management and Economics should be continued for NMC personnel as they are identified and can be spared for long term training. The Evaluation Team believes that three or four trainees in these disciplines should be started each year during the remainder of the project in order to help provide leadership and expertise in these fields within the Corporation.

VI. ENCLOSURES

ENCLOSURE A: SUMMARY TEAM TANZANIAN ITINERARY

Friday, July 23

Team arrived Dar es Salaam

Saturday, July 24

Meeting - Team, USAID personnel, Contractor Chief of Party

Monday, July 26

Meet USAID staff

Meet Contractor staff at USAID

Meeting at Ministry of Agriculture, accompanied by Edward Williams with Principal Secretary (Mr. A. Mushi) and Planning Officer (Mr. B. Tenesi)

Meeting at National Milling Corporation, accompanied by Edward Williams, with the General Manager (Mr. C. Y. Mpupua) and other selected NMC staff

Tuesday, July 27

Meeting with Ambassador James W. Spain at the American Embassy

Meeting at General Agricultural Products Export Corporation (GAPEX) with General Manager (Mr. S. P. Muro)

Wednesday, July 28 - Saturday, July 31

Project evaluation - Dar es Salaam, including NMC installations

Monday, August 2, - Thursday, August 5

Evaluation of NMC Moshi, Arusha, and Tanga installations

Friday, August 6 - Saturday, August 7

Project evaluation - Dar es Salaam, including installations.

Monday, August 9 - Wednesday, August 11

Evaluation of NMC installations Morogoro and Iringa

Thursday, August 12 - Saturday, August 21

Project evaluation - Dar es Salaam, including installations,
finalization of draft report, and presentation of draft report
to USAID and Government of Tanzania officials.

Saturday, August 21

Evaluation Team departed Dar es Salaam

ENCLOSURE B: PRINCIPAL OFFICIES VISITED
AND PERSONS CONTACTED

U. S. AGENCY FOR INTERNATIONAL DEVELOPMENT, WASHINGTON, D. C. 20523

Dr. Russell Bierman, Agricultural Economist
Mr. Harold Kugler, Africa/Development Resources Division
Mr. Morris McDaniel, Africa/Development Resources Division
Mr. Thomas O'Keefe, Africa/Office of East and Southern African Affairs
Miss Anilee Rollins, Africa/Office of East and Southern African Affairs

AGRICULTURAL COOPERATIVE DEVELOPMENT INTERNATIONAL
1430 K Street, Northwest, Washington, D. C.

Mr. Ray Fitzgerald, President
Mr. Bartlett Harvey, Vice-President (Contacted both in Washington
and Dar es Salaam)

U. S. AGENCY FOR INTERNATIONAL DEVELOPMENT MISSION TO TANZANIA
P. O. Box 9130, Dar es Salaam, Tanzania

Dr. Vernon C. Johnson, Mission Director
Mr. Jack H. Francis, Acting Assistant Director
Mr. Edward W. Williams, Project Manager
Miss L. Arlene O'Reilly, Acting Program Officer
Mr. William James, International Development Intern,
Agricultural Economics

AMERICAN EMBASSY
P. O. Box 9123, Dar es Salaam, Tanzania

Dr. James W. Spain, Ambassador

OFFICE OF THE MINISTER OF AGRICULTURE, GOVERNMENT OF TANZANIA, DAR ES SALAAM

Mr. Awinia Mushi, Principal Secretary
Mr. Boniface Tenesi, Director, Agricultural Planning

GENERAL AGRICULTURAL EXPORT CORPORATION, DAR ES SALAAM, TANZANIA

Mr. S. P. Muro, General Manager

Mr. K. E. L. Mushi, Commercial Director

Mr. Theodore G. Malyn, Marketing Advisor, provided by USAID/ACDI

COOPERS AND LYBRAND, CERTIFIED PUBLIC ACCOUNTANTS, DAR ES SALAAM, TANZANIA

Mr. R. A. Mengi, CPA, Manager

Mr. Steve Paul, Agricultural Analyst, National Maize Project

Mr. David Laperniak, Mill Specialist

NATIONAL MILLING CORPORATION HOME OFFICE, DAR ES SALAAM, TANZANIA

Mr. C. Y. Mpupua, General Manager

Mr. K. R. Puschel, Chief, Transport and Storage Division

Mr. K. Shah, Chief Financial Manager

Mr. Maurice N. Samaan, Financial and Management Advisor, provided
by USAID/ACDI

Mr. Roger Newburn, Storage and Transport Specialist, provided
by USAID/ACDI

Mr. S.P. Kallinga, Planning Officer

Mr. Edward Ngowi, Transport Manager

Mr. A. O. Makungawa, Storage and Transport Manager

Mr. Konaba, Automotive Maintenance Supervisor

Mr. Albert Wilding, CIDA Bakery Manager

Mr. Munga, Elevator Technician

NATIONAL MILLING CORPORATION, CANNING DIVISION, DAR ES SALAAM, TANZANIA

Mr. Ayoob, Branch Manager, Canning Division

Mr. Maneck, Regional Branch accountant

NATIONAL MILLING CORPORATION, PLOT 35 BRANCH OFFICE, DAR ES SALAAM, TANZANIA

Mr. Mwalujuwa, Branch Manager

NATIONAL MILLING CORPORATION, ARUSHA BRANCH OFFICE, ARUSHA, TANZANIA

Mr. E. S. Kiwali, Manager

Mr. Njau, Industrial Relations Assistant

Mr. M. H. Abdul, Pest and Quality Control Officer

Mr. Michael Ntabaco, Trainee Miller

NATIONAL MILLING CORPORATION, IRINGA BRANCH OFFICE, IRINGA, TANZANIA

Mr. M. P. Kinabo, Branch Manager

Mr. Einhard S. Lupogo, Assistant Branch Manager

Mr. F. G. Mayabu, Branch Accountant

NATIONAL MILLING CORPORATION, MOROGORO BRANCH OFFICE, MOROGORO, TANZANIA

Mr. S. Z. Muya, Branch Manager

Mr. Gusthenes Mabele, Acting Branch Accountant

OTHERS AT MOROGORO

Mr. Francis Itengeja, Acting General Manager, Oil Plant Construction Project

NATIONAL MILLING CORPORATION, MOSHI BRANCH OFFICE, MOSHI, TANZANIA

Mr. J. Rubibira, Manager

Mr. F. Kazimoto, Branch Accountant

NATIONAL MILLING CORPORATION, TANGA BRANCH OFFICE, TANGA, TANZANIA

Mr. Minja, Manager

Mr. Mssumi, Assistant Manager

Mr. Abdarahaman, Records Clerk

Mr. Mwaita M. Kassim, Accounts Receivable/Payable Clerk

OTHERS AT TANGA

Mr. N. M. Rutengwe, Assistant Port Manager, Tanga

Mr. A. D. Munthali, Regional Development Director, Tanga.

ENCLOSURE C: ACRONIMS USED

ACDI	Agricultural Cooperative Development International, a U. S. based organization supplying personnel under contract
AID	Agency for International Development, Washington, D.C.
CATA*	Cashewnut Authority of Tanzania, a state owned corporation charged with production, processing and sale of cashew nuts, both local and export
GAPEX*	General Agricultural Products Export Corporation, a wholly state owned corporation charged with the export of agricultural products and the production, processing and distribution of oil seed and edible oils
IBRD	International Bank for Reconstruction and Development (World Bank)
IDA	International Development Association, an affiliate of IBRD
Kilimo	Ministry of Agriculture, Government of Tanzania
OPEX	Contract personnel filling operational positions within Tanzanian Government organizations
NAPB*	National Agricultural Products Board, a Tanzanian organization (now dissolved) which purchased and sold grain and other agricultural products

MMC* National Milling Corporation, a wholly owned state
 corporation successor to most of the functions of the
 NAPB, charged with the purchasing, transportation,
 processing and distribution of food products, mainly
 grain, to the wholesale outlets at the regional level

PA Project Authorization

PAR Project Appraisal Report

PROP Project Paper.

USAID U. S. Agency for International Development Mission to
 Tanzania

PIO/T Project Implementation Order/Technical Services

PROAG Project Agreement

SIDA Swedish International Development Agency

It should be noted that in certain areas of high production of the
 primary products handled by each of these corporations, they may and
 do purchase products handled by the other two corporations and arrange
 transportation to the proper regional depots.

MANAGEMENT CHART AND KEY STAFF POSITIONS

BOARD OF DIRECTORS

EXECUTIVE CHAIRMAN
Mr. K. T. Shah

Personal Secretary

GENERAL MANAGER
Mr. C. Y. Mupasa

Personal Secretary
Secretary
Internal Auditor
Unit Planning Manager

CHIEF ADMINISTRATIVE MANAGER
Mr. B. Mavunde

Personal Secretary
Manpower Dev. Officer
Security Officer
Office Manager
Personnel Clerk
Stenographer
Typist

CHIEF FINANCIAL MANAGER
Mr. K. T. Shah

Personal Secretary
Typist
Filing Clerk
Sen. Financial Off. (Budget)
Sen. Financial Off. (Costing)
Financial Officer (Exp. Control)
Financial Officer (Cash Flow)

CHIEF PROCUREMENT AND SALES MANAGER
Mr. Abdullah - Acting

Personal Secretary
Statistician
Statistic Officer (2)
Inventory Assistant
Procurement Manager
Stenographer
Sales Manager
Sen. Proc. Officer
Sen. Proc. Officer
Typist
Sen. Sales Officer
Sen. Sales Officer
Procurement Officer (4)
Sales Officer (4)
Sen. Proc. Assistant (5)
Supplies Officer
Produce Officer

CHIEF PRODUCTION STORAGE AND TRANSPORT MANAGER
Mr. F. Pischel

Personal Secretary
Processing Eng. & Planning Off.
Techn. Prod. & Eng. Manager
Storage & Transport Manager
Deputy Techn. Prod. Eng. Manager
Deputy Storage & Trans. Manager
Mechanical Engineer
Civil Engineer
Electrical Engineer
Bio Chemist
Typist
Typist
Typist
Assistant Mechanical C/Workshop Manager
Asst. M.E. Motor Vehicle
Asst. Civil Engineer
Asst. Electrical Engineer
Laboratory Technicians (2)
Foreman (5)
Installation Crew
Machine Operator's
Mechanics
Construction Crew (2)
Sen. Quality Control Officer
Transport Officer
Storage Officer
Pest Control Officer
Produce Inspector
Port Offloading & Shipping
Rail
Corporation Trans. Officer
Hired Trans.
Silo Maintenance
Godown & Handling Equipment

PERSONNEL MANAGER

Sen. Training Officer
Sen. Establishment Officer
Sen. Public & Ind. Relations Off.
Corporation Doctor
Training Officer
Typist
Establishment Officer
Typist
Public & Ind. Relations Officer
Typist
Typist
Pharmacist
Nurses (3)
Dressers (3)
Sweepers (2)
Driver

CHIEF ACCOUNTANT

Senior Accountant (2)
Secretary
Sen. Insurance Officer
Cashier
Machine Operator Supervisor
Accountant (4)
Normal Ledger
Petty Cash
Bank Accounts
Pay Roll
Production Control
Cundry Debtors
Cundry Creditors
Stock Control

BRANCH

MANAGERS (21)

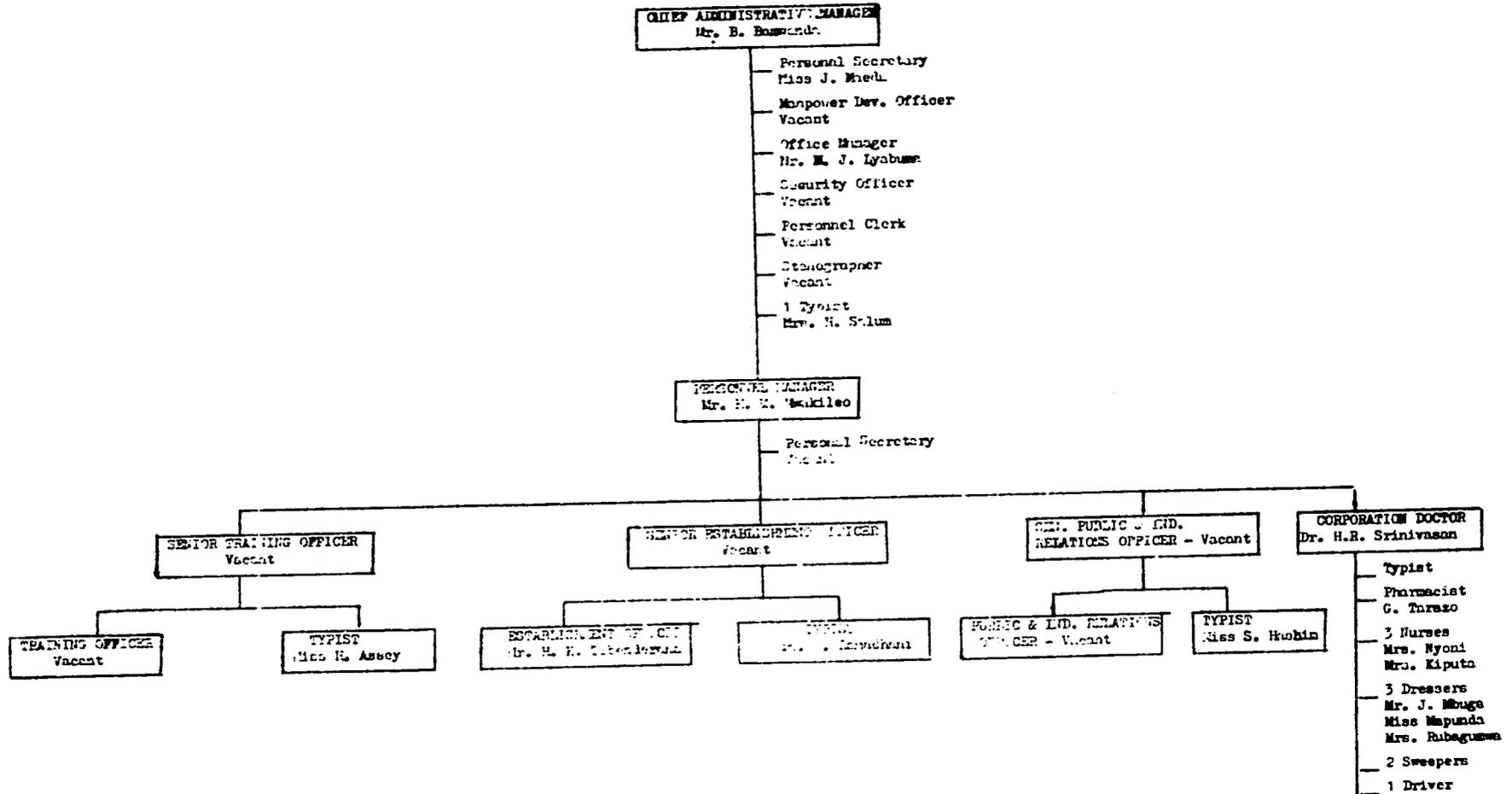
NATIONAL MILLING CORPORATION ORGANIZATION CHART - ENCLOSURE D

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THE NATIONAL MILLING CORPORATION

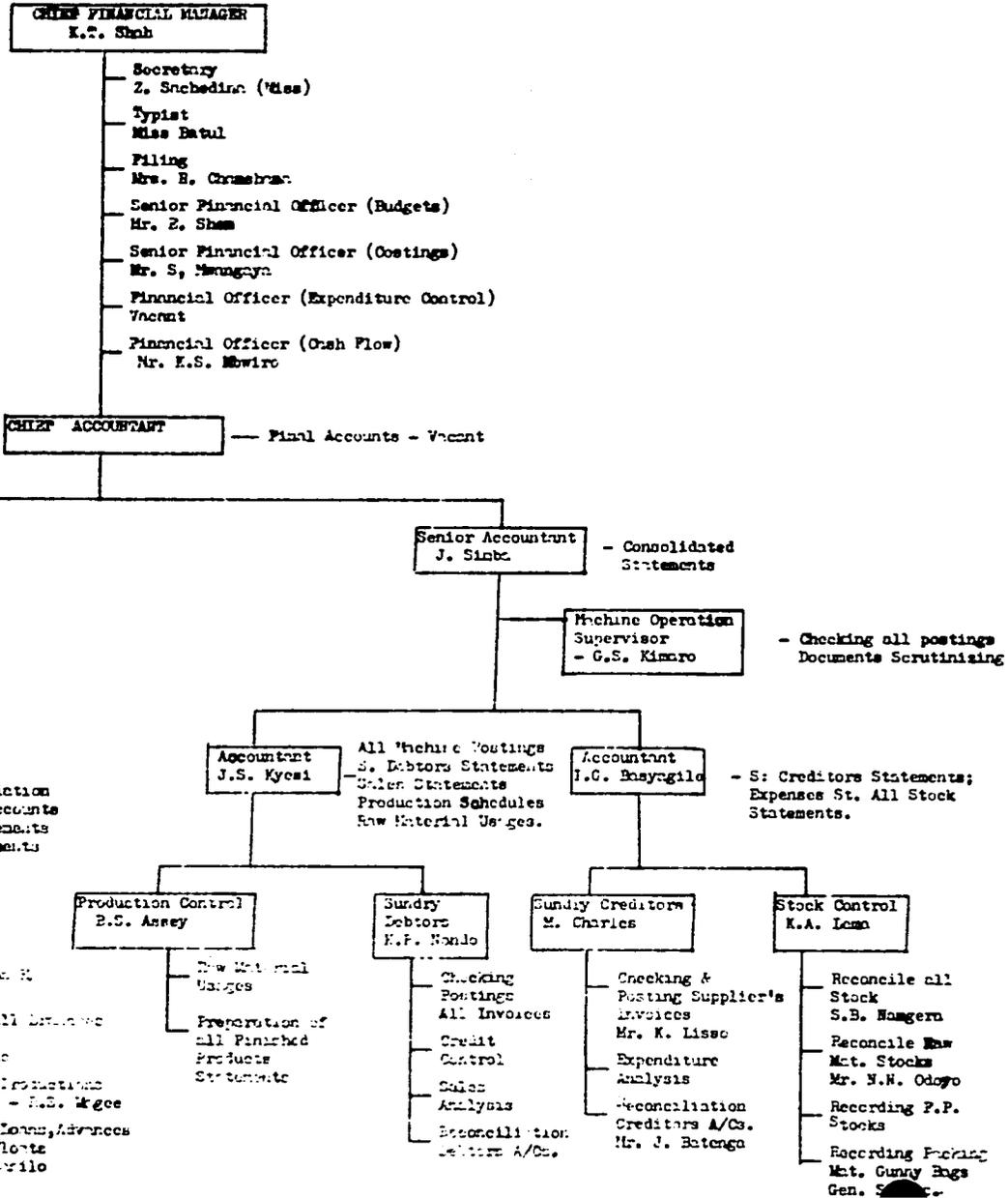
HEAD OFFICE

ADMINISTRATIVE DEPARTMENT



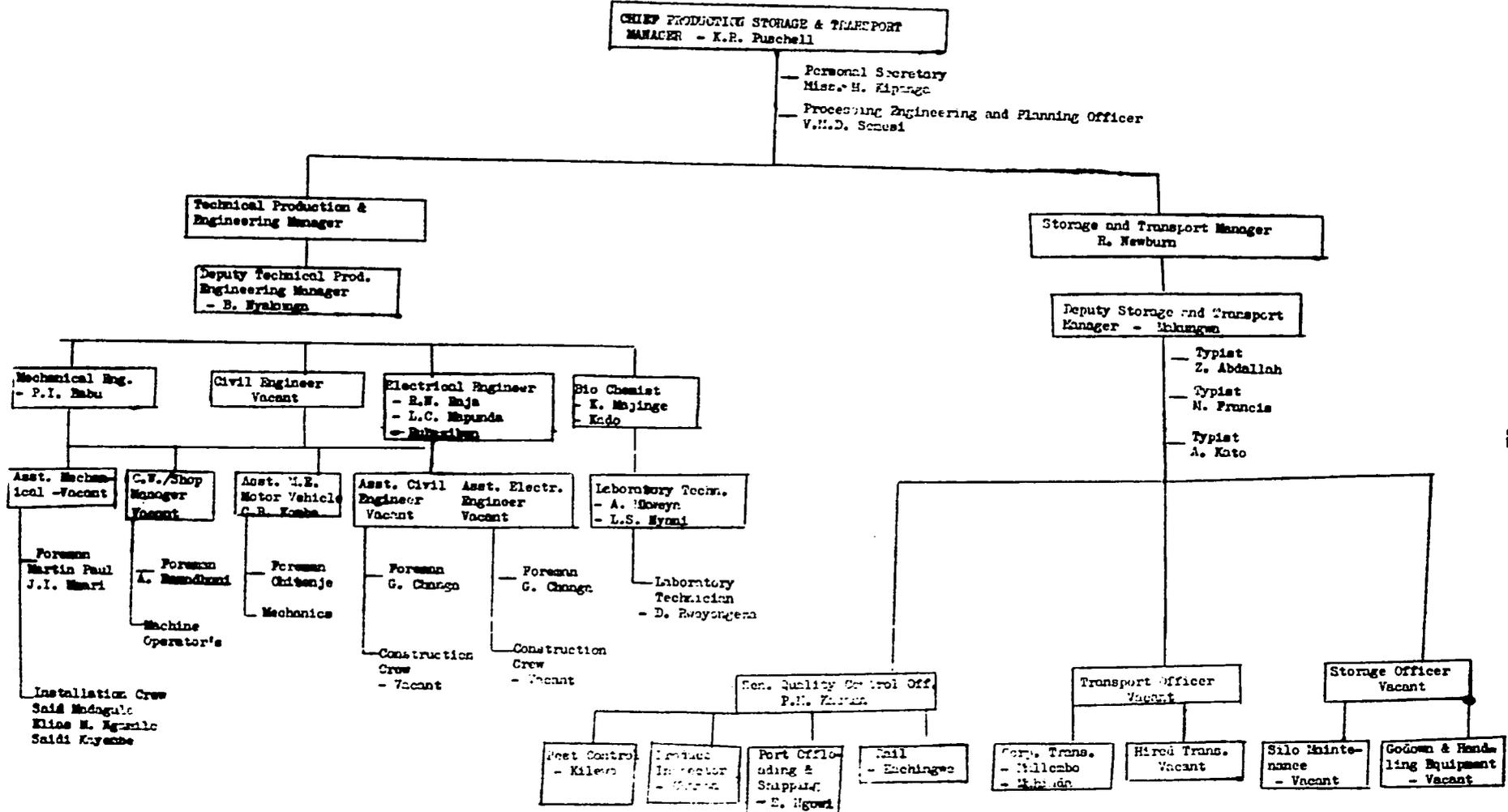
THE NATIONAL MILLING CORPORATION

FINANCE AND ACCOUNTS DIVISION



THE NATIONAL MILLING CORPORATION

CHART FOR
PRODUCTION STORAGE AND TRANSPORT



THE NATIONAL MILLING CORPORATION

PROCUREMENT AND SALES DEPARTMENT

CHIEF PROCUREMENT AND SALES MANAGER
Vacant

- Personal Sec. - L. Kahatano (Miss)
- Statistician - P.A. Mwino (Miss)
- 2 Statistics Officer - G. Mbulbire & L. Coy
- Licensing Assistant - A.M.E. Pindo

PROCUREMENT MANAGER
Vacant

Stenographer
H.A. Makoy (Miss)

General
Supplies
Section

SEN. PROC. OFFICER
Mr. R.M. Namser

Typist
Mrs. R.M. Kibwana

C & P
Sub-section

PROCUREMENT OFFICER
A.J. Michose

Sen. Proc. Assist.
- R. Kingimali
- E.P. Mushi
- Mrs. K. Njabu

- Local Clearing
- Foreign Imports
- Claims Proccs.

Ordering
Sub-section

PROCUREMENT OFF.
E.M. Andrew

Sen. Proc. Assist.
- L. Chabandi
- R.G.S. Ranja

- Local Purchase
- Import Proccs.
- Data

Produce
Section

SEN. PROCUREMENT OFF.
Vacant

Maize/
Cassava

PROCUREMENT OFF.
T.C. Mushi

Sen. Assist.
Cassava/Maize
- Y.S. Kabunga

- Checking
VCRs
- Transfer
Ledger
- Stock
Control
Ledger

Paddy/Wheat/
Beans/Millet/
Sub-section

PROCUREMENT OFFICER
S. Luganban

Wheat/Beans
S.P. Assist.
- E. Mbulu

- Checking
VCRs
- Transfer
Ledger
- Stock
Control
Ledger

Paddy/
Millet/
Sorghum
S.P. Asst.
- A.C. Mutugu

- Checking
VCRs
- Transfer
Ledger
- Stock
Control
Ledger

SALES MANAGER
J.R. Mwangi

Stenographer
Mrs. S. Mwangi

Finished products
Section

SEN. SALES OFFICER
Mr. P.M. Zimaro

Feeds/Bakery
Products

SALES OFFICER
G.S. Kyaruzi
- M.L. Mwangi

- Feeds
- Bakery

Canned/Winery
Products

SALES OFFICER
A.S. Mtanga

- Canned
- Winery

Raw Material
Section

SEN. SALES OFFICER
Mr. A.G. Mutola

Milled
Products

SALES OFFICER
J. Kung'uiliu

- Sembe/
Cassava
Sorghum/
Millet
Flour
Rice/Wheat

By Products
- J.T. Mwanza
- J. Abdalla (Mrs)

Raw
Commodity

SALES OFFICER
Vacant

- Maize
- Paddy
- Wheat

- Cassava
- Roots
- Sorghum
- Millets
- Beans
- M.A.E. Kimambo
- G. Ngerera

In Course University of Dar es Salaam

1. Juma Ngwenyau
2. Reuben Isherogole
3. E. P. Mwangi (Miss)

SALES MANAGER

ENCLOSURE E: SELECTED REFERENCES

1. AID. ACDI Contract, Agricultural Marketing Development, Tanzania, April 10, 1972.
2. AID. Project Authorization, Agricultural Marketing Development No. 621-11-150-099, April 16, 1971.
3. AID. Project Authorization Amendments No. 621-11-150-099, Transmitted by USAID to AID, by memorandum dated October 24, 1975.
4. Farris, W. S. Analysis of Grain Storage and Transport Requirements for National Milling Corporation, January, 1976.
5. Hicks, Francis H., Analysis and Recommendations, Quality and Pest Control Sections of the National Milling Corporation, February, 1976.
6. Hicks, Francis H., The National Milling Corporation: Analysis and Recommendations, Distribution and Procurement Sections, March, 1976.
7. National Milling Corporation, Development Budget, 1975/76 through 1976/77.
8. National Milling Corporation, Proposed Five Year Development Budget, 1975/76 through 1979/80.
9. Quarterly and Ends of Tour Reports, Maurice Samaan, Harvey P. H. Johnson, Theodore G. Malyn, and Roger Newburn.
10. Spooner, J. C. A Study of National Milling Corporation Needs for Transport and Maintenance Facilities, May, 1976.
11. University of Missouri. An Analysis of the Tanzanian Food Crop Subsector, AID/CM/Afr-C-73-11, 74-6, and 74-12, 1975.

ENCLOSURE F: CONTRIBUTIONS OF INTERNATIONAL DONORS

<u>DONOR</u>	<u>\$ MILLIONS</u>	<u>TYPE</u>	<u>PURPOSE</u>
Canada	1.3	Loan	Bakery
Sweden	4.2	Loan	Grain storage silos
West Germany	1.3	Grant	Technical assistance Food Grant, Transit storage sheds
Australia	28.0	Donated	Food grain assistance
Canada			
Finland			
Great Britain			
North Korea			
Sweden			
United States			
West Germany	1.8	Grant	Technical assistance, scholarships, commodities through the "Agricultural Marketing Project"
United States			
Arab Bank	5.0		National Maize Project Study, construction of storage facilities, tech- nical assistance, commodities, etc.
United States	10.6		
World Bank	18.0		

ENCLOSURE G. EVALUATION TEAM BIO-DATA.

Edwin W. LOFTHOUSE - Undergraduate work at Utah State University in Range Management. Graduate of numerous U.S. Army service schools including Command and General Staff College, Transportation, and Military Government. His courses sponsored by the Agency for International Development include the Special International Area Studies, Johns' Hopkins University, and the Program Evaluation Course. He served as Deputy Economics Officer and Chief, Natural Resources Officer, IX Corps, Japan 1947-51; Movements and Control Officer, Port of Pusan 1951; Chief Fisheries Branch, UN Civil Assistance Command, Korea 1952-4; Fisheries Development Officer, UN Korean Reconstruction Agency 1954-5; and Fisheries Development Officer, International Cooperation Agency 1956-59. In these positions he served as a Development Specialist in fish production, processing, and marketing and national fisheries credit programs. He later served as Program/Desk Officer Peru/Ecuador, Latin American Bureau, AID, 1960-66 and Desk Officer, Eastern Southern Africa 1966-74. He retired from U. S. Government Service with more than 33 years service and now engages in short-term consulting work.

Robert J. HEWETT, Sr., BBA - Currently President and co-owner of Agricultural Resources Corporation of America, Suite 605, 1735 Eye Street, NW, Washington, D.C., USA. 20006. A graduate of Washburn University, Topeka, Kansas with a major in accounting and minors in economics and political science; Graduate study in Management

at the Bernard M. Baruch School of Business, City College of New York; and a graduate of the U. S. Civil Service Commission Regional Management Intern Program. He has also completed numerous instructor training, accounting, auditing, banking, data processing, and supervisory development courses through the U. S. Civil Service Commission and private institutions. Hewett has previously held positions as a Division Controller in a major food distribution firm; Controller and Personnel Manager for a furniture manufacturing corporation; Resident Examiner (financial and credit) for a three state Farm Credit System district; Comptroller of the Farm Credit System with responsibility for accounting and reporting systems; and Assistant Director, Review Division, Farm Credit Administration, which annually evaluated the operational performance of each Farm Credit Bank. He has participated in numerous evaluations of financial, management, and development projects in the United States and abroad. He also serves as a member of Agricultural Cooperative Development International's Small Farmer Credit Committee and as a consultant and instructor in agricultural credit for the World Bank. He is currently a member of the Society For International Development, the National Society of Accountants for Cooperatives, and other similar organizations. In addition to these activities, he also engages in short-term consulting assignments.

Charles R. DAVENPORT, Ph.D. - Undergraduate work at Texas A&M in General Agriculture, graduate work at the University of Maryland in Agricultural Economics, and a graduate of numerous special and Army schools including Army War College. Language capability includes English, German, Portuguese, and Spanish. Formally a member of Department of the Army's Post-WW II "Food Group" and a senior economist in USDA's Foreign Agricultural Service and Economic Research Service with over 30 years experience in foreign agriculture. Such experience includes both research and operational programs and residence and extensive travel in Europe, the Far East, Latin America, and other areas. In addition to agricultural and international economics, his fields include agricultural program development and evaluation; agricultural, food, and forestry administration; supply and demand operations, analysis, and projections; and trade policy and programs. He is a retired Colonel in the U.S. Army Reserve with over 33 years service, including Infantry combat service in France and Germany in WW II. After retirement as USA's Deputy Assistant Administrator for International Trade, Foreign Agricultural Service, he engages in short-term consulting work.

S. F. KALLINGA, Bs.C., Agriculture (London) - Undergraduate work at the then Makerere University College, Kampala, Uganda, first in Science and then general agriculture course. Government service of over 12 years, as District and regional Agriculture Officer and

was seconded to National Service as an overall expert in agriculture to start and establish N.S. agricultural production units in each region and carry out training of large numbers of agricultural cadres for Ujamaa Villages. For sometime was attached to a team which was studying and analysing the potentiality of agriculture along the TANZAM railway line. In 1976 was appointed Regional Planning Officer, after a short course on Development Control and Planning (McKinsey), and was responsible for preparations of regional plans, budgeting, implementation, control and evaluating development progress. In February, 1976 he joined NMC as Acting Manager of the Planning Unit. Technical and administrative experience and expertise includes agriculture, planning, economics, research, and operation of programs including evaluation and implementation. He has also attended a post-graduate course in Agricultural Engineering (UK), several vocational courses and seminars and traveled extensively in East Africa.