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A REVIEW OF THE ACTIVITIES OF THE

TECHNICAL ASSISTANCE POOL:

A CONSULTANCY REPORT

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Appendix A - Scope of Work

I. INTRODUCTION

A. The Technical Assistance Pool

The technical assistance pool (TAP) is a ten year program with three broad objectives:

- (1) To build a Kenyan institutional capability, through training and the design of management systems, for the planning and management of agricultural development;
- (2) To advise on substantive management and policy matters essential to the formulation and implementation of a coherent strategy for agricultural development during the institution-building period; and
- (3) To strengthen the capacities for the identification, analysis and implementation of projects and programs which translate strategy into practical development.

Toward these ends, a consortium of donors including USAID, UNDP, CIDA and IBRD contracted through the Kenyan Government with HIID to provide 12 advisors to serve in the Ministry of Agriculture, Ministry of Livestock Development and the Ministry of Economic Planning and Development. The pool of advisors working within the context of the Kenyan Government are to analytically contribute to: (1) the formulation of development strategies for both crops and livestock; (2) the conduct of commodity analysis and policy formulation (including price policy); (3) the identification, preparation and appraisal of development projects; (4) the evaluation and monitoring of both crop and livestock programs; and (5) improvements in the management, budget and financial systems of both the Ministry of Agriculture and the Ministry of Livestock Development.

In addition to the analytical contribution, the advisors have the responsibility for improving the policy analysis capacity of the relevant ministries through collaborative analysis and training activities. With regard to the formal training activities of the project, the advisors identify Kenyan officers and through TAP funding support their participation in advanced degree programs and short term training programs.

B. The Terms of Reference of the Consultancy

From 1976 to 1981 USAID participated in the funding of the TAP. When the first five year project period was nearing an end, USAID and the other donors indicated some dissatisfaction and expressed the view that further support would require structural changes, revised personnel policies and more effective use of staff. In the final year, progress was in evidence and the donors, including USAID, indicated they would support a further five year project.

The second phase of the project began July 1, 1981 and is now eighteen months into the projected five year project period. At this point it was deemed important to review the progress of the past eighteen months and to explore the adequacy of the TAP in the areas of problem identification in the policy area, policy analysis and institution building. A review of the progress of the TAP in meeting the analytical and institution building objectives of the second phase is the first general objective of the report.

A second area of concern to the staff of USAID/Kenya is the rapidly changing policy environment in Kenya and the role of the TAP in assisting the participants in the policy analysis process of the Ministry of Agriculture, the Ministry of Livestock Development and the Ministry of Planning and Development to accommodate those changes. Toward that end the report briefly describes the major elements in the changing policy environment and discusses the implications of those changes for TAP staffing and activities.

The third overall objective of the report is to consider the issue of further USAID assistance in the area of agricultural policy analysis. Specifically, to what extent does support for the TAP contribute to the USAID objective of improved policy analysis capacity in Kenya, and what, if any, additional activities might be undertaken to meet that objective.

To meet the three general needs of the USAID/Kenya staff the five following activities become the tasks of the consultancy and comprise the outline of the report.

- (1) Describe the policy making structure and process in the Ministry of Agriculture (MOA) and the Ministry of Livestock Development (MOLD) and the placement of TAP advisors in that system.
- (2) Review current and projected analytical activities of the TAP advisors as related to the policy process in the Ministries of Agriculture, Livestock Development and Economic Planning and Development.
- (3) Review the activities and qualifications of the advisors in relationship to the changing policy environment of Kenya.
- (4) Review the Kenyan staff situation, the training program and the extent to which the capability to carry out policy analysis has been effectively institutionalized and Kenyanized.
- (5) Make recommendations on further assistance USAID/Kenya in the area of agricultural policy analysis.

A copy of the original scope of work is appended to the report. Each of the activities included in that scope of work are reflected in the five activities listed above. However, the structure and relative emphasis assigned specific items has been altered somewhat to reflect discussion with USAID/Kenya staff.

II. Describe the policy making structure and process in the Ministry of Agriculture (MOA) and the Ministry of Livestock Development (MOLD) and the placement of TAP Advisors in that system.

A. The Policy and Planning Structure:

Within the Ministry of Agriculture and the Ministry of Livestock Development the major responsibility for planning and policy analysis lays within the Planning Division. In both Ministries the Head of the Planning Division reports directly to the Permanent Secretary and has staff responsibility for policy analysis relating to the operating departments and their related parastatals. Within the Planning Divisions five functions related to planning and policy analysis can be identified:

- (1) The identification and preparation of development projects;
- (2) Commodity analysis and planning;
- (3) Market policy analysis;
- (4) Project and program monitoring and evaluation, including budget analysis; and
- (5) The development of overall strategies.

In the Ministry of Agriculture a separate Section has been developed to undertake activities related to the first four functions. These Sections report to the Director of Planning through the Deputy Director of Planning. Within the Ministry of Livestock Development the marketing and commodity policy analysis functions have been combined in one unit. Within the MOA the marketing and commodity section are currently combined and the evaluation section does not, in fact, exist.

A second dimension of the policy structure relates to the management and fiscal control activities of the operating Departments of each Ministry. The Departments, as the chief operating agencies, are responsible for implementing projects and providing services in rural areas consistent

with the policies of the Ministries. To assist in this dimension of the policy process a management unit (function) has been established in each Ministry reporting directly to the Permanent Secretary. In addition, a similar function, or unit, has been established to provide fiscal guidance to both Ministries. Neither the management or the fiscal units appear on current organization charts, but the units exist and are critical components of the policy structure.

An organization chart for each of the Planning Divisions is presented in Fig.1. Also shown in Fig.1 is the placement of the TAP advisors in the organizational structure. Clearly, the advisors are strategically placed within the policy and planning structures of the MOA and the MOLD. In addition, one TAP advisor is located in the Agriculture Section of the Ministry of Economic Planning and Development. His function is to provide liaison between the agricultural policy and planning structure of the three ministries included in the TAP, as well as other ministries with responsibilities in rural areas.

B. The Policy and Planning Process

Long term agricultural policy is formulated through the framework of the five-year National Development Plan. The Plan contains broad objectives for agricultural development, export policies, growth targets and the consumer price level objectives. Also included in the Plan are the level of funds likely to be available for implementation of the Plan objectives. General strategies for achieving Plan objectives, supplemented by some specific proposals for action, are also provided in the Plan. Agricultural objectives and strategies are developed by the Ministries of Finance and Economic Development and Planning in coordination with the Ministries of Agriculture, Livestock Development, Cooperative Development, Water Development and the Office of the President.

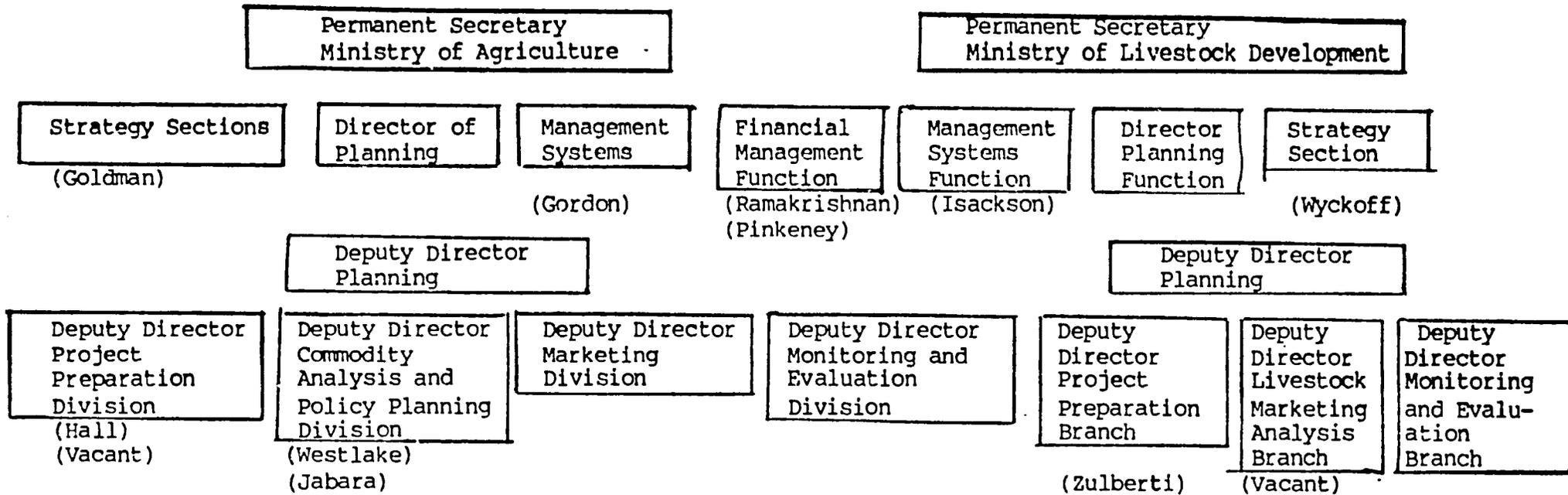


Figure 1 - The Policy Planning Division of the Ministry of Agriculture and the Ministry of Livestock Development.

Although a five-year planning framework exists, the development of specific activities and their implementation appears often to be somewhat ad hoc in nature. Thus, the major policy issues I was able to discern as having had priority in the last six months appeared to have been generated by a perceived crisis -- examples being sugar production and processing, a pending debate on a proposed international tea agreement and the build up of pyrethrum stocks.

In one area the policy process appears well institutionalized, that is, the commodity price review process. The Minister of Agriculture is required to review annually the price of scheduled crops and animal products before December 15th. Producer prices must be announced for scheduled animal products by January 1st and for crops classified as both scheduled and essential the announcement date is February 1st. For scheduled crops not classified as essential, producer prices must be announced prior to the beginning of general harvesting.

The first step in the price setting process commences in August when the Development Planning Division prepares detailed reviews of each crop and livestock product. The reviews include consideration of the domestic supply situation, local and world market prospects, as well as price related policy issues. The reviews are discussed by a Price Review Committee, comprising representatives of Agriculture, Livestock Development, Finance, Economic Planning and Development and the Office of the President. The committee develops an agricultural price strategy and determines the producer prices to be recommended. These recommendations are incorporated in a formal price review paper. Once approved by the Price Review Committee, this paper is submitted to a group of Permanent Secretaries drawn from the same ministries as the committee. The Permanent Secretaries determine the producer price recommendations to be submitted to the cabinet. These are incorporated in a Cabinet Memorandum drafted by the Planning Division and signed jointly by the Ministers of Agriculture, Livestock Development and Finance.

The price review process is one in which staff work is done in the Planning Division, but, as the review proceeds, participation is broadened to include the major concerned ministries and eventually the Cabinet. In the case of other policy issues the process seems much the same. The issue may result from a crisis, but once identified, similar steps appear to be followed. That is, the Planning Division undertakes staff work and the relevant set of ministries participate in a recommendation to the Cabinet, or in preparation of a Sessional Paper.

A final caveat is required. The structure and process described above does not include all of the major actors in Kenyan policy formation related to rural areas. A complete review would include consideration of the other ministries with significant responsibilities and program in rural areas such as the Ministries of Cooperative Development and Natural Resources. Also included in a complete review of the policy process relating to agriculture, would be consideration of the policy analysis capacity of the Parastatals with activities in rural areas, as well as their role in forming policy of particular interest to them. Finally, it is important to note that the initiative for policy studies often emanates outside the MOA and the MOLD. The MOF and the Office of the President are particularly important in this regard.

III. Review the Current and Projected Analytical activities of the TAP Advisors as related to the policy and planning activities of the Ministry of Agriculture, Ministry of Livestock Development and the Ministry of Planning and Development.

The activities of the TAP advisors can best be understood when related to four sub-groups of advisor activities, based upon their placement in the bureaucracy; (1) activities related to livestock, including those of advisors in both the project and strategy sections of the MOLD; (2) activities conducted by advisors in the Development Planning Division of the Ministry of Agriculture; (3) advisor activities conducted in the management and fiscal area in the MOA and the MOLD; and (4) advisor activities in the Ministry of Planning and Development.

A: Development Planning Division: Ministry of Livestock Development.

The mode of operation of the two advisors and eight Kenyan staff in the policy planning process of MOLD has a distinctive feature. Specifically, the group functions primarily as one unit, with only limited regard for bureaucratic lines. The staff of the Projects Bureau has major responsibility for project development and monitoring, but they are often involved in activities that bureaucratically would more likely be undertaken by the staff of the strategy section. Similarly, the staff nominally assigned to the strategy group often participate in activities of the projects group.

Four categories of activities can be identified. The first are those related to long term strategy for the development of the livestock sector. The long term work centers on preparation of the livestock section of the 5th Plan, specifically, on the strategy that should be employed. A second dimension of the long term work centers on participation in the development of project papers for the two major development projects proposed for livestock; the National Livestock Development Program and the National Livestock Extension Program. The combination of these activities provides a viable framework for developing a long term strategy for the sector and for reflecting it in the major sectoral development efforts.

A second category of activities relate to short term policy issues with significance for both the livestock sector and the agricultural sector in general. The product of this activity is a series of memos on topics such as the importance of including loan amortization in a small holder pig project, problems associated with the sub-division of large ranches and proposed regulations to guide that process, a review of the KLDP II financial situation, and milk collection and marketing problems in Kajiado and Narok. Memos related to the agricultural sector in general include topics such as food security policy and a review of procedures used to set prices for the agricultural sector.

The third category of activities are those directed at providing reviews and reactions to policy papers generated outside the Planning Division, but having implications for the livestock sector and/or the MOLD. These activities take the form of participation on review committees and/or the development of an MOLD position on policy issues. Typical of the memos produced are those related to the report of the Working Party on Government Expenditures. The first memo provided the Permanent Secretary of Livestock with a review of a draft copy of the report and a number of suggested changes. A second memo reviewed the policies recommended in the final report that were most likely to affect MOLD planning. The group also produced responses to the report of the Presidential Committee on Employment and to Sessional Paper No. 4 of 1982.

A final set of activities are concerned with the analytical basis of the work in the Planning Division. Three memos provide an indication of the range of these activities. The first addressed problems of monitoring projects and suggested ways in which a micro-processor could be used to help improve the process. A second memo discussed the importance of recognizing the distinction between public and private goods in livestock analysis, a third made recommendations regarding which data publications produced by the Central Bureau of Statistics should be regularly acquired by the Division.

B. Development Planning Division: Ministry of Agriculture

Within the staff of this group there appears to be greater adherence to functional responsibilities than is exhibited by the staff of the Development Planning Division in the Ministry of Livestock Development. This is not to suggest that lines are not crossed, nor that interaction on issues does not occur. It is, however, clear that the activities of the staff can best be understood by their placement in the bureaucratic structure. Within that structure, the TAP advisors are most closely identified with three functions; (1) commodity analysis and price review; (2) long term strategy development, and (3) project related activities.

Long term strategy work has largely centered on the development of materials necessary for the development of the 5th Plan. Specific topics about which papers have been prepared, and/or discussed, include; (1) Fifth Plan Agricultural Strategy, (2) Trends in Kenya Agriculture Since Independence, (3) Agricultural Credit Policy, (4) Large Farm Sector Paper, and (5) Structural Adjustment II: Strategy for the Agricultural Sector. Each of these papers reflect an effort to come to grips with strategic policy issues necessary to provide a context for more specific development activities in the agricultural sector.

A related paper directs attention at the policy formation process, including some of it's shortcomings. In that paper (used extensively in the previous section of this report), for example, the process of price review is described in detail.

Work in the commodity analysis section appears to be dominated by the price review and issues that emanate from that process. It is not necessary to repeat the activities of the group relating to the annual price review process. It is, however, important to note an example of how that process contributed to defining other policy work by the group.

During the 1980 price review a problem of an excess supply of pyrethrum was identified. As a result, the staff developed a memo describing the industry, as well as problems and some possible solutions. The following year (1981) the situation worsened and no price increase at the farm level was recommended. In April of 1982 a crisis situation arose because of financial difficulties with the purchasing institution and a resultant reaction from producers. In response to the crisis, the staff prepared an updated version of their earlier paper, which after review and clearance by the appropriate Ministries became a Cabinet Paper.

The staff is also moving to take a look at other export crops, including tea. In that exercise they are developing a paper that discusses the issues central to a Kenyan decision regarding participation in an international tea agreement.

Future longer term work that grows out of the annual price review will likely include work on the price forecasting process and maize storage. These research activities will ideally be initiated in the near future to take advantages of the period before the price review process starts again next August. It is, however, important to note that these staff are also participants in the preparation of the 5th Plan, which will no doubt command a considerable amount of their time.

The work of the TAP advisor and Kenyan staff in the projects area, has traditionally focused on the development and preparation of projects. In that vein their recent activities have been directed toward two major efforts. The first is a project entitled "Intensive Food Production for Improved Nutrition". That project, which has a home economics focus, will be directed at developing technology and transmitting it to rural families to enable them to more effectively combine their resources in systems of small scale crop and livestock production-with the aim of improving family nutrition. A second project activity grows out of a Government of Kenya decision to adopt the training and visitation extension mode in agricultural crop production. The staff of the project section has actively participated in the project development team. Other recent projects in which they have assisted in the preparation, include an intensive livestock production project of the MOLD and a cotton production project of the MOA.

The staff of the project group also directs a limited amount of time toward longer term policy issues. For example, they are preparing a background paper for the 5th Plan on issues relating to farm power and mechanization. Similarly, there is a view within the staff that a project is needed that would be directed at improving the agricultural research capability of the MOA. As background for a project in that area, they anticipate undertaking a study of the agriculture research system.

C. Advisor activities in Management and Fiscal Policy

Phase II of the TAP provides funds to support a management advisor in both the MOA and the MOLD. A supplemental grant from the IBRD provides funds to support a fiscal advisor who works in both ministries. In addition, a consultant has been added to work with the management and fiscal advisors in the area of micro-processors.

Collectively the TAP advisors in management and fiscal policy have been in Kenya as TAP advisors for less than twelve months. But progress has been made, and there are indications that the activities of this group will be highly productive.

In the management area the focus of the group is the development of a management system that will create greater congruence between sectoral development strategy and project activity. This clearly requires that the ministries take more complete control of the approval and monitoring of projects and that the system of forward budgeting be improved. Both of these constraints are being reviewed and recommendations are being made.

Of particular interest is the draft proposal to establish a committee in each ministry to screen and monitor all MOA and MOLD programs and projects. Currently, projects originate in various departments, divisions and parastatals, and are carried out by bureaucratic units with distinct and often organizationally unrelated responsibilities. No central authority within either ministries has been established with the assigned specific responsibility for guiding, coordinating and monitoring all divisions and parastatals in the identification, appraisal, approval, monitoring and performance evaluation of projects.

The proposed committees, with staff assistance provided by the relevant Development Planning Division, would provide the necessary coordination. As envisioned, the committees would:

1. Establish guidelines for the preparation and evaluation of all new projects;
2. Recommend to the Permanent Secretaries, action on all proposed pre-feasibility studies, feasibility studies and project appraisals;
3. Review and approve funding levels proposed for projects prior to their inclusion in annual budget estimates;
4. Periodically present to the Permanent Secretaries recommended priority rankings of pending projects;
5. Establish guidelines for project financial and physical scheduling and monitoring;
6. Prepare for the Permanent Secretaries, a quarterly summary and analysis of financial and physical progress for all projects; and
7. Arrange periodic meetings to review proposed projects, and the progress of on-going projects, with the Permanent Secretaries.

The management staff has also prepared vehicle and manpower inventories in an attempt to assist the Ministries in management of recurrent budget activities. At a broader level, they have participated in the activities surrounding development of the 5th Plan, and in the design of major projects, to insure adequate consideration is given to management of the proposed projects.

In the fiscal area, priority has been given to a review of the functional and geographic distribution of project activities as the basis for recommendations to improve congruence between development priorities and the flow of development funds. The major organizational activity of the fiscal group has been to assist in the development of a joint MOA and MOLD task force on Budget and Financial Management Processes in the agricultural sector.

The specific objectives of the task force are: (1) to follow the budget process in MOA and MOLD through one full fiscal cycle; (2) to identify problems in financial management and budget processes, and to make recommendations for responding to them; and (3) to carry out studies and longer term assessments of financial management and accounts control in the budget process. To date, the task force has had three meetings. A sample of the issues discussed includes; (1) policy oriented financial management, (2) timely and accurate expenditure reports, (3) improved personnel and vehicle inventories, (4) training programs for budget and finance staff, and (5) the reimbursement system for externally funded projects.

The staff is also working with the Ministry of Planning and Development in an attempt to evolve a policy regarding expenditures at the District level. The goal is a policy that will minimize the tension created by the move to District planning, recommended by the Working Party on Government expenditures.

The activity in the fiscal area that has generated the most immediate attention, however, is the use of micro-processors for financial reporting. That activity, described in detail in the 12th Semi-annual TAP Report, has resulted in a major reduction in the time required to produce financial reports in the Ministry. Given the immediate success of the micro-processing technology, it is likely that its broader application will be well received -- which may in the long term be the major contribution of the initial activity.

D. Advisor Activities in the Ministry of Planning and Development.

The Natural Resources Planning Division of MEPD is principally responsible for coordinating work on the agricultural and related sections of the 5th Plan. Thus, J.O. Otieno, who has responsibility for that Division, chairs the Sectoral Planning Groups for the following sectors; (1) Agricultural Development, (2) Environment, (3) Water development, and (4) Forestry, Mines and Geology and Fisheries.

The function and participation of the Division largely defines the activities of the staff. To date they have reviewed a number of background papers being prepared for the various planning groups. In addition, they have participated in a number of meetings of the relevant sectoral planning groups.

The staff of the Division also participates in other policy related activities such as the review of price recommendations and Inter-ministerial Committees on problems related to agriculture and natural resources. For example, a staff member served on the inter-ministerial committee on Sugar Industry. However, given what appears to be the limited progress in the development of the 5th Plan (the membership of the sectoral planning groups was announced on May 20th), and the anticipated publication date, it is likely that plan preparation activities will of necessity command an increasing time commitment on the part of this staff.

E. Observations on the Current and Projected Activities.

- (1) It appears that the analytical basis for both short term and longer term policy analysis is thin. For example, analysis of markets for major commodities and production inputs are generally lacking, farm management analysis that will permit research based judgements regarding supply response of individual crops when relative prices change, are not available, nor are studies that will permit an examination of the welfare and employment implications of alternative policy actions. As a result of the limited analytical base, much of the policy analysis is limited to a discussion of the issues involved in a decision and recommendations for action based upon economic judgements and limited analysis.
- (2) The data base for policy analysis and longer term background research is very weak. In some areas data are not available -- particularly data relating to farm management. Other data are available but lack the consistency necessary to make them credible. See, for example the comparison of statistical data on Kenya maize production presented in Table 1. Between

the four estimates of 1981 production, the area planted estimates vary from 1,100 thousand hectares to 1,925 thousand hectares, the yield assumptions vary from a low of 0.8 tons per hectare, to a high of 1.64 tons per hectare. As a result, the 1981 maize output figures vary between 1,925 thousand tons and 1,559 thousand tons. The TAP advisors are making a serious effort to gain access to the data which are available and in identifying data problems and possible solutions.

- (3) In general the TAP advisors function as staff within their assigned units -- as was dictated by the TAP agreement. As a result, their work assignments and analytical priorities are determined by their Kenyan supervisors. There is clearly variation among the units in this regard, but, the general observation appears valid. In some cases the advisors have greater freedom to set their own priorities, although they all expressed the need to be responsive when specific assignments were made.
- (4) The analytical activities of the advisors appear to be dominated by short term policy issues at the expense of longer term policy analysis. This is difficult to quantify, and the above review of activities documents the fact that both types of work are being undertaken. Similarly, there is considerable variation among the units, with the proportion of short term work seemingly highest in the commodity analysis group of the Ministry of Agriculture. It is also not clear what proportion of activity devoted to longer term analysis would be desirable. The fact remains, however, that in the minds of many advisors the lack of time to devote to longer term policy analysis was considered undesirable.
- (5) The analytical activities of the TAP advisors are making an important contribution to policy analysis in the Ministries they serve. Given the time, data and research base constraints, the work appears to be of good quality. In general, the advisors are valued by their Kenyan supervisors for their analytical skills and policy sense. As a result the TAP advisors are clearly fulfilling the objective of the project to undertake policy analysis and project development activities in those ministries.

TABLE 1: COMPARISON OF STATISTICAL DATA ON KENYA MAIZE PRODUCTION

Year	MOA			CBS			USDA			FAO		
	Area	Yield	Prodn									
	000 ha	t/ha	000 tons									
1975	819	2.06	1,688	1,764	n.a	n.a	1,100	1.73	1,900	1,250	1.28	1,600
1976	853	2.05	1,748	n.a	n.a	n.a	1,100	2.00	2,195	1,250	1.24	1,550
1977	1002	2.08	2,080	n.a	n.a	n.a	1,100	2.00	2,205	1,250	1.36	1,700
1978	875	2.99	1,740	n.a	n.a	1,937	1,050	1.80	1,895	1,490	1.46	2,169
1979	939	1.72	1,620	1,782	1.0	1,752	950	1.42	1,350	1,400	1.29	1,800
1980	1120	1.58	1,768	1,925	0.8	1,559	1,100	1.64	1,800	1,500	1.27	1,900

IV. Review the Activities and Qualifications of the Advisors in Relationship to the Changing Policy Environment.

A. Changes in the Policy Environment

Two major forces have come together to substantially alter the environment in which agricultural policy must be developed and implemented. The first force is a fiscal crisis, the second is the changing nature of the agricultural development task in Kenya.

The fiscal crisis can best be seen with the aid of Table 1 and Table 3 of Report of the Working Party on Government Expenditures. Table 1, of the report, reproduced below as Table 2, shows the relationships between Government expenditures, revenues and deficits. In general the data indicate that over the period 1976/77 - 1980/81 government revenues grew slower than expenditures, with the result, that even with a doubling of foreign grants, Government borrowing increased from 4.7 percent of GDP at market prices, to 8.6 percent of GDP at market prices. The result of debt service increases, in turn, was to further increase the deficit, as revenues to ministries continued to lag behind their expenditures.

The foreign exchange implications of the financial crisis are revealed in Table 3 of the Working Party Report. That table, reproduced below, shows the combined impact of increased foreign debt service requirements and the impact of the world recession on exports, on the disposition of current export receipts. Over the period 1977-1981 foreign debt service rose, as a proportion of export receipts, from 4.6 percent to 18.2 percent.

The Working Party Report makes a number of recommendations for bringing expenditures in line with revenues, while maintaining the development momentum of the nation. The size and importance of the rural sector, dictates that each of the recommendations have implications for the rural sector, and hence for agricultural policy. But, those which seem to have the more immediate and significant impact for the agricultural policy process are the following:

TABLE 2: REVENUES AND EXPENDITURES AS PER CENT OF GDP AT MARKET PRICES

	1976/77	1977/78	1978/79	1979/80	1980/81
Total expenditure	24.7	30.1	32.2	31.6	35.5
Current Revenue (excluding foreign grants)	19.3	24.1	23.6	25.1	25.6
Deficit	5.4	6.0	8.6	6.5	9.9
Foreign Grants	0.7	0.5	0.6	0.8	1.3
Required Borrowing	4.7	5.5	8.0	5.7	8.6

Source: Table 1: Working Party on Government Expenditures Report.

TABLE 3: PUBLIC AND PUBLICY-GUARANTEED EXTERNAL DEBT

	1977	1978	1979	1980	1981
Debt Service (KPounds.m) ..	29.8	37.0	48.8	95.1	150
Export Receipts (KPounds.m) ..	650.2	593.1	580.4	736.4	822
GDP at Market Price (KPounds.m)	1,860	2,058	2,277	2,594	2,920
Debt Service as % of:					
Export Receipts	4.6	6.2	8.4	12.9	18.2
GDP at Market Prices ..	1.6	1.8	2.1	3.7	5.2

Source: Table 3: Working Party on Government Expenditures Report.

1. Commercial investments by the government and its parastatals should be minimized, and after careful appraisal, some existing investments be divested to Kenyans;
2. Development expenditures, both domestic and foreign funded, should be more carefully coordinated with recurrent expenditures, and more careful analysis should precede development project approval;
3. Liberalization of the economy should be undertaken with the Government focusing its efforts on providing essential infrastructure, access to markets and inputs, attractive prices and assistance to collective efforts;
4. The Government should move its base of operations closer to the people, specifically that the district administrations be strengthened and made the focal point for management, planning and budgeting; and
5. Beneficiaries of government services should increasingly share in the cost of providing the services.

The changing nature of the agricultural development task is documented in a number of papers, chief of which are Sessional Paper No. 4 (1982) on Development Prospects and Policies, and Sessional Paper No. 4 (1981) on National Food Policy. Once again a number of specific actions are proposed. The more significant, however, are those related to the importance of yield increases rather than area expansion in future output increases, the importance of price policy in encouraging higher yields and the need to consider the implications of relative prices on the structure of production when producer prices are being established.

- B. TAP Structure and Qualifications.
The issue to be addressed is -- to what extent does the current complement of TAP advisors possess the analytical skills and interests to accommodate the changing policy environment. The overall answer is

that they do, and in fact are making significant contributions in that direction already. At the same time, the existence of a vacancy in the Project Preparation Division of the Planning Division in the Ministry of Agriculture provides a further opportunity to enhance that capacity.

- (1) Current Activities: Perhaps the most important examples of current activities relating to the changing policy environment are found in the activities of the management and fiscal advisors. In both cases, the need to rationalize budgets and activities, improve project management and fiscal control and the efficiency of activities under the recurrent budget are essential to improving the relationships between Ministry revenues and expenditures. Of particular importance in this regard has been the staff work related to the proposal to develop a Project Screening and Monitoring Committee within both the Ministry of Agriculture and the Ministry of Livestock Development -- described in Section II above. If approved, the establishment of the committee will greatly enhance the capacity of both Ministries in the areas of project preparation, evaluation, approval, implementation, scheduling and monitoring.

A second important contribution of the management and fiscal advisors has been staff work on the strategy of shifting resources to the District level, consistent with the initiative to move Government decision making to the District level. Specifically what is being proposed, is a system that would minimize the conflict between operating Ministries and District level authority over development budget allocations.

Finally the work with financial reporting using micro-processors addresses a critical need to maintain control over expenditures in both Ministries. Once again a need dictated by the fiscal crisis described above.

The impact of the changing policy environment is also evident in the work of a number of other of the advisors. The development of training and visitation project proposals in both the Ministry of Agriculture and the Ministry of Livestock Development reflect the need to increase yields and productivity. Similarly, the need to coordinate strategy and projects is welcomed by strategy advisors in all three ministries.

The examples cited are one important indication of the flexibility and responsiveness of the advisor core. Perhaps equally important, is that each of the advisors expressed enthusiasm for meeting the changes required by the fiscal crisis and changing agricultural structure.

2. Staffing Pattern: The vacancy in the projects section of the Ministry of Agriculture, Planning Division, provides an opportunity for the TAP to further accommodate the changing policy environment. Under the previous job description, considerable emphasis was placed upon obtaining an individual who could generate project proposals. In the current fiscal environment it would appear sensible to place major emphasis on obtaining an individual more oriented toward project evaluation and monitoring. This would be even more important should that Division become the staff group for the Proposed Project Screening and Monitoring Committees.

V. Review the Kenyan staff situation, the training program and the extent to which the capability to carry out policy analysis has been effectively institutionalized and Kenyanized.

A. Program To date.

The training program of the TAP is critical if the analysis capacity of the MOA, MOLD and MPD is to be institutionalized and Kenyanized. In the TAP Project Proposal three specific modes of training were recognized; (1) longer term training, (2) in-service workshops, and (3) counterpart training.

Table 4 provides data regarding the status of long term training undertaken during Phase II of the TAP. Since the start of Phase II, five Kenyans have completed training initiated under Phase I of the Project and five additional Kenyans have started long term training. In the Project Proposal, to establish the Second Phase of the TAP, it was projected that fourteen Kenyans would be in training by June 30, 1983 (see column 4 of Table 4). As no additional Kenyans are currently programmed to begin long term training between now and the end of the fiscal year, it is clear that a substantial gap exists between the projected number, fourteen, and the five currently in training under Phase II.

The workshop program has been minimal to date, the only workshop activity was related to the National Food Policy Paper (Sessional Paper No. 4, 1981). Two types of sessions were conducted. The first was a high level national seminar on strategy and policy issues. More than 125 people participated in the three day seminar held at the Kenya Institute of Administration. The participants produced an extensive set of recommendations for consideration by the five task forces to be created under the Food Policy Paper. In addition, a set of priorities and action agenda emerged from the meeting.

A second set of workshops relating to the Food Policy Paper was a series of Province specific workshops focused on how the food policy outlined in the paper could be effectively and efficiently implemented at the local level. Two day workshops were held. The

workshops focused on: (1) a summary of the Food Policy Paper, (2) a discussion of the implications of the paper for the Provinces food production strategy, (3) constraints to implementation, including the availability of inputs and rural infrastructure, and (4) constraints to existing project and program activities aimed at increasing food production.

The TAP senior advisor is very much aware of the desirability of expanding the workshop activities of the TAP. Toward that end, a workshop plan is currently being developed. Likely topics for workshops include the following suggestions made by TAP advisors:

- (1) district level planning for livestock development;
- (2) preparation of project briefs, budget justifications and work programs;
- (3) parastatal management; and
- (4) decision making.

The counterpart training dimension of the TAP has also lagged. The Government of Kenya has met the requirement of the agreement, that at least one Kenyan staff be available to work with each advisor. See Table 4. But no effective system of counterparts has evolved.

There is variation between the advisor groups with regard to both the availability of counterparts and the extent to which they actively participate in the policy work. The advisors in the MOLD appear to have made the greatest progress, while the situation in the commodity section of the MOA Planning Division appears the least hopeful. It was not, however, possible to discern to what extent the variation among the groups resulted from the attitudes of the advisors, the quality and number of local staff to work with, or the nature of the analytical activities of the bureaus to which the advisors had been assigned. It is likely that all three are important.

Not all of the advisors felt that the assignment of a specific counterpart was necessary, or even desirable. This was particularly true among the advisors in the

management and fiscal area. The view expressed was that they could best perform by working directly with a number of senior government officials to institute structural change and changes in management and fiscal procedures. The review of activities of that group, reported above, tends to support this view, and if the task of an advisor is "to work themselves out of a job" it seems likely this group will be the first to succeed.

B. Kenyan Staff Situation.

The major constraint facing the training activities of the TAP is the limited number of Kenyan staff available for the advisors to train and work with. At the start of Phase II there were 24 Kenyan staff at work, or in training, within the MOA and MOLD. Today there are only three more. Of equal interest, is that in the Project Proposal, 39 Kenyan staff were programmed for the planning units of those Ministries by the end of this fiscal year. See Table 4. It should also be noted, that of the 27 Kenyans available to work with the TAP advisors in those groups, five are currently in long term training.

Once again, the situation varies between Ministries. In the MOLD Development Planning Division the number of Kenyan staff has grown from five to eight since the start of Phase II, and actually exceeds the number projected in the Project Proposal. In the MOA Development Planning Division there is currently one less Kenyan staff than were in place as of July 1, 1981 and six less than projected in the proposal.

The Kenyan staffing problem appears to result from both recruitment and retention problems. The TAP Senior Advisor has calculated that if the MOA Development Planning Division could hire up to its personnel ceiling, not counting officers who have been seconded to the DPD, but replacing those who have resigned or transferred, nine additional officers could be employed. Of these nine, six would be at the higher levels (J + K) of job classification. The nine additional officers would represent a fifty percent increase in the Kenyan staff complement, and bring the total above the number projected in the TAP proposal.

The retention problem can be seen through use of the Table 5. In that table, data regarding the current disposition of Kenyan staff assigned to the Development Planning Divisions of MOA and MOLD at the start of Phase II are presented. Of the original 24 Kenyan staff 6 have left the two Divisions, 4 have gone off for training, 11 who were working at the start are still at work, and 2 have returned from training to take up assignments in the Development Planning Divisions. Particularly troublesome, is that of the five who returned from training in the past eighteen months, two have resigned. Once again the problem seems more acute in the MOA than in the MOLD, as MOA has lost five of their original complement of nineteen Kenyan officers, while the Development Planning Division of the MOLD has lost only one of the five officers in place at the start of Phase II.

C. The Scheme of Service for Economists and Statisticians:

Kenyan officers working in the Ministry of Planning, and in the Development Divisions of both MOA and MOLD, fall under the Scheme of Service for Economists and Statisticians. The job classification structure of that Scheme, in the view of the TAP, contributes to both the recruitment and retention problems.

Within that scheme, the number of job classifications at higher levels does not provide sufficient scope for upward mobility of economists -- particularly for those who have completed long term training. Secondly, there are often long delays in affecting deserved promotion to an existing, higher level, job classification. As a result the Kenyans are unable to perceive a productive career path, and are hesitant to join the Development Planning Divisions, or in turn, leave after a relatively short time.

Finally, it should be noted that many of the potential recruits do not have the formal training in economics and/or agricultural economics required for inclusion in the Scheme of Services for Economists and Statisticians. At the same time the advisors feel that some of the potential recruits, having strong

backgrounds in agriculture, could contribute to the planning work of the Ministries. To date, it has been difficult to gain them admission to the Scheme, but progress has been made in this regard.

D. Observation on the Training Activities of the TAP:

Progress in developing and institutionalizing Kenyan capacity to carry out policy analysis has been modest. There are exceptions to that generalization, and it is likely that further progress will be forthcoming -- particularly where the institutionalization can take the form of structural and procedural change. But, progress to date in meeting the training objective of the TAP is clearly limited.

Perhaps, in some instances, the TAP advisors could be faulted for not making greater effort toward counterpart training. But, given the fact that they report to Kenyan superiors, who face day to day policy crisis, it is not surprising that priority is given to completion of assigned tasks at the expense of counterpart training. Similarly, the series of inservice training workshops envisioned in the TAP proposal have not been undertaken. But this shortcoming has been recognized and steps are being taken to more fully develop that dimension of the training program.

The most serious constraint on the training activities, of all three types, is the general shortage and turnover of Kenyan staff. The solution to the Kenyan staff problem is largely beyond the control of the TAP. It would seem useful, however, if a complete documentation of the problems associated with the Scheme of Service for Economists and Statisticians were undertaken. The material, prepared by the Senior TAP advisor, comparing the current employment picture in the Development Planning Division of the MOA provides ample evidence of the magnitude of that problem and should prove useful in promoting a solution to the problem. A similar effort relating to problems encountered with the Scheme of Service of Economists and Statisticians may well prove to be useful if it can be reflected in the mid-term donor review to be conducted next August.

TABLE 4: PHASE II OF TAP STAFFING AND TRAINING

	<u>Actual</u> <u>July 1, 1981</u>	<u>Actual</u> <u>Dec 1, 1982</u>	<u>Programmed</u> <u>June 30, 1983</u>	<u>Projected</u> <u>June 30, 1983</u>
<u>A. D.P.D. (MOA)</u>				
1. Kenyan staff:	19	18	19	24
a. at work	(16)	(16)	(17)	(18)
b. in training	(5)	(2)	(2)	(6)
2. TAP staff	6	4	4	6
3. Other Advisors	8	4	4	1
<u>B. D.P.D. (MLD)</u>				
1. Kenyan staff	5	8	8	7
a. at work	(3)	(6)	(6)	(4)
b. in training	(2)	(2)	(2)	(3)
2. TAP staff	0	2	3	3
3. Other Advisors	0	0	0	0
<u>C. MSU (MOA & MLD)</u>				
1. Kenyan staff	0	1	1	8
a. at work	(0)	(0)	(0)	(4)
b. in training	(0)	(1)	(1)	(4)
2. TAP staff	1	4	4	2
<u>D. MEDP</u>				
1. Kenyans in training		0	0	1
2. TAP staff	1	1	1	1

Source: Data supplied by the Senior TAP Advisor.

TABLE 5: DISPOSITION OF LOCAL STAFF IN PLACE
AT THE START OF TAP PHASE II, AS OF DECEMBER 1982

<u>Agency</u>	<u>Staff in Place</u> <u>July 1, 1981</u>			<u>Current Disposition of</u> <u>Beginning Staff in</u> <u>Training</u>			<u>Current Disposition of</u> <u>Beginning staff at work</u>		
	<u>At</u> <u>Work</u>	<u>In</u> <u>Training</u>	<u>Total</u>	<u>At</u> <u>Work</u>	<u>In</u> <u>Training</u>	<u>Departed</u>	<u>At</u> <u>Work</u>	<u>In</u> <u>Training</u>	<u>Departed</u>
Ministry of Agriculture	16	3	19	2	0	1	10	2	4
Ministry of Livestock Development	3	2	5	1	0	1	1	2	0
TOTAL	19	5	24	3	0	1	11	4	4

Source: Data supplied by the TAP Senior Advisor.

VI. Make recommendations on further USAID/Kenya assistance in the area of Agricultural Policy Analysis.

A program of activities designed to make a significant contribution to policy analysis will have to be framed within a context that is broader than support for the TAP. The advisors of the TAP make an important contribution to the policy work of the MOA, MOLD and MEPS. However, agricultural policy concerns are not limited to those three Ministries. Also concerned with agricultural policy analysis, both the design of policy, and policy implementation, are the Ministries of Cooperative Development and Natural Resources, as are the many Government Parastatals with agricultural and livestock responsibilities. A second constraint on the current policy analysis work of the TAP, is the availability and quality of the agricultural data base - described in Section III above. In short, both the limited bureaucratic placement of TAP advisors and the limited agricultural data base, dictate that support for comprehensive improvements in agricultural policy analysis within Kenya be broader than support for the TAP.

The TAP program also does not provide sufficient scope for a USAID/Kenya effort to develop local capacity for agricultural policy analysis. The record of the TAP in developing Kenyans to undertake policy analysis within the assigned Ministries has been modest - due primarily to the number and quality of local staff available for that activity. That record, and its roots, in combination with the placement of the TAP within only a part of the policy structure, once again dictate a broader view of the problem of developing local capacity for policy analysis.

The appropriate elements of a program in policy analysis beyond support for the current TAP, depend upon the objective of the program. If a decision were taken, to give priority to improving the quality of agricultural policy analysis available to Kenyan officials in the short term, consideration of expanding the advisor corps to provide analytical capacity to other parts of the policy bureaucracy would be appropriate. My own view is that a preferred focus would be longer term policy analysis capacity building. This is not to suggest that current

support for the TAP is not contributing to both the short term and longer term output of policy work. Nor does it suggest that TAP should not be a part of a capacity oriented strategy. It does however, reflect discussions with a wide range of expatriate advisors currently working in the Kenyan bureaucracy, and their general view that Kenyan capacity has not increased significantly as a result of advisor activities beyond that resulting from the long term training associated with their assignments.

Strengthening the quality of data available for policy analysis, and improving the base from which Kenyans are drawn for policy work throughout the Government, should be given consideration by USAID/Kenya as major elements in a program for improving local policy analysis capacity. Toward that end, both are discussed below. It is important to note, however, that the discussion is based upon a relatively brief review of each issue, and the recommendation made in each instance is for a more complete review of the existing situation.

A. The Agricultural Data Base

The data currently used in agricultural policy analysis is generally available from four sources; the national sample survey conducted by the Central Bureau of Statistics (CBS), the crop reporting system in the Ministry of Agriculture, reports of activities of the agricultural parastatals, and farm surveys conducted by the Ministry of Agriculture. Basic data regarding agricultural production are produced by the crop reporting system of the Ministry of Agriculture and the National Sample Survey and Evaluation Program (NASSEP). The MOA system relies upon reports submitted by District Agricultural Officers. The NASSEP utilizes a sample survey conducted by a cadre of District Field Enumerators. These data are sublimented with purchase data obtained from the agricultural parastatals. The NASSEP also collects farm household demographic and expenditure data as a part of its survey.

* The NASSEP has a sample frame of 64,000 families in rural areas from which a 10 percent sample is selected. A complete description of their sample and procedures was published by CBS in October 1980.

The review of the data situation included discussions within the Ministry of Agriculture, with the FAO advisor to the CBS, Harvey Herr, and with John Gray and the other members of the Oxford University team building a food security model for Kenya.

The general view obtained from the interviews was that production data were fairly good for crops, such as wheat, that are produced primarily on large commercial farms, and for crops that are marketed primarily through parastatals. Production data for crops with a large subsistence component, such as maize, were judged to be of lesser quality. The latter observation is supported by the data on maize production reported in Table 4 of this report. A second general conclusion regarding basic output data was that it lacked temporal consistency, and that the quality of data obtained by NASSEP has declined as the sample size has expanded.

A second major area of concern on the part of analysts, was the quality of farm management data being developed through surveys conducted by the Ministry of Agriculture. As reported above, the farm management data reported will not permit the estimation of profit functions, and as such, the data limits the analysis of farm response to changes in either product or factor prices.

Other areas of concern that arose were related to the management and reporting of data, and problems of making data available to users in a reasonable time frame. It was reported that these problems have increased as the size of the NASSEP sample has increased. For example, the data from the national survey has not been published since the first survey conducted in 1976. It is possible to request runs from latter surveys, but general availability is clearly constrained by delays in the editing, summarizing and publishing of survey results.

It was not possible to completely sort out data issues in the time available. It was possible, however, to determine that data problems exist and pose a serious constraint on agricultural policy analysis. As a

result, it would appear useful for USAID/Kenya to support a indepth review of the data available for policy work, as background for possible assistance in the policy area. The specific terms of reference for the proposed review would include the following:

1. Describe the agricultural data generating system of Kenya, including relevant units in the MOA, MCD, MNR, MEPS (CBS) and the agricultural parastatals;
2. Analyze and compare the available agricultural data with respect to coverage and quality;
3. Review current provisions for the management, storage and access by users of agricultural data;
4. Discuss current data requirements with agricultural policy analysts within the Universities, the Government and it's parastatals; and
5. Make recommendations for needed improvements in the collection, reporting, management, storage and user accessability of agricultural data.

B. Agricultural Policy Analysis Capacity

There appear to be two major constraints on the conduct of agricultural policy analysis by Kenyans. The first is the general shortage of Kenyans trained at the graduate level in economics and agricultural economics. the second constraint is that the existing Kenyan capacity does not appear to be utilized.

The University of Nairobi offers three Masters level programs in economics. The Faculty of Economics has an M.Sc in Economics and a one year professional degree. The Faculty of Agriculture offers the M.Sc in Agricultural Economics. The M.Sc degrees are both research degrees which require one year of coursework and one year of thesis research. The professional degree was designed to provide government officials a one year terminal degree at the masters level.

The Agricultural Economics Department of the Faculty of Agriculture appears to have a strong and well trained staff. Currently, they have fourteen positions, of which ten are filled. All of the current faculty, but one, has a Ph.D degree. They would like to admit 10 students to the program each year. A review of the program, however, indicates that in the ten year period 1971-81, 75 students enrolled. Of that total only 46 were Kenyans, 29 were foreign students. The completion rate was not high, as to date, only 49 of the 75 enrolled have received the M.Sc degree. The major cause for the low completion rate is the failure of students to complete a thesis. It is also significant, that eleven of the Kenyan students fall in that group.

The record of the Department is typical of that of other nations with a single University. As a premier school, they seek to maintain high standards, admitting only students, who have obtained at least an "upper second" (about a 3.7 G.P.A.) at the undergraduate level, and requiring a substantial thesis project. Thus, they often are unable to admit the desired number of students and those who are admitted often fail to complete a thesis project. In Kenya, as in the Philippines, Korea and other Asian nations with a similar system, students unable to meet the standards seek to study in other nations where a wider range of quality in graduate programs is available

The faculty agrees, however, that there are a number of qualified applicants each year who are unable to enroll because of a lack of financial support. It was their view, that a lack of sponsored students was a more critical problem than the standards they maintain. Given, the fact that virtually all the M.Sc students have scholarships, it would appear their assessment is correct, but even if they could admit a full complement each year, the total number of Kenyans who would earn an M.Sc degree would be modest.

The capacity utilization problem in the Department of Agricultural Economics appears to have its roots in the relationship between the faculty and the Government. They have very limited access to research funds either through the University appropriation or through collaboration with the Ministries. The latter is particularly troublesome, given the need for longer term studies identified above as a major constraint on policy analysis in the MOA, MOLD and MEPD. This is clearly an area where the TAP might well make a major contribution.

There was not sufficient time to meet with the Faculty of Economics. However, discussion with TAP and other advisors suggest that similar problems exist for that Faculty. Once again the record of the TAP program supports that conclusion, as they have not supported a significant number of research studies by members of the Economics Faculty, and their long term training program has been dominated by overseas study.

The above situation, if fully documented, would appear to provide an important opportunity for USAID/Kenya to make a contribution to the development and utilization of Kenyan agricultural policy analysis capacity.

The Agricultural Manpower Survey currently being conducted by USAID will provide a first approximation of the projected demand for Kenyan M.Sc degree holders in agricultural economics. It would seem appropriate to supplement that work with an assessment of the current status of agricultural policy capacity (including both economists and agricultural economists) that considered both number and quality. The second dimension of the proposed review would be an assessment of the demand for agricultural policy analysis capacity throughout the Government, and its parastatals, and in the private sector. The specific terms of reference should include the following:

1. Starting with the USAID/Kenya Agricultural Manpower Survey, assess the current and future demand for economists and agricultural economists to undertake agricultural policy analysis;
2. Describe the existing capacity available for agricultural policy analysis, including institutional location, numbers and quality;
3. Review constraints to effective utilization of existing capacity, including access to data, funding, equipment, and, where appropriate, linkages with the relevant users of policy analysis.
4. Describe the existing degree training available in agricultural economics and economics in Kenya, and the extent to which it can meet current and projected needs for policy analysts; and
5. Make recommendations to USAID/Kenya regarding activities designed to enhance both the capacity of Kenya to undertake agricultural policy analysis and a more fuller utilization of existing and anticipated capacity.

APPENDIX A

In summary, it would appear to be appropriate for USAID/Kenya to focus major attention on longer term policy analysis capacity building and the effective utilization of existing, and future, Kenyan analytical skills. Support for the TAP can be an important component of that effort, provided they are successful in strengthening the training dimensions of that program. However, USAID/Kenya should view the problem of Kenyanizing the agricultural policy process within a broader framework than provided by the TAP. In that regard, programs of assistance to improve the quality of agricultural data, and the general availability and utilization of Kenyan analytical capacity, appear to be essential components.

SCOPE OF WORK

- A. Review and describe the organization and staffing of the Ministry of Agriculture and Ministry of Livestock Development policy making structures including their interactions with the Office of the President, the Ministry of Finance, and the Ministry of Economic Planning and Development.
- B. Describe and analyze the processes by which problem areas are identified, priorities established, staff deployed, analysis completed and reviewed, and actions taken. Describe the major analysis, policy issues, policy decisions and policy implementation actions undertaken over past year.
- C. Describe and analyze the major policy work included in Work Plan for the next year. Evaluate the Work Plan in light of priorities set in the current and proposed Five Year Plans, the Food Policy Paper, the 1982 Sessional Paper on Development prospects and policies, the IBRD Structural Adjustment and related documents.
- D. Review the qualifications, experience, job descriptions and assigned work of the team and compare to the current needs and priorities as noted in the above documents.

- E. Review the Kenyan staff situation and describe and analyze the adequacy of the training program. Evaluate the extent to which the capability to carry on policy analysis of the required type has been effectively institutionalized and Kenyanized, and the extent to which formal or informal institutional arrangements have been developed to effectively utilize such analysis.

Review above findings with the current policy advisors funded by the project and obtain their views on project performance.

- F. Incooperate all the above into a report and recommendations to USAID/Kenya for further assistance in Agriculture Policy.

APPENDIX B

P R O F I L E S

Qualifications of TAP Advisors.

Dr. R.H. Goldman - Goldman holds a Ph.D. in Agricultural Economics from Stanford University. He has taught courses in micro-economics, agriculture in economic development and food policy at Harvard University, Stanford University, San Jose State University and the University Sains in Malaysia. In addition, he has worked as a consultant for Ford Foundation, the World Bank, and the Agricultural Development Council. From 1964 to 1969 he served as a Peace Corps Volunteer and staff officer in Sarawak, Malaysia. Since then he has worked in Indonesia, Pakistan and other countries. His publications have focussed on income distribution, technical change and nutritional goals, staple food self-sufficiency, rice prices and land reorganization.

Dr. Cathy L. Jabara - Food Crop Commodity Adviser in MOA. Jabara received her Ph.D. in Agricultural Economics from Purdue University. An American citizen, she was serving as Section Leader in the International Commodity Policy Section, Trade Policy Branch of the United State Department of Agriculture. She has written widely on commodity trade policies in developing countries.

Dr. J.B. Wyckoff - Livestock Policy Advisor in MLD. An American, Wyckoff holds his Ph.D. in Agricultural Economics from Washington State University. He is currently Professor of Agricultural Economics at Oregon State University where he has published widely on livestock policy and marketing subjects. His long involvement in development has taken him to a number of countries and includes his membership on the Council of International Association of Agricultural Economists.

Dr. Carlos A. Zulberti - Livestock Project Advisor in MLD. A citizen of Argentina, Zulberti received his Ph.D. in Agricultural Economics from Cornell University. He has worked as an overseas consultant and advisor throughout his career, his most significant experience being with the IDRC-funded Caqueza Rural Development Project in Colombia, about which he jointly authored a widely read and well regarded book.

Mr. Wade F. Gregory - Works as a senior officer in the United States Department of Agriculture, Gregory was deeply involved in issues of economic development for most of his professional life. He was holder from the University of Chicago's Economics Department most recently responsible at USDA for collecting and analyzing agricultural information and economic research for countries in Africa, Asia, Latin America and the Middle East. He retired from USDA in late 1981.

Dr. Subramaniam Ramakrishnan - A former Indian civil servant who has held many senior government posts including Joint Director of Agriculture (Gujarat State), Director of Personnel and Administrative Reforms (New Delhi) and Secretary, Economic Affairs (Gujarat State). Dr. Ramakrishnan holds a Ph.D. from the Kennedy School, Harvard University. Prior to joining the TAP he was a research fellow at the Kennedy School of Government, Harvard University.

Dr. Nils-Ivar Isaksson - Prior to joining the TAP, Dr. Isaksson was the Head of the International Rural Development Centre at the Swedish University of Agricultural Sciences, Uppsala. Until 1977 he was acting Professor of Agricultural Economics at the same University. Between 1971-74 Isaksson was the Deputy Head of the Extension and Project Implementation Department, Ministry of Agriculture, Addis Ababa, Ethiopia.

Mr. Lester Gordon - Mr. Gordon is a Fellow of the Harvard Institute for International Development. Between 1974-80 he was the Institute's Director. Recently, he has been a consultant to the World Bank on the role of management in development (for the World Development Report) and on staff training. In 1981 he assisted UNCTAD on a study of Foreign Aid Modalities. He has held numerous university and government positions including Deputy Assistant Administrator for Program, USAID.

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September 10, 1982

Dr. Phillip Church
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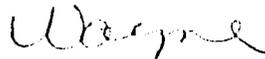
Dear Phil:

Just a note to thank you for your hospitality during my visit to AID. I enjoyed the opportunity of meeting you and Shirley and of reviewing the project paper. If I can be of any future assistance please let me know.

I am enclosing two copies of the paper on agricultural-demographic interactions which we discussed. I would appreciate it if you would give one copy to Ralph Cumming, Jr.

Best regards!

Yours truly,



Wayne A. Schutjer
Professor of Agricultural Economics

WAS/lmb
Enclosures