

**Programme Title:** Joint programme to support Tanzania's  
Productive Social Safety Nets (PSSN)  
**Country:** Tanzania

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## II. Programme summary

**Programme title:**

Joint programme to support Tanzania's Productive Social Safety Nets (PSSN)

**Sectorial area of intervention and policy objectives**

Inclusive economic growth for poverty eradication

- Create opportunities for decent jobs and secure livelihoods.
- Create better government policies and fair and accountable public institutions.

**Joint programme summary:**

Tanzania has recorded robust economic growth of 7% per annum since 2001. Despite this robust economic growth, the absolute number of people living in poverty has continued to grow because of

the low impact of growth on reduction of poverty and high population growth. In order to address and accelerate progress on eradicating extreme poverty, the government of Tanzania decided to scale-up one of its existing national programmes - the Tanzania Productive Social Safety Nets (PSSN) to reach all the extreme poor people living below the food poverty line; fully embracing the outcomes of the Madrid United Nations System of Chief Executive Board for Coordination (CEB) meeting (on 6 April 2013). The aim is to enable these poor households to access food, income, uptake of essential health by pregnant woman and children under five, increased school enrolment and attendance for school age children, and enhance their livelihoods. Investment in human capital (health and education) that will be undertaken through this critical intervention will increase the poor people's participation in the economy through increasing opportunities for employment and entrepreneurship, and hence making economic growth inclusive.

The Government estimates the PSSN scale up will require in excess of USD 400,000 of which USD 100,000 has been committed by Government, USD 200,000 will come from World Bank loan and the remaining USD 100,000 is to be contributed by other Development Partners.

In February 2014, the Government of Tanzania, through the Ministry of Finance requested the UN Resident Coordinator a.i. and UNDP Resident Representative to provide support to this scaling up of PSSN being operationalized through the 3rd Tanzania Social Action Fund (TASAF). This is being done to ensure a more inclusive growth.

Support to the scale-up of the PSSN is consistent with the UN Development Assistance Programme (UNDAP) Outcome 1 under the Social Protection Cluster: Government of Tanzania coordinates a multi-sectoral social protection response to the needs of the economically deprived and vulnerable groups.

Responding to the request from Government to support the scale-up of the PSSN programme by strengthening core processes and enhancing programme efficiency and effectiveness, the four participating UN agencies (UNDP, UNICEF, UNFPA and ILO) aim to use this opportunity to strengthen catalytic actions to an existing national programme in Tanzania and work towards poverty reduction and implementation of the outcomes of the Madrid CEB meeting.

Following consultations with stakeholders, the UN proposed joint programme responds to the request from the Government of Tanzania by focusing on the core activities to establish effective systems and structures for (i) capacity development at the community level; (ii) coordination at national and sub-national levels; (iii) monitoring and evaluation; and (iv) IT enhancement. Phase 1 of the UN joint programme costing \$4,358,250 million seeks to enhance programme effectiveness through support to activities complementary to the PSSN planned under TASAF III as well as preparation for effective implementation (2016 - 2018) in the second stage of implementation.

Using a phased approach, the joint UN programme support will assist Tanzania to address one of key MDGs that are lagging behind, that of eradicating extreme poverty and hunger. Thus while the overriding objective of the Joint Programme is to contribute to accelerate achievement of MDG 1: Eradicate extreme poverty and hunger, it will also contribute to MDG; 2: Achieve universal primary education; MDG 4: Reduce child mortality, MDG 5: Reduce maternal mortality; and the WASH component of MDG 7: Ensure environmental sustainability. The JP is also in line with the post-2015 development agenda in which social protection is recognized as an overarching goal in addressing the needs of people living in extreme poverty, tackling inequality and realizing human rights. The joint programme contends that a multi-sectoral approach to social protection will lead to more inclusive economic growth.

Towards that end, the strategic approach of this Joint Programme is three-pronged. At the macro-level, it focuses on support to finalisation and operationalization of the National Social Protection Framework (NSPF) to strengthen inter-sectoral coordination to address supply-side issues. At the meso-level, the joint programme will enhance efficiency and effectiveness of PSSN by strengthening programme implementation and delivery systems. At the micro-level, the joint programme will strengthen sustainable livelihoods and resilience mechanisms for PSSN that will allow PSSN beneficiaries to accumulate human capital, improve consumption and well-being and graduate and exit programme.

**Duration:**

Wednesday, October 15, 2014 to Saturday, December 31, 2016

**UN Lead Agency:**

United Nations Development Programme (UNDP)

**UN Participating Organizations:**

International Labour Organization (ILO)

United Nations Children's Fund (UNICEF)

United Nations Population Fund (UNFPA)

**Local Partners:**

Tanzania Social Action Fund (TASAF), Ministry of Finance, Ministry of Labour, Ministry of Health and Social Welfare, Ministry of Health – Zanzibar, Ministry of Women, Children, Youth and Empowerment- Zanzibar, Social Security Regulatory Authority, Local Government Authorities, Engender Health, Chama Cha Uzazi Bora Tanzania – UMATI, CSOs and Private sector, Ministry of Labour and Public Services – Zanzibar, Trade Union Congress of Tanzania (TUCTA), Association of Tanzania Employers (ATE), Zanzibar Trade Union Congress (ZATUC), and Zanzibar Employer’s Association (ZANEMA).

**III. Programme budget**

<b>Total amount requested from the SDG-F:</b>	<b>Total contribution through matching funds:</b>
1 500 000.00	2 858 250.00

**Aggregate amount requested and broken down by Agency:**

<b>Name of Agency:</b>	<b>Amount:</b>
United Nations Development Programme (UNDP)	1 500 000.00

<b>Name of Agency:</b>	<b>Amount:</b>
International Labour Organization (ILO)	0.00

<b>Name of Agency:</b>	<b>Amount:</b>
United Nations Children's Fund (UNICEF)	

0.00

**Name of Agency:** **Amount:**

United Nations Population Fund (UNFPA) 0.00

**Aggregate matching funds amounts and broken down by source:**

**Short explanation of strategy:**

The resource mobilization strategy for the Joint Programme will be based on four pillars namely:  
 I. UNDP core resources used as additional fresh funds to match the SDG-F as part of commitment to national development priorities and implementation of the MDG Accelerated Framework  
 II. Tapping into already existing TASAF resources which have been provided by the World Bank for PSSN  
 III. Government cost sharing (in particular on the resources Government has committed to PSSN) to ensure capacity to scale up the national programme  
 IV. Deepening the engagement and relationship with donors who are already committed to supporting TASAF (in particular DFID, Sweden and USAID among others)  
 Resource mobilization will be informed by a prioritization and sequencing of the various outputs and activities within the results matrix of the project document based on the needs of TASAF.

**Name of source:** **Amount:**  
 UNDP, UNICEF, UNFPA and ILO 2 180 000.00

**Name of source:** **Amount:**  
 TASAF/World Bank 258 250.00

**Name of source:** **Amount:**  
 Government of Tanzania 420 000.00

**Name of source:**  
 Bilateral Agreements (Sweden/DIFD etc)

**Aggregate amount requested and broken down by UNDG Harmonized Budget Category**

	<b>SDG-F Budget</b>	<b>Matching Funds</b>
<b>Staff and other personnel costs</b>	<b>SDG-F Budget 1:</b>	<b>Matching Funds 1:</b>
	0.00	385 000.00
<b>Supplies, Commodities, Materials</b>	<b>SDG-F Budget 2:</b>	<b>Matching Funds 2:</b>
	0.00	25 000.00

<b>Equipment, Vehicles and Furniture including Depreciation</b>	<b>SDG-F Budget 3:</b> 20 000.00	<b>Matching Funds 3:</b> 180 000.00
<b>Contractual services</b>	<b>SDG-F Budget 4:</b> 160 000.00	<b>Matching Funds 4:</b> 255 000.00
<b>Travel</b>	<b>SDG-F Budget 5:</b> 70 000.00	<b>Matching Funds 5:</b> 55 000.00
<b>Transfers and Grants Counterparts</b>	<b>SDG-F Budget 6:</b> 1 145 000.00	<b>Matching Funds 6:</b> 1 883 250.00
<b>General Operating and Other Direct Costs</b>	<b>SDG-F Budget 7:</b> 0.00	<b>Matching Funds 7:</b> 25 000.00
<b>Total Programme Costs</b>	<b>SDG-F Budget Total:</b> 1 500 000.00	<b>Matching Funds Total:</b> 2 868 250.00
<b>Indirect support costs (not to exceed 7%)</b>	<b>SDG-F Budget 8:</b> 105 000.00	<b>Matching Funds 8:</b> 0.00
<b>Grand TOTAL</b>	<b>SDG-F Budget Grand TOTAL:</b> 1 500 000.00	<b>Matching Funds Grand Total:</b> 2 868 250.00

## IV. Programme description

### Background and rationale:

#### Background

Despite Tanzania's strong macroeconomic track record, its poverty reduction efforts have not kept up with economic growth over the last decade. The latest Household Budget Survey 2011/2012 results show that 28.2 percent of Mainland Tanzanians are poor, and poverty incidence is higher in rural (33.4 percent) than in urban areas (21.7 percent). Basic needs poverty rate declined from 34.4% in 2007 to 28.2% in 2012 and improvement in inequality as measured by the Gini coefficient (of consumption per capita) was negligible, moving from a coefficient of 0.39 to a mere 0.36 during the same period. A key feature of the Tanzania population is the widespread diffusion of poverty and vulnerability. Not only are poverty rates very high in general, but having a high percentage of the population close to the poverty line leaves a much larger share of Tanzanians very vulnerable to small variations in income, whether seasonal or annual.

Human capital accumulation as measured by improvements in health/nutrition and education of its children is also major challenge. The prevalence of stunting in children under-five years marginally declined from over 48 percent (TDHS 2004/2005) to 42 percent (TDHS 2010) a level categorized as severe in public health and above the Sub-Saharan average of 30 percent. Stunting is associated with poverty and with poor long term education and economic attainment, suppression of full genetic expression and acts as the mechanism of intergenerational transmission of poverty and malnutrition. Furthermore, the majority of the population of Tanzania still have little or no access to adequate supply of portable water, basic sanitation and health services, schools as well as communication and transport services, which hamper local economic development.

Despite improvements in basic education, Tanzania is off-track in achieving MDG 2 targets. The 2013 Global Monitoring Report indicated that Tanzania still had at least one million children out of school. Nationally there has been a reversal in education outcome indicators. Net Enrolment Ratio for pre-primary was 39.9% in 2012 a decrease of about 2.5% from 2011 net enrolment ratio of 42.4%. In the same vein, the Gross Enrolment Ratio for primary school decreased from 102.7% in 2011 to 98.4% in 2012 while NER deteriorated from 94.0% in 2011 to 92.0% in 2012.

Tanzania's population has been growing at approximately 2.7% per year and currently stands at approximately 45 million (Census data, NBS, 2012). Due to population growth, the absolute number of poor people declined by 10 percent (from 13.5 million to 11.9 million). Around 10 million poor people and 3.4 million extremely poor people live in rural areas.

Fertility is still high in Tanzania at 5.3 children per woman. High fertility slows down poverty reduction as families with many children have been less successful in reducing poverty. Demographic pressures also poses challenges to public service provision, labour markets, etc., thus can put a break on growth in per capita incomes. Multiple factors such as female education, employment opportunities for women, income levels, culture, access family planning, etc., impact on fertility.

In Tanzania, 116 out of 1000 girls start childbearing by age 18. Most of these girls have not been allowed to return to school after childbirth. With the implications of education on income and future earnings, most of these girls and their children will continue to live in poverty in need of social protection and government services. Access to adequate family planning services for these girls would have resulted in these births being averted and better long-term outcomes.

Reducing fertility of families in rural, underserved areas in the lowest two economic quintiles provides families and children with a greater chance at having better health and economic outcomes in the long-term. Poorer families with few resources can focus on using those resources in ensuring children get adequate health care, nutrition and education. This would lead to children growing up to be better suited for employment and have greater earnings over their lifetimes.

In the face of such rapid population growth whereas only around 6% of the total population of about 45 million Tanzanians can access formal social protection benefits and entitlements while around 90% of the population, including almost all informal sector workers, the self-employed and the unemployed, do not have protection in case of vulnerability to life contingencies, livelihood shocks or severe deprivation there is need for immediate intervention in terms of policy and legislative instruments as well as stable institutions and governance mechanisms to design and implement an extensive social protection coverage for Tanzania's population.

Realizing that strong economic growth may not be enough to substantially reduce extreme poverty and inequality, the Government of Tanzania has embarked on a number of reforms of the social protection system as part of national priorities to be implemented through the "National Strategy for Growth and Reduction of Poverty (NSGRP)" popularly known in Kiswahili language as MKUKUTA & MKUZA. The social protection goals of the NSGRP are concerned with the provision of adequate social protection and rights of the vulnerable and needy groups with basic needs services and protection in mainland Tanzania as well as to improve safety nets and social protection for poor and vulnerable groups in Zanzibar. Towards this end, the government of the United Republic of Tanzania established the Tanzania Social Action Fund (TASAF) in the early 2000s as one of the NSGPA implementation initiatives to ensure a more inclusive growth.

The implementation of the first two phases of TASAF achieved impressive results in facilitating community access to social services through infrastructure projects such as schools, health facilities and water points reaching 7.3 million people in TASAF I and 16.1 million in TASAF II. Moreover, in TASAF II community based conditional cash transfers (CB-CCT) were piloted in the three districts of Bagamoyo, Kibaha and Chamwino targeting extremely poor households (below the food poverty line) to encourage targeted households to invest in nutrition, education and health. Although the level of cash transfer is a modest \$5 per household per month or \$10 if the household has children and/or pregnant woman, given every two months, /or six times a year, the results of the randomized trial of the pilot showed CCT led to improved outcomes in both health and education and investment in livestock, school shoes, health insurance and for the poorest households increased savings. To improve on enrolment and attendance to secondary school an additional \$5 maximum has recently been agreed to be added (\$2 for lower secondary and \$3 for upper secondary) bringing the maximum total amount a household can receive to \$15 per month in TASAF III.

Based on the success of the TASAF I and TASAF II in a short period of time, in 2013 the Government of Tanzania decided to design and implement the Tanzania Productive Safety Net programme (TASAF III - PSSN). Direct beneficiaries of TASAF -PSSN Programme are poor and vulnerable households living in Project Area Authorities (PAAs) and villages identified as chronic poverty; and it targets people living below the food poverty line which is currently 9.8 percent of the population. The households benefit from a combination of basic conditional transfers, cash transfer through participation in labour intensive public works; advice and support concerning savings and investments. The programme was initially expected to support 275,000 households in five years (2013-2017) and has been scaled up to reach about 920 000 households living below the food poverty line by end of 2015 in order to substantially contribute to the achievement of the Millennium Development Goals (MDGs) particularly the first MDG on eradicating extreme poverty and hunger which is off-track. Currently TASAF III is reaching about 134,000 extreme poor households with cash transfers conditioned on family's participation in education and health related services.

The PSSN is seen as a major component of TASAF that seeks to put in place the building blocks of a permanent national social safety net system in Tanzania in the context of a National Social Protection Framework (NSPF) which is currently being revised for government approval. The NSPF aims to improve coordination and the implementation of various policies and strategies relating to social protection, thus putting the PSSN under a coordinated national framework. Coordination is also one of the major challenges facing the PSSN programme. The NSPF will help synthesize current social protection efforts as well as to develop an optimal mechanism of social protection measures, in collaboration with key ministries and other stakeholders. It is envisaged that the NSPF will adapt a hybrid of both universal and targeted approaches in addressing chronic poverty initially scaling up cash transfers and public works with a view to include livelihood approaches that promote graduation from extreme poverty. The NSPF will benefit from the current interventions, approaches and lessons of the PSSN programme.

#### Rationale for the Joint Project

Given the huge financial, human and organizational implications of the PSSN scale up, the UN support to the TASAF III will bring in analytic and advisory (technical) capacity to support the scale-up and ensure that it is done efficiently and effectively incorporating cross cutting issues, which are important elements of Tanzania's development agenda such as gender, climate change, environment and human rights; thus maximizing the opportunities of cash transfers. Support to the scale-up of the PSSN is consistent with the UN Development Assistance Programme (UNDAP) Outcome 1 under the Social Protection Cluster: Government of Tanzania coordinates a multi-sectoral social protection response to the needs of the economically deprived and vulnerable groups. In line with the "Delivering as One" approach the joint programme will take advantage of each agencies comparative advantage and streamlining engagement with key Government counterparts. By working with the national institution, i.e. TASAF, the UN JP promotes national ownership, capacity development and partnerships to enhance sustainable human development.

The PSSN programme offers a unique entry point for improving progress towards the attainment of MDGs and sustainable human development through scaling up of the content and coverage of social



protection in Tanzania. Furthermore, the programme will be guided by the five inter-related principles of the UN, which are: Human-rights-based approach to programming; Gender equality; Environmental sustainability; Results-based management; and Capacity development. In addition to UN's normative roles, the added value of this JP lies in improving synergies with other UN programmes focusing on enhancing inclusive economic growth in Tanzania.

The proposed joint programme will contribute towards the achievement of the UNDP Outcome 1 of the Social Protection Cluster: Government of Tanzania coordinates a multi-sectoral social protection response to the needs of the economically deprived and vulnerable groups. The overriding objective of the Joint Programme of support to the PSSN scale-up is to contribute to the accelerated achievement of some of the MDGs, which Tanzania are off-track: MDG 1: Eradicate extreme poverty and hunger; and 4: Reduce child mortality, MDG 5: Reduce maternal mortality; and the WASH component of MDG 7: Ensure environmental sustainability.

The joint programme is consistent with the post 2015 development agenda which identified social protection as an important instrument to address social exclusion and the pursuit of at least six of the eight present MDGs by ensuring universal access to key essential services in quality basic and maternal health care, education, nutrition and environmental health. National consultations for the post-2015 development agenda brought a clear message that social protection is a key instrument to promote inclusive growth that benefits all rather than a select group of the population in Tanzania.

Some of the key priorities identified at the national level during the consultations were: to ensure the eradication of extreme poverty, hunger and inequality, ensure access to quality service delivery, eliminate gender inequality and combat diseases such as HIV/AIDs, malaria and non-communicable diseases, and achieve decent and productive employment particularly for the youth. Indeed, access to decent work and social security has been an important reason why better-off nations and population groups achieved stronger progress between 1990 and 2005 than did countries and people with weak access to equitable growth and social protection.

In light of the multiple roles that social protection can play in social and economic development, the JP provides a renewed and comprehensive focus on poverty, inequality, income distribution, governance and social inclusion in Tanzania. The JP will contribute towards addressing Human Rights issues such as the right to social security and the right to adequate standard of living in line with the December 2012 UN General Assembly on Human Rights and poverty which reaffirms, among other things, that the existence of extreme poverty inhibits the full and effective enjoyment of human rights and that extreme poverty and exclusion from society constitute a violation of human dignity, hence the need for urgent national and international action. In response to this the Government of Tanzania launched the Five Year National Human Rights Action Plan 2013-2017 on the 10th December 2013. The HR Action Plan identified twenty three (23) rights as priorities for strengthening promotion and protection in Tanzania. Among these are the right to social security and the right to adequate standard of living. The application of UN and UNDP rights-based and participatory approaches will also help ensure the rights of various population groups (women, children, youth, elderly, people living with disability and PLWHA) are protected through the active involvement of local communities and relevant institutions in the design and implementation of the programme

Furthermore, the Social Protection Floor initiative launched by the UN system's Chief Executives Board for Coordination (CEB) in 2009 and endorsed by UN member states at the Rio +20 conferences on sustainable development and supported by the G20 and many other fora widely recognizes the SPFs as an opportunity to help stabilize economies, generate inclusive growth and build political stability in the face of an uncertain global recovery and lower demand.

In Tanzania, where majority of the population do not have formal social security benefits and entitlements, the social protection floors would be key to address this serious lack of coverage and immensely contribute towards inclusive economic growth. Through the ILO recommendation 2012, (No.202) and the mandate of the agencies, the UN is better positioned to support the government of Tanzania, technically to design policy and regulatory instruments leading into designing and implementing the nationally defined floors of social protection so as to administer minimum guarantees to basic income security and health care needs vulnerable women, children and youth, elderly and for those unable to work - in particular due to sickness, unemployment, maternity and

disability. Therefore, in a country where nearly 80% of the population engages in the informal rural economy, opportunities for full-scale Public Works Programmes (PWP) can be prioritized as an important strategy to administer a comprehensive floor of social protection. The envisaged PWP may be directed into the development of rural infrastructure, rural markets, and rehabilitation of health facilities and public schools. In this context, the main objective will be to design intensive PWP targeting the unemployed youth with the expectation that many of them will be employed and that the productivity gains resulting from the combination of wage income, skills development and asset creation will result into sustainable livelihoods. To this effect, the Joint Programme will strongly recommend PWP for the unemployed youth as important contributors to social protection of working age population - in particular in protecting against employment and poverty related risks.

The strategic value addition of the UN's intervention will be the transformation of the PSSN programme from a "projectised" intervention to a fully-fledged safety net programme underpinned by a coherent policy framework within the realm of the NSPF. Through this JP, the NSPF development process that had been shelved for a long time will be resuscitated to ensure the availability of an overarching policy framework that provides guidance to all social protection interventions in Tanzania.

While the joint programme was triggered by the Government request that focused on support to the TASAF Management Unit, the joint programme design was guided by a number of key issues that emanated from the World Bank/partners mission and the stakeholder consultations:

- i. The PSSN programme design was a given and could not be changed. This meant that the joint programme could only focus on support based to the existing structure, content and approach of the PSSN Programme. This also had a bearing on the flexibility for utilization of the WB and donor funds already secured for the PSSN programme;
- ii. The need to complete the NSPF was a priority for all stakeholders, including the TASAF Management Unit itself. Stakeholders also called for a joint programme that will be supportive to opening up the national social protection agenda to broader participation and ownership, hence the need to premise the PSSN support on broader social protection underpinnings;
- iii. At design stage, TASAF III was supposed to reach about 275,000 households over five years with a resources envelope of \$200 million. However, the scale-up of the PSSN now requires that TASAF reaches 920,000 households in 161 districts. The total resource requirement is estimated at about \$400 million;
- iv. Supporting policy and institutional development is a priority for the long term vision of the program - to build a permanent safety net system in the country. TASAF will develop a strategy for implementation of this component in coordination with Ministry of Finance - Poverty Eradication Division;
- v. Supply side provision/social infrastructure support. The program beneficiaries have enrolled their children in school and have begun to take them to regular clinic check-up where these are available. The increased demand for these services needs to be matched with availability of infrastructure and service provision by the sectors. Based on reports from some of the PAAs the mission found that in some communities classes are crowded and in others parents walk long distances to health centers;
- vi. Consideration of options for improving the PSSN's targeting mechanisms in view of the scale up as well as the availability of the 2012 census and 2011/2012 Household Budget Survey (2011 HBS). Three aspects were discussed: (a) possible revision of the geographical targeting mechanism; (b) revision of the proxy means test (PMT) and related operational tools; and (c) an assessment of PSSN targeting performance; and
- vii. The development of the livelihoods enhancement (LE) strategy including savings (COMSIP), nutrition and sanitation. It was agreed during the last World Bank mission (April to May 2014) that this process would be carried out in close coordination with development partners. The strategy will detail the type of livelihood activities under the LE component, together with clear beneficiary targets and a detailed action plan.

### **Mainstreaming of gender and women's empowerment:**

Women and men encounter specific and different risks to life and well-being. Social norms and expectations about women and men's responsibilities and roles contribute to limiting women's

opportunities in the labour market, which puts them in a more vulnerable position as regards unreliability and loss of income. Also, unequal access to and control over assets and resources including access to land and inheritance render women more likely to live in poverty than men. In Tanzania about a quarter (24.7 percent) households are headed by females (2011/12 HBS).

Furthermore, women and men do not experience climate change equally. Women's restricted access to paid employment in many developing countries and the fact that women are responsible for most of the unpaid care work mean that their livelihoods are particularly dependent on climate-sensitive sectors, such as subsistence agriculture or water collection – in Tanzania about 89 percent of households in Rural areas use firewood as a source of energy for cooking i.e. most of these are women, and about 40 percent of household use unprotected water during dry season (2011/12 HBS). They often have to walk long distances to find increasingly scarce food, fuel and water. As a result, women and girls end up having less time for education, income-generating activities or participation in community decision-making processes, further entrenching unequal gender relations.

In addition, women tend to be disadvantaged in the event of major shocks. For example, girls are more likely than boys to be removed from school in times of increased hardship. Another factor that contributes to put women at risk is power relations within intra-household decision-making. Decisions within the household tend to be taken by men, which impacts on women's strategies to mitigate risk including regarding their own health care. The HBS 2011/12 indicates that men (87 percent) were likely to have some education than women (76 percent).

Social protection policies and programmes can contribute to women's economic empowerment and greater gender equality by enhancing the participation of women in decent employment, easing resource constraints, facilitating women's access to assets and credit, enhancing women's decision-making power over financial resources, and facilitating their access to education, health and social services. For example, the Tanzania Human Development Report (2014) indicates that women who are members of parliament are 127 while men are 222.

This JP will promote gender equality and women's empowerment by supporting a gender responsive approach to social protection. This will be done through a number of interventions at different levels:

- i. At policy level, the JP will assist, both financially and technically, the design and implementation of gender sensitive social protection policies to ensure that basic social protection coverage is extended to the poor and most vulnerable women and children.
- ii. At the institutional level, mechanisms will be put in place to ensure proper governance of the transfers by the government.
- iii. Promoting the participation of men and women in PSSN decision-making processes to ensure that both women's and men's needs and knowledge are considered.
- iv. Support the development of gender-sensitive and economically sustainable livelihood models and labour-based approaches. This will be done by undertaking a gender analysis prior to developing livelihood models and labour based approaches focusing on unpacking the different roles, needs, vulnerabilities and aspirations of women and men, girls and boys.
- v. Ensuring that the PSSN does not impose an undue burden on women's time, but rather facilitates their participation in labour markets, the JP will promote the integration of childcare facilities in the design of the public works program, in addition to planning mandatory activities at a time when the whole family can attend. Also, linkages to other UN supported projects focusing on poverty, environment and gender will be established. One of the components in these projects is the introduction of adaptation innovations such as improved cropping systems, rainwater harvesting and energy saving stoves, which contribute to mitigating climate change risks and reducing women's unpaid care work.
- vi. Mainstreaming of community sessions on nutrition, hygiene and mother and child health. This will among other things contribute to reducing the financial burden for women and enhancing their productivity by improving their health status.
- vii. Training community extension workers to include the gender dimension in community sessions, thereby creating awareness of gender equalities and women's unpaid work.
- viii. Incorporating a gender dimension in the monitoring and evaluation processes is key to mainstream gender and women empowerment in the PSSN programme. The JP will, therefore, support the design and implementation of a robust M&E system incorporating indicators on gender, climate change, HIV/AIDS and other cross-cutting issues. To ensure that the implementation of the

scaled up PSSN programme promotes gender and women's empowerment at all dimensions, the joint programme will include specific outputs, activities and indicators related to gender equality and women's empowerment (see the Results Framework).

### **Sustainability:**

The strategic approach of the joint programme will be to support the development of innovative interventions that seek to: promote climate change adaptation; strengthen risk management and household responses to income shocks; and strengthen community-based natural resources management (CBNRM). It will also be critical to link the PSSN programme to large public infrastructure development projects through the promotion of labour-based approaches. This will require the strengthening of public works approaches and public-private partnerships for employment creation through labour-based approaches.

The measurable indicators would be number of community climate adaptation (CCA), CBNRM and disaster risk reduction projects developed in PSSN communities and number of households supported in resilience projects. The indicative activities are design of training modules for climate change adaptation, disaster risks management, community based resource management and design of resilience building projects through community participatory approaches. Moreover, intervention programmes such as public works whose implementation may significantly impact on the physical environmental resources will be undertaken based on international standards for "socially responsible investments", i.e., investment where social, environmental or ethical considerations are taken into account in the selection, retention and realization of investment, and the responsible use of rights (such as voting rights) attaching to investments.

The exit strategy will be anchored on government's ownership of the PSSN Programme and the NSPF which will be visible through legal, regulatory and policy instruments to ensure stable institutionalization of the social protection system in Tanzania. The specific triggers for exit will be social protection programming mainstreamed into the national development frameworks including budgetary processes at national and local government levels, sector line sector ministry programmes/Local Government Authorities projects and broad-based participation of civil society and the private sector in the design, implementation of the social protection policies and programmes.

As a neutral body, the UN will work as an "honest broker" to support this country-led development programme and to facilitate the informed involvement of stakeholders at all levels for collective ownership and sustainability of the PSSN programme and the broader social protection agenda of Tanzania. The UN will also use its global knowledge networks to source critical international experts to support the development of the programme implementation, coordination and monitoring systems within the South-South Cooperation (SSC) framework.

### **Public-private partnerships:**

In addition to working with both national and local government and civil society, the Joint Programme would link the PSSN Programme to large public infrastructure development projects through the promotion of labour-based approaches. This will require the strengthening of public works approaches and public-private partnerships (PPPs) for employment creation through labour-intensive based approaches. Within the approach service delivery will be strengthened in partnership with CSOs. Access to Community Health Fund will be promoted in partnership with private health insurance providers.

PPPs would also be encouraged by building private sector capacity to invest in activities underpinned by the private sector's corporate social responsibilities as well as Government created incentives for private sector investment in infrastructure which employ the youth) (including targeting specific investments in rural infrastructure such as schools and hospitals being tax

exempt).

### **Civil society participation:**

There are many CSOs supporting social protection in Tanzania in some specific districts. One example of this is the Kwa Wazee a Small NGO that has been running a comprehensive support programme for older people since 2003 in Muleba District in Kagera Region. A recent evaluation of the Kwa Wazee in Ngenge Ward, Kagera provided a picture of the impact of a pension in one of the poorest parts of Tanzania and practical lessons for implementation of support programmes in very remote settings (HelpAge International, 2014).

Against this background, the JP would be implemented in collaboration with CSOs, including learning from their experiences, twinning and leveraging on their programmes. CSOs will also be partnered in the design, implementation, monitoring and evaluation. CSOs will be engaged to provide information and services to beneficiaries where required. Focus will be on CSOs with a proven track record of achieving results with sound financial management. Support will be targeted to geographic areas where there is a high concentration of beneficiary households.

### **Justification of the Joint Programme modality:**

The rationale of the Joint Programme emanates from the need to support the scale-up by improving the operational effectiveness of TASAF Management Unit (TMU) as well as strengthening social protection for the poor. The PSSN programme offers a unique entry point for improving progress towards the attainment of MDGs through scaling up of the content and coverage of social protection in Tanzania. Stakeholder readiness is high presenting the country with the opportunity to make rapid progress on previously slow moving discussions on social protection.

While the PSSN programme has a considerable funding gap, the key activities in the implementation of the programme have been budgeted for and several of the interventions are underway. There are opportunities for the UN to strengthen TMU to perform its responsibilities to the satisfaction of stakeholders - a key credibility issue in securing future funding for the implementation of the PSSN. Furthermore, there are opportunities to utilise the implementation of TASAF III to give practical meaning to the roles of various sectors in social protection and to use the lessons and experience to better inform policy and institutional arrangements for social protection.

The joint programme is consistent with the "One UN" and "Delivering as One" approach which has already been widely embraced by the UN Country Team in Tanzania through its experience with joint programming in the previous UNDAF in which it implemented six (6) joint programmes. Through the current UNDAF, sound inter-agency collaboration and joint programming has provided concrete results in key programmes such as the Legal Sector Reform Programme in Zanzibar (UNICEF/UNDP); the electoral cycle support programme (UNESCO/UNWOMEN and UNDP); the Poverty Environment Initiative (UNEP /UNDP) and the Child Justice Programme (UNICEF/UNFPA and UNWOMEN) taking advantage of each agencies comparative advantage and streamlining engagement with key Government counterparts. The Joint Programme will thus deepen coordinated and collaborative UN support to PSSN, thus maximizing efficiencies and effectiveness of the organizations' collective input thereby reducing transaction costs on TASAF.

The programme will be guided by the five inter-related principles of the UN, which are: Human-rights-based approach to programming; Gender equality; Environmental sustainability; Results-based management; and Capacity development. In addition, each of the four UN agencies will: build on its comparative strengths by linking its mandate and resources to this Joint PSSN Support Programme; and facilitate partnerships, drawing on expertise from a range of national and international organizations acting as executing agencies to ensure well-coordinated and timely action.

The JP will contribute towards addressing HR issues such as the right to social security and the right to adequate standard of living in line with the December 2012 UN General Assembly on HR and poverty which reaffirms, among other things, that the existence of extreme poverty inhibits the full and effective enjoyment of human rights and that extreme poverty and exclusion from society constitute a violation of human dignity, hence the need for urgent national and international action. Furthermore, the Social Protection Floor initiative launched by the UN system's Chief Executives Board for Coordination (CEB) in 2009 and endorsed by UN member states at the Rio +20 conferences on sustainable development and supported by the G20 and many other foras widely recognizes the SPFs as an opportunity to help stabilize economies, generate inclusive growth and build political stability in the face of an uncertain global recovery and lower demand. The joint UNDG and ILO SPF advocacy emphasizes the SPFs as an indispensable tool for helping countries to reduce poverty, curb inequality, strengthen resilience, and lay the ground work for sustainable human development, and, therefore, calls for RCOs and UNCTs to help support nations implement the SPFs sustainably.

In Tanzania, where majority of the population do not have formal social security benefits and entitlements, the social protection floors would be key to address this serious lack of coverage and immensely contribute towards inclusive economic growth. Through the ILO recommendation 2012, (No.202) and the mandate of the agencies, the UN is better positioned to support the government of Tanzania, both financially and technically, to design policy and regulatory instruments leading into designing and implementing the nationally defined floors of social protection so as to administer minimum guarantees to basic income security and health care needs for children, older persons and for those unable to work - in particular in cases of sickness, unemployment, maternity and disability. Therefore, in a country where nearly 80% of the population engages in the informal rural economy, opportunities for full-scale Public Works Programmes (PWPs) can be prioritized as an important strategy to administer a comprehensive floor of social protection. The envisaged PWPs may be directed into the development of rural infrastructure, rural markets, and rehabilitation of health facilities and public schools. In this context, the main objective will be to design intensive PWPs targeting the needy unemployed young people with the expectation that many of them will be employed and that the productivity gains of an individual resulting from the combination of wage income, skills development and asset creation will result into proactive gains. To this effect, the UN Joint Programme strongly recommends PWPs for the unemployed young people as important contributors to social protection of working age population- in particular in protecting against employment and poverty related risks.

The Five Year National Human Rights Action Plan 2013-2017 launched on the 10th December 2013 by the Government of Tanzania plan has identified twenty three (23) rights as priorities for strengthening promotion and protection in Tanzania. Among these are the right to social security and the right to adequate standard of living. The application of UN and UNDAF rights-based and participatory approaches will also help ensure the rights of various population groups (women, children, elderly and youth) are protected through the active involvement of local communities and relevant institutions in the design and implementation of the programme.

### **Regions of intervention:**

The JP interventions will be in twenty two (22) Project Area Authorities (generic term for LGAs) where PSSN has been rolled out on the basis of the poverty mapping from the 2012 Tanzania Population and Housing Census. Although the specific 22 PPAs are still to be negotiated with TASAF for the next phase, the criteria for selection is fully in line with targeting and creating opportunities for the poorest in Tanzania based on the poverty ranking carried out by TASAF in 2011/2012. Through the roll-out, it is important that these PAAs should as far as possible coincide with where the UN has existing programmes, so that additional social and basic services support programmes by the UN agencies, could additionally be linked to PSSN interventions.

## Targeted groups:

The JP will support TASAF to target extremely poor households (below the food poverty line) in particular women, children, youth, elderly, people living with disabilities and people living with HIV and AIDS. The support owes much credence to the fact that a relatively large population of young people entering the labour market finds it difficult to secure employment for a number of reasons including lack of opportunities, skills mismatch, lack of appropriate skills, etc. and as the youth dependency ratio increases so does the need for social protection interventions for the young working age generation. More so, job insecurity and frequent redundancy of workers from industries such as mining and agriculture are increasingly aggravating early withdrawals from social protection entitlements. Furthermore, children are among the most vulnerable groups in Tanzania lacking domestic security and often in need of social protection.

According to the UN in Tanzania, there are over two million children who have lost both parents or are abandoned. Approximately, 20 percent of 5-17 year olds are engaged in child labour and only 8 percent of Tanzanian children under-five have birth certificates. Child labour in its worst forms still persists, especially in the agricultural sector, mining and quarrying, domestic services, and commercial sex. These three vulnerability groups (the growing population of jobless young, the temporarily employed adults, and about two million abandoned children, among them child labourers) are already posing an enormous public policy problem, including the issue of security, which the government of Tanzania has yet to find adequate measures to address.

Therefore, administering some form of social protection entitlements to these groups consistent with the PSSN up-scaling objectives while supporting the government in developing a comprehensive national social protection policy framework and legal and regulatory instruments in accordance with the ILO social security standards that encompasses all the necessary aspects of contributory and non-contributory systems of social protection such as social insurance, social assistance, universal benefit schemes as well as supplementary benefit schemes will be key towards the JP's intervention to contribute to inclusive growth in terms of institutionalization of the social security system of Tanzania as well as creation of opportunities for decent employment.

To this end, through the technical and financial support of the UN joint programme, Public Employment Programmes will be created for young men and women in the areas where the PSSN has been rolled out, essentially targeting chronically poor households where at least two unemployed young men and women should qualify from each of these households, in which case about two million beneficiaries for PWP will be reached country wide. The PWPs which will be jointly supported are expected to further contribute into opportunities for rapid job creation, reducing unemployment, promoting productivity, and sustained inclusive economic growth.

In Tanzania, although primary school registration remains above 90%, approximately 41% of girls do not complete primary school and 58% of girls who enter secondary school do not complete. Primary school completion contributes to a lifetime earnings increase of between 5% and 15% for girls. The cost of these girls dropping out of school can be aggregated to a national level as a sum of lost productive labour. Similarly, if the 58% of girls would have completed secondary school their contribution to GDP would have been high. In addition, 25% of adolescent girls start child bearing by the age of 18. Focus will be on ensuring girls from the poorest households have access to family planning information and services to allow them to stay in school longer.

In addition, women and men from these poorest households will also be targeted to provide information on family planning and increase access to services to ensure that they can fully reap the benefits of the income generation interventions.

Specific measurable indicators related to gender sensitive indicators would be % of women who are beneficiaries of cash transfers, % of young women and single others participating in public works, % of women in the Community Management Committee (CMC), % of women in Community Public Works Committee, % of women beneficiaries acquired new basic livelihood skills; % of women who have graduated from poverty; % of children attending pre-school, primary and secondary school (disaggregated by gender) from beneficiary households and number of children not engaging in child labour as a result of the transfers, number of beneficiaries reached with family planning information

disaggregated by age, gender, and geographic location, # of new users of modern family planning methods, among others.

### **Design, mutisectorial strategy, results and implementation plan:**

The joint programme three-pronged. At the macro-level, it focuses on support to finalisation and operationalization of the National Social Protection Framework (NSPF) to strengthen inter-sectoral coordination to address supply-side issues. At the meso-level, the joint programme will enhance efficiency and effectiveness of PSSN by strengthening programme implementation and delivery systems. At the micro-level, the joint programme will focus strengthening sustainable livelihoods and resilience mechanisms for PSSN that will allow PSSN beneficiaries to graduate and exit programme, thus - enhancing sustainability of PSSN results. More specifically, the joint programmes three outcomes are:

- i. Productive Social Safety Nets (PSSN) Programme implementation and delivery systems of the TASAF Management Unit, Regional Offices, District Councils and Communities strengthened.
- ii. Social Protection interventions are coordinated across sectors under National Social Protection Framework (NSPF) to address supply-side issues.
- iii. Sustainable livelihoods and resilience mechanisms for PSSN are strengthened.

See Table 1: Results Framework

Besides working with both national and local government, the joint programme would link the PSSN Programme to large public infrastructure development projects through the promotion of labour-based approaches. This will be done by strengthening of public works approaches and public-private partnerships (PPPs) for employment creation through labour-intensive based approaches. Within the approach service delivery will be strengthened in partnership with CSOs. Access to Community Health Fund will be promoted in partnership with private health insurance providers. PPPs would also be encouraged by building private sector capacity to invest in activities underpinned by the private sector's corporate social responsibilities as well as Government created incentives for private sector investment in infrastructure which employ the youth) (including targeting specific investments in rural infrastructure such as schools and hospitals being tax exempt).

Furthermore, in light of many CSOs supporting social protection in Tanzania in some specific districts, the JP would be implemented in collaboration with CSOs, including learning from their experiences, twinning and leveraging on their programmes. CSOs will also be partnered in the design, implementation, monitoring and evaluation. CSOs will be engaged to provide information and services to beneficiaries where required. Focus will be on CSOs with a proven track record of achieving results with sound financial management.

The joint programme support to TASAF will be targeted to geographic areas where there is a high concentration of PSSN beneficiary households in the PPAs where participating UN agencies already have ongoing projects to have maximum impact and attribution to the UN's interventions.

### **Coordination and governance arrangements:**

This joint programme will be managed and coordinated through use of existing structures. Overall guidance of the Joint Programme will be provided by the already existing TASAF National Steering Committee (NSC). Members of the NSC are drawn from the public and private sectors and are appointed by the President of the United Republic of Tanzania. The NSC comprises of sector ministries that have social protection mandates and that have technical mandates in the implementation of the PSSN. UN agencies, donors, other Government representatives and members of civil society are invited to participate in NSC meetings as observers or to provide information as needed.



The NSC is responsible for policy oversight and guidance, clearing the annual work plans and budgets, as well as reviewing progress reports and monitoring progress towards the intended outcomes and impacts. In tandem with the need to establish coordination structures for the NSPF, this joint programme will support the elevation of the NSC mandate from PSSN focus to broader NSPF coordination under MKUKUTA II / MKUZA II (akin to poverty reduction strategies for the mainland and Zanzibar, respectively) where TASAF will be a vehicle to implement social protection in Tanzania in collaboration with the sectors to address supply side issues.

The existing UNDP Social Protection Working Group (SPWG) chaired jointly by UNICEF and Ministry of Finance (MoF) will be responsible for the operational coordination of the joint programme. The UNDP SPWG will ensure active, participatory and well-coordinated engagement by the agencies to implement the goals and objectives of the joint programme, as well as to formulate UN discussion points for the NSC. Specifically, the SPWG will provide the following roles:

- i. Facilitate implementation of the activities assigned to the participating UN agencies under the Joint Programme as well as to facilitate the substantive and financial reporting of same;
- ii. Ensure operational coordination of the participating UN agencies, including harmonization of the joint programme work plans with the work plans and strategies of the participating UN Agencies; and
- iii. Providing quality assurance and oversight of the joint programme.

The SPWG can form smaller working groups and Task Forces to deal with specific components of the joint programme as deemed appropriate to ensure more effective implementation and coordination. The SPWG comprises of the following UN organizations (UNDP, UNFPA, UNICEF, ILO, IOM, UNODC, and WFP); other relevant UN agencies (WB); Government representatives (Ministry of Finance -MoF), TASAF Coordinating Unit, Ministry of Education, Ministry of Health and Social Welfare, Ministry of Agriculture, Food Security and Cooperatives, Ministry of Community Development, Children and Gender, Ministry of Labour and Prime Minister's Office - LGA); participating CSO national level representatives. Other CSO representatives and experts will be invited to participate in the SPWG as appropriate.

The SPWG functions in the JP are as follows:

- i. Manages programme resources to achieve the outcomes and output defined in the programme;
- ii. Aligns the joint programme funded activities with UNDP approved strategic priorities;
- iii. Establishes programme baselines to enable sound monitoring and evaluation;
- iv. Establishes adequate reporting mechanisms in the programme;
- v. Integrates work plans, budgets, reports and other programme related documents and ensures that budget overlaps or gaps are addressed;
- vi. Provides technical and substantive leadership regarding the activities envisaged in the Annual Work Plan and provides technical advice to implementing and responsible partners;
- vii. Agrees on re-allocations and budget revisions;
- viii. Addresses emerging management and implementation problems;
- ix. Identifies emerging lessons learned; and
- x. Establishes communication and public information plans.

Experts will be invited as observers to the SPWG meetings as and when needed. The SPWG will normally meet on a quarterly basis, but working groups and task forces will meet monthly and on ad hoc basis.

UNDP is adding USD 1,500,000 to the SDG-F contribution, and we have agreed with UNICEF, ILO and UNFPA to pool the resources into a nationally executed project, to be implemented by TASAF with UNDP playing a "managing agent" role. Under this arrangement, UNDP would receive the USD 1,500,000 from the SDG-F and apply them to a UNDP-managed NEX joint-programme, to which other donors (DFID, WB) could contribute to as well. UNDP will subsequently disburse those funds according to the results framework, to TASAF and to the above UN agencies using the UNDG approved UN Agency to UN Agency contribution agreement.

Implementation of the programme as shown in the strategic results framework will be managed by UNDP through LOAs with participating UN agencies. The LOAs with the UN Agencies would be approximately: UNICEF (USD 940,000); UNFPA (60,000), ILO (200,000). The participating UN

agencies in the joint programme will be responsible for:

- i. The professional and timely implementation of the outputs and activities identified in the programme document;
- ii. Delivery of technical and progress report as identified in the programme document;
- iii. Supporting Government in contracting and supervision of qualified local and international experts; and
- iv. Financial administration, monitoring, reporting and procurement.

### **Risk analysis:**

The risks associated with the PSSN scale up and implementation have been categorised by the World Bank's PSSN Appraisal (2012) as substantial, but a range of mitigation measures have already been included in the JP programme design. The identified key risks are Stakeholder Risks, Implementing Agency Risks, Project Risks and Risk of delays in releasing funds or honouring pledges by other co-financiers with consequent impacts on implementation and reputational risk. These risk factors may likely impact on this joint programme's support towards the PSSN implementation. The other risks that are likely to be encountered towards the implementation of this joint programme include lack of funding for some key activities, lack of markets for IGA products, generation of unmet expectations, inadequacy of CCT and PWP's benefits to push households out of poverty, incompatibility of project innovative initiatives with the Tanzania environment, level of acceptance by implementing partners of employment intensive and green jobs approaches and work methods advance by the JP, etc.

In order to address these risks, a range of mitigation measures will include intensification of resource mobilization, strengthening of supply side response, strengthening CCT and PWP's complementary mechanisms, prior assessment of adaptability of 'imported' innovations and enforcement of NSP policy framework.

### **Monitoring and evaluation (M&E):**

The joint programme will be monitored and evaluated through bi-annual reviews by the NSC. The progress of the joint programme will be measured against the indicators listed in the joint programme monitoring and evaluation matrix presented in Table 2. Joint activities will be reported upon by UNDP as the administrative agent of the joint programme. UNDP will be responsible for collecting information provided by the agencies/partners, using the joint programme monitoring framework. A complete review of progress towards targets for all indicators will be undertaken bi-annually and presented to the NSC. These reviews will make it possible to monitor whether the joint programme is on track and allow mid-course adjustments to the work plan for the following period.

**Annual/Regular Reviews:** A single annual narrative report and financial report will be prepared by UNDP, based on inputs from participating agencies/partners. The report will be anchored in the Results Framework and structured around the outcomes and outputs.

**Evaluation:** A mid-term evaluation will assess whether or not the JP is on course and a final evaluation will assess the relevance, efficiency, effectiveness and sustainability of the JP interventions, and measure the development impact of the results achieved, on the basis of the baseline indicators and target indicators of the JP.

**Reporting:** A joint monitoring and reporting mechanism will track the participating UN Agency's individual contributions to the programme outputs. UNDP will be responsible for the annual consolidated joint programme progress report, which will consist of three parts:

- i. **Management Brief:** The management brief consists of analysis of the certified financial report and the narrative report. The management brief will identify key management and administrative issues, if any, to be considered by the NSC.
- ii. **Narrative Joint Programme Progress Report:** This report is produced through an integrated JP reporting arrangement. The report will be reviewed and endorsed by the SPWG before it is submitted

to the financing partners/donors 31 December of each year.

iii. Financial Progress Report: For funds received and utilized under the parallel funding modality, each participating UN organization will submit to the funding partners/donors a financial reporting stating expenditures incurred by each programme during the reporting period. UNDP will do the same for funds received and utilized under the pooled funding mechanism for the joint programme. The deadline for this report is 31 December each year. Under the same reporting arrangements quarterly financial reports and narratives will be made available to the SDG-F.

The audit of the JP will be conducted in line with HACT guidelines and will ensure activities comply with the Legal Framework for cash Transfers (UNDG 2005).

### **Communication and advocacy (C&A):**

The joint programme will seek to promote greater awareness and communication on multiple aspects of the PSSN Programme, its impacts, results and links with inclusive growth. At present, stakeholders have unanswered questions that may affect future support. Support for the PSSN scale-up beyond the start-up phase hinges not only on actual reach of beneficiaries but also on the extent to which stakeholders' questions on the programme can be answered with credible evidence and effective communications. Questions on the programme range from those related to cost-efficiency, selection criteria of beneficiaries, mechanisms for dealing with those excluded, threshold for graduating from programme to those focused on the generation and sharing of evidence, integration with complementary programmes and relevant data bases e.g. Most Vulnerable Children (MVC) and TACAIDS, as well as lack of coordination and integration at the Regional Administrative Secretary (RAS) and District Executive Director (DED).

An advocacy and communication strategy will be implemented to target policy makers including the lawmakers using the evidence from M&E and operational research to share information and evidence of the programme on enhancing consumption and human development outcomes for children. This will include advocacy products like videos, fact sheets and workshops. The media will also be roped in to disseminate news and lessons learnt on TASAF III more widely. A communication and advocacy plan, linked to the KM strategy and the joint project M&E framework aimed will be developed to achieve the following key outputs:

- i. Clearer appreciation of the role of PSSN in eradicating extreme poverty and making economic growth inclusive.
- ii. A pool/nucleus of allies and champions among the bureaucracy and the law makers who can be the spokespersons for the PSSN.
- iii. An alliance of sympathetic agencies from DPs, Government including from the sub-national govt. and administration, CSOs, media and research institutions.
- iv. South-South Cooperation and learning on social protection.

The activities in this regard will include sensitisation workshop at the national and regional levels, supporting TASAF In design and packaging of the results of the PSSN for dissemination through various channels among the key policy makers and other stakeholders. The JP will also support TASAF in production of the IEC material that strengthen beneficiary knowledge about the programme and enhance participation and compliance and production of user friendly products from the operational research and M&E, focused on benefits to the communities and enhancement of their well-being.

### **Knowledge management (KM):**

Knowledge management covers ICT, M&E, Operations Research and Communication. Whilst TASAF Management Unit already has specialists for these four components, the components are not synchronized towards the generation and documentation of knowledge products, lessons learnt and best practices for decision making and IEC outside of the PSSN programme. The PSSN programme will therefore require a Technical Advisor to give guidance on knowledge generation and

management.

The participating UN agencies will utilize their cutting edge social development and social policy networks to ensure an active exchange of technical information, knowledge, expertise and experiences related to social protection, household vulnerability and risk reduction, PSSN programmes and social protection strategies. Specifically, the knowledge management function will support:

- i. The generation of evidence on the family and social dynamics e.g. on how decisions are made to identify beneficiaries, how families decide what to use the cash transfer for, what other barriers beyond cash exist in deciding to send children to school or attend health and nutrition services.
- ii. Document better and integrate outcome/impact results in M&E framework and with their data bases as well as how to share data with other users.
- iii. Support development of poverty maps and use it to identify hot-spots which could be used to provide small grants for IGAs and service provision.
- iv. Identify and monitor actions that facilitate beneficiary graduation from PSSN and include threshold in M&E framework
- v. Support to policy and decision making processes in the implementation of MKUKUTA/MKUZA
- vi. Support evidence and advocacy for strengthening inter-sectoral planning and budgeting to mitigate supply side constraints.

### **Contribution to the post 2015 development Agenda:**

Social protection has been identified as development priority in the post-2015 UN development agenda to address social exclusion. Social protection is an important instrument for the pursuit of at least six of the eight present MDGs by ensuring universal access to key essential services in quality basic and maternal health care, education, nutrition and environmental health. However, the importance of social protection for equitable progress as mapped out by the MDGs has been recognized only recently. National consultations for the post-2015 development agenda have brought a clear message that social protection is a key instrument to promote inclusive growth that benefits all rather than a select group of the population in Tanzania.

Some of the key priorities identified at the national level during the consultations were: to ensure the eradication of extreme poverty, hunger and inequality, ensure access to quality service delivery, eliminate gender inequality and combat diseases such as HIV/AIDs, malaria and non-communicable diseases, and achieve decent and productive employment particularly for the youth. Indeed, access to decent work and social security has been an important reason why better-off nations and population groups achieved stronger progress between 1990 and 2005 than did countries and people with weak access to equitable growth and social protection.

In light of the multiple roles that social protection can play in social and economic development, the JP provides a renewed and comprehensive focus on poverty, inequality, income distribution, governance and social inclusion in Tanzania.

## **V. SDG-F - Joint Programme Management Arrangement**

### **Coordination and Oversight Mechanisms**

The Fund will rely on UN Resident Coordinators (RC) to facilitate collaboration between Participating UN Organizations to ensure that the programme is on track and that promised results are being delivered. The Resident Coordinator will exercise his/her authority over the programme by being entrusted with leadership of the overall programme design, ongoing programmatic oversight of the Fund's activities by co-chairing the National Steering Committee meetings.

To ensure proper checks and balances of programme activities the RC is called upon to establish committees at two levels:

- A National Steering Committee (NSC), and
- Programme Management Committee(s) (PMC).

The NSC consists of the Resident Coordinator, a representative of the national Government in the role of Co-Chair and a representative of the AECID or in its absence from the Embassy of Spain and/or other sponsoring partner entity, according to the SDGF ToR.

The responsibilities of the PMC will include:

1. ensuring operational coordination
2. appointing a Programme Manager or equivalent thereof;
3. managing programme resources to achieve the outcomes and output defined in the programme;
4. establishing adequate reporting mechanisms in the programme;
5. integrating work plans, budgets, reports and other programme related documents; and ensures that budget overlaps or gaps are addressed;
6. providing technical and substantive leadership regarding the activities envisaged in the Annual Work Plan;
7. agreeing on re-allocations and budget revisions and make recommendations to the NSC as appropriate;
8. addressing management and implementation problems;
9. identifying emerging lessons learned; and
10. Establishing communication and public information plans.

### **Fund Management Arrangements**

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

The Administrative Agent will:

- Establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds received from the donor(s) pursuant the Administrative Arrangement. This Joint Programme Account will be administered by the Administrative Agent in accordance with the regulations, rules, directives and procedures applicable to it, including those relating to interest;
- Make disbursements to Participating UN Organizations from the Joint Programme Account based on instructions from the Steering Committee, in line with the budget set forth in the Joint Programme Document.

The Participating UN Organizations will:

- Assume full programmatic and financial responsibility and accountability for the funds disbursed by the AA.
- Establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.
- Each UN organization is entitled to deduct their indirect costs on contributions received according to their own regulation and rules, taking into account the size and complexity of the programme. Each UN organization will deduct 7% as overhead costs of the total allocation received for the agency.

The Joint Programme team will consolidate narrative reports provided by the Participating United

Nations Organizations and provide them to the AA no later than 31 March per the MOU Participating UN Organizations will submit financial reports no later than one year after the completion of operational activities

The MPTF Office will:

- Prepare consolidated narrative and financial progress reports, based on the narrative consolidated report prepared by the Joint Programme Team and the financial statements/ reports submitted by each of the Participating UN Organizations in accordance with the timetable established in the MoU;
- Provide those consolidated reports to each donor that has contributed to the SDGF, as well as the Steering Committee, in accordance with the timetable established in the Administrative Arrangement.
- Provide the donors, Steering Committee and Participating Organizations with:
  - Certified annual financial statement ("Source and Use of Funds" as defined by UNDG guidelines) to be provided no later than five months (31 May) after the end of the calendar year;
  - Certified final financial statement ("Source and Use of Funds") to be provided no later than seven months (31 July) of the year following the financial closing of the Joint Programme.

Consolidated information will be available on the MPTF Office GATEWAY (<http://mptf.undp.org/factsheet/fund/SDG00> <sup>[21]</sup>)

**Budget Preparation** - The Programme Coordinator will prepare an aggregated/consolidated budget, showing the budget components of each participating UN organization.

**Fund Transfer** - The initial transfer will be made based on the approved and signed Joint Programme document. The subsequent instalment will be released in accordance with Annual Work Plans approved by the NSC and always based on the SDGF ToRs and Guidance for JP Formulation. The release of funds is subject to meeting a minimum expenditure threshold of 50% of the previous fund release to the Participating UN Organizations combined. If the 50% threshold is not met for the programme as a whole, funds will not be released to any organization, regardless of the individual organization's performance. On the other hand, the following year's advance can be requested at any point after the combined disbursement against the current advance has exceeded 50% and the work plan requirements have been met. If the overall expenditure of the programme reaches 50 before the end of the twelve-month period, the participating UN Organizations may upon endorsement by the NSC request the MPTF Office to release the next instalment ahead of schedule. The RC will make the request to the MPTF Office on NSC's behalf. Any fund transfer is subject to submission of an approved Annual Work Plan and Budget to the MDTF Office.

**Interest on funds** - Interest will be administered in accordance with the financial regulations and rules of each UN organization and as documented in the Standard Administrative Arrangement signed with the donor.

**Balance of Funds** - The disposition of any balance of funds remaining at the end of programme implementation will be in accordance with the agreements between the Participating UN Organizations and the implementing partners as well as donors where applicable.

## **Accountability, Monitoring, Mid-Term Review and Evaluation**

Joint programmes are required to provide narrative reports on results achieved, lessons learned and the contributions made by the Joint Programme. Monitoring reports are prepared and presented to the JP SC twice a year and include updated work and monitoring plans.

JPs will produce annual monitoring reports plus a final evaluation report. Evaluations quality will be according with UNEG and OECD-DAC rules. Ongoing monitoring and results management will take

place in line with UN standards and SDGF ToRs and Guidance for JPs Formulation.

All communication materials developed as part of a JP should acknowledge its several partners. The SDGF and Spanish Cooperation's logos should always be used jointly in all JP's communications.

**Audit** - The Administrative Agent and Participating UN Organizations will be audited in accordance with their own Financial Regulations and Rules and, in case of MDTFs, in accordance with the Framework for auditing multi-donor trust funds which has been agreed to by the Internal Audit Services of participating UN organizations and endorsed by the UNDG in September 2007.

### Legal Context or Basis of Relationship

The following governing cooperation or assistance agreements between the Government of

the United Republic of Tanzania

and the UN participating organisations will be the legal basis for the relationships for conducting activities:

For each UN Agency please indicate the title and date of the agreement between the Agency and the National Government:

<b>Agency name</b>	<b>Standard Basic Assistance Agreement</b>	<b>Date agreement was signed</b>
<b>Agreement Agency 1:</b>	<b>Agreement Title 1:</b>	<b>Agreement Date 1:</b>
UNDP	Standard Basic Agreement	May 1978

## VI. Annexes

### Letter signed by Resident Coordinator:

 [Annex I - Letter signed by the UN Resident Coordinator.pdf](#) [3]


### CN Endorsement of National Steering Committee:

 [Annex II - Endorsement of National Steering Committee.pdf](#) [4]

### Commitment of matching funds:

 [Annex III - Commitment of matching funds.pdf](#) [5]

### Results Framework:

 [Joint Programme Results Matrix\\_FINAL.doc](#) [6]

**Budget break-down per UN Agency \*:**

 [budget break down.xlsx](#) [7]

**Submission letter signed by JP partners \*:**

 [Annex II - Endorsement of National Steering Committee.pdf](#) [8]

**Joint programme monitoring plan \*:**

 [Joint Programme Results Matrix\\_FINAL.doc](#) [9]

**Integrated Monitoring and Evaluation Research Framework \*:**

 [Integrated Monitoring and Evaluation Research Framework\\_SDG\\_Tanzania 15 09 2014.docx](#) [10]

**Performance Monitoring Framework \*:**

 [Annex V - Monitoring and Evaluation Matrix.pdf](#) [11]

**Minutes of formulation meetings and events \*:**

 [Annex VII - PSSN AM April - May 2014 Mission.docx](#) [12]

**Participants list of consultation meetings and events \*:**

 [Annex VI - Minutes of formulation meetings and events.pdf](#) [13]

**Risk analysis \*:**

 [Risk Analysis.docx](#) [14]



## Joint Budget Plan:

 [Tanzania Joint Programme Work Plan and Budget.xls](#) [15]

### Links

- [1] <http://proposals.sdgfund.org/printpdf/341>
- [2] <http://mptf.undp.org/factsheet/fund/SDG00>
- [3] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/Annex%20I%20-%20Letter%20signed%20by%20the%20UN%20Resident%20Coordinator.pdf](http://proposals.sdgfund.org/sites/default/files/concept_note_form/Annex%20I%20-%20Letter%20signed%20by%20the%20UN%20Resident%20Coordinator.pdf)
- [4] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/Annex%20II%20-%20Endorsement%20of%20National%20Steering%20Committee.pdf](http://proposals.sdgfund.org/sites/default/files/concept_note_form/Annex%20II%20-%20Endorsement%20of%20National%20Steering%20Committee.pdf)
- [5] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/Annex%20III%20-%20Commitment%20of%20matching%20funds\\_0.pdf](http://proposals.sdgfund.org/sites/default/files/concept_note_form/Annex%20III%20-%20Commitment%20of%20matching%20funds_0.pdf)
- [6] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/Joint%20Programme%20Results%20Matrix\\_FINAL.doc](http://proposals.sdgfund.org/sites/default/files/concept_note_form/Joint%20Programme%20Results%20Matrix_FINAL.doc)
- [7] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/budget%20break%20down.xlsx](http://proposals.sdgfund.org/sites/default/files/concept_note_form/budget%20break%20down.xlsx)
- [8] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/Annex%20II%20-%20Endorsement%20of%20National%20Steering%20Committee\\_0.pdf](http://proposals.sdgfund.org/sites/default/files/concept_note_form/Annex%20II%20-%20Endorsement%20of%20National%20Steering%20Committee_0.pdf)
- [9] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/Joint%20Programme%20Results%20Matrix\\_FINAL\\_1.doc](http://proposals.sdgfund.org/sites/default/files/concept_note_form/Joint%20Programme%20Results%20Matrix_FINAL_1.doc)
- [10] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/Integrated%20Monitoring%20and%20Evaluation%20Research%20Framework\\_SDG\\_Tanzania%2015%2009%202014.docx](http://proposals.sdgfund.org/sites/default/files/concept_note_form/Integrated%20Monitoring%20and%20Evaluation%20Research%20Framework_SDG_Tanzania%2015%2009%202014.docx)
- [11] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/Annex%20V%20-%20Monitoring%20and%20Evaluation%20Matrix.pdf](http://proposals.sdgfund.org/sites/default/files/concept_note_form/Annex%20V%20-%20Monitoring%20and%20Evaluation%20Matrix.pdf)
- [12] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/Annex%20VII%20-%20PSSN%20AM%20April%20-%20May%20%202014%20Mission\\_0.docx](http://proposals.sdgfund.org/sites/default/files/concept_note_form/Annex%20VII%20-%20PSSN%20AM%20April%20-%20May%20%202014%20Mission_0.docx)
- [13] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/Annex%20VI%20-%20Minutes%20of%20formulation%20meetings%20and%20events\\_0.pdf](http://proposals.sdgfund.org/sites/default/files/concept_note_form/Annex%20VI%20-%20Minutes%20of%20formulation%20meetings%20and%20events_0.pdf)
- [14] [http://proposals.sdgfund.org/sites/default/files/concept\\_note\\_form/Risk%20Analysis.docx](http://proposals.sdgfund.org/sites/default/files/concept_note_form/Risk%20Analysis.docx)
- [15] <http://proposals.sdgfund.org/sites/default/files/Tanzania%20Joint%20Programme%20Work%20Plan%20and%20Budget.xls>