



The UN Working Together in Tanzania

One UN Programme
(2007-2008)



United Republic of Tanzania

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One UN Programme (2007-2008)***

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*Endorsed by the Joint UN/GoT Steering Committee on 12 June and revised to ensure consistency with final Joint Programmes, One Fund Memorandum of Understanding and Budgetary Framework.

AT A GLANCE: THE 'ONE UN' PILOT IN TANZANIA

The UN's work in Tanzania is guided by the Charter of the United Nations (1945)¹ and its core values of peace, human rights, justice and freedom. In support of development aspirations outlined in Vision 2025 (Mainland Tanzania), Vision 2020 (Zanzibar) and specific goals set out in the National Strategy for Growth and Reduction of Poverty (NSGRP, also known by the Swahili acronym MKUKUTA) and the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP, also known by the Swahili acronym MKUZA), the UN has been playing its part in assisting the country reach the Millennium Development Goals and the broader vision set out in the Millennium Declaration.

In July 2006, the UN signed with Government the second phase United Nations Development Assistance Framework (UNDAF) for support to Tanzania in the period 2007 to 2010. The UNDAF is the "Business Plan" of UN Agencies active in the country, representing an integrated response to MKUKUTA and MKUZA. It is aligned with the Tanzania Joint Programme Document, the results-based instrument that serves as a common frame for development partners to locate their Agency plans. A copy of UNDAF II can be downloaded from www.untanzania.org.

Why UN Reform?

In today's world of globalization, increased poverty and growing inequality, the demands on the UN from Member States have increased and become more complex, with calls for the organization to be more results-oriented, effective and efficient than it has been in the past. The global shift towards harmonization and alignment for greater aid effectiveness has required the international community, including the UN, to take stock of the way assistance is delivered to a country, to rethink capacity development approaches and ways of doing business to reduce burdensome transaction costs on Government and national partners.

To keep pace with changing times, the then UN Secretary-General appointed a High-level Panel in September 2005 to look into, and make recommendations on, improved UN system-wide coherence. In its report of November 2006², the High-level Panel recommended the establishment of 'One UN' at country level, with four Ones: one leader, one programme, one budgetary framework and one office to be piloted in a few countries, starting in 2007. Following a request by Government, Tanzania was officially endorsed in January 2007 as one of eight pilot countries³ worldwide to begin piloting innovation this year.

What will Change?

Reform will bring about a 'step-change' that will see a UN more effectively engaging at the sector level and bringing to policy discussions knowledge and experience gained from community-based work. Achieving policy coherence and 'delivering as one' will require reform on a number of fronts including stronger coordination, an updating of professional skills, simplifying and aligning business practices and communicating with 'one voice' on issues related to development or humanitarian responses. Many of the challenges that the UN will need to overcome resonate with principles articulated in the JAST: reducing the transaction burden for Government and other partners; adopting a coherent division

¹ Charter of the United Nations, Preamble, 26 June 1945, San Francisco.

² Full title: "Secretary-General's High-level Panel on UN System-wide Coherence in the Areas of Development, Humanitarian Assistance, and the Environment".

³ The other seven are: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Uruguay and Viet Nam.

of labour to avoid over-crowding dialogue processes; speaking as 'one' at policy, sector or cluster level discussions; and shifting towards the use of national systems in place for disbursement and reporting requirements. In recent years, the UN has made progress on a number of fronts, but will need to deepen institutional reform efforts and begin working in new ways if it is to realize the vision of seeing greater impact on the ground.

The One UN Programme in Brief

The One UN Programme takes as its building blocks the UNDAF II, the Country Programme Action Plans of Executive Committee Agencies, the country strategic priorities of specialized Agencies; and the Joint Programmes being developed along specific themes⁴. It includes achievable outputs for the period 2007-2008, realized as far as possible through the implementation of Joint Programmes (spanning a period longer than the pilot phase), and complemented by Agency-specific work. As a pilot, the 'One UN Programme' is a sub-set of the larger UN focus on delivering UNDAF results for 2007-2008. The pilot will be supported by a **One Communication Strategy** that will promote coherence and harmonized communication on key development and humanitarian issues while also ensuring that information is regularly shared on the UN reform process both internally and externally.

Conclusion

Delivering as One, the UN will have a far greater impact on the development and humanitarian challenges that face Tanzania, avoiding the fragmentation and duplication of efforts seen in the past. By combining the skills and resources of UN Agencies active across the country and by jointly addressing key development issues alongside others, the UN will complement the efforts of Government, civil society, the private sector and other development partners by focusing on what it does best, using available resources as judiciously as possible and reinforcing the leadership of other actors through technical support and modest financial contributions. The vision of 'One UN' in Tanzania is therefore about being a more effective partner for Tanzania's development; focusing on the UN's comparative advantage; being strategic about the development areas where the UN prioritizes support; and continuing to support Government on humanitarian assistance in a way that over time ensures national capacity is strengthened on the same.

⁴ These are elaborated on in later sections of this document.

Signatory Page

Honourable Zakia Hamdani Meghji (MP)
Minister for Finance
United Republic of Tanzania

Oscar Fernandez-Taranco
Resident Coordinator
United Nations Tanzania

10 October 2007

Date

I. THE DEVELOPMENT CONTEXT IN TANZANIA

Despite steady economic growth over the past fifteen years, poverty in Tanzania remains particularly widespread in the rural areas and in unplanned and un-serviced settlements in urban areas. While real GDP growth increased steadily to 6.8 per cent by 2005 and inflation has gone from double digits in the 1990s to an annual average rate of 4.3 per cent by the same year, the country has a human development index (HDI) rating of 164 (out of 177 countries); and a gender development index (GDI) rating of 127 (out of 140 countries). Economic indicators for Zanzibar show a similar trend: real GDP growth rose from 3.6 per cent in 2000 to 6.5 per cent by 2004 while inflation has been contained to a single digit figure since 2000 with the average just above the target of 5 per cent.

Government, national stakeholders and Development Partners (DPs) alike are well aware that more needs to be done to ensure a more equitable redistribution of the gains of growth and thus improve the quality of life and social well being of all. An increased allocation of resources to growth and poverty reduction targets in the FY2006/7 budget provided the much-needed impetus for development to continue on an upward trend.

Given its high donor dependence, the Fourth Phase Government is vigorous about domestic resource mobilization: attracting more foreign direct investment, widening the tax base and minimizing leakages, boosting local private sector development, creating a million jobs and promoting a savings culture through a revival of SACCOS⁵. In 2006, drought, a prolonged energy crisis, high oil prices and inflation slowed down growth by a percentage point, but the projected figure of 5.9 per cent is still considered robust given the serious challenges. Furthermore, Tanzania produces the vast majority of its food requirements and reached a food self-sufficiency ratio of 112 per cent for the FY2006/07 national needs.

Food security is undermined however by the challenge of low returns on agricultural production with limited or no value addition to primary produce and the lack of feeder roads to promote greater access to local markets. Increasing pressure on the environment and the degradation of natural resources are being counter-balanced through public awareness campaigns and tree-planting events, but more will need to be done to protect the environment. Additional information can be found in the second part of this document, given that the UN will jointly support Government's efforts to boost growth and generate employment and economic empowerment opportunities.

On social indicators, Tanzania has made notable progress on primary education enrolment figures and on reducing infant and under-five mortality. Nearly all girls and boys of primary school age are now enrolled (aggregate figure of 96 per cent in the latest MKUKUTA Status Report, 2006), and the aggregate completion rate is close to 70 per cent (2005 figure), although the number of primary school dropouts increased in 2006. While the pupil:teacher ratio is not yet optimal, there have been slight improvements to lower the ratio; construct more housing for teachers, particularly in rural areas; and improve access to secondary schools for those completing Standard 7. The 2006 MKUKUTA Status Report records a higher proportion of students are now passing the Primary School Leavers Examination, possibly due to a higher weighting of Swahili as a subject; while the percentage of secondary students passing Form 4 Examinations dropped by over 4 per cent compared to previous years. There is, however, widespread acknowledgement that more effort now

⁵ Savings and Credit Cooperative Societies.

needs to go into improving the quality aspects of education overall – teacher training, incentive packages, improving the curriculum and the pupil:textbook ratio are elements often cited.

Through the Integrated Management of Childhood Illness (IMCI), interventions most notably to do with malaria prevention and treatment, as well as immunization have resulted in an impressive decline in infant mortality from 99 deaths per 1,000 live births in 1999 to 68 per 1,000 by 2004⁶. Under-five mortality rates have fallen by almost a quarter to 112 per 1,000 live births, down from 147. Encouraging progress notwithstanding, it is clear that much greater policy attention needs to be placed on MDG 5 – “Improving Maternal Health” - as promoting maternal health and reducing maternal mortality seems to be the Goal that is most resistant to change. From 2004 TDHS⁶ data, the country’s maternal mortality ratio is 578 per 100,000 – one of the highest rates recorded for sub-Saharan Africa. As this is one focus area of joint UN work, more detailed information can be found in the second part of this document.

Progress towards MDG 6 on combating HIV/AIDS, malaria and other diseases also remains a critical challenge, even though the latest data shows signs of stabilization in prevalence rates. Women are still more likely to be infected than men, but the age profile also varies by sex: prevalence peaks between 30 and 34 for women and 40 to 44 for men. The HIV/AIDS Indicator Survey (2003-04) showed HIV prevalence of about 7 per cent (6.3 per cent males and 7.7 per cent females) among adults aged 15-49 years, with urban residents having prevalence rates twice those in rural areas. Although prevalence rates have begun to decline, HIV-related deaths are likely to continue to rise for at least another ten years given prevalence rates to date.

Zanzibar has a matured epidemic and is not as severely affected by the HIV/AIDS pandemic as Tanzania mainland. That being said, if necessary measures do not continue to be implemented, the epidemic will escalate exponentially. HIV prevalence in the general population aged 12 to 59 years is estimated at 0.6 per cent (2002). Infection in Women is 4 to 6 times higher than in men. There are an estimated 6,000 adults and children living with HIV/AIDS (2002) and an unfolding challenge of orphaned children on the Isles.

Good progress has been made in preventing and treating malaria over the last three to four years. In particular, there has been a significant increase in the proportion of children under the age of five that sleep under insecticide-treated bed-nets. Tanzania is one of the few countries on track to meet the Abuja target as National Malaria Control Programme reports show the use of treated nets has risen to 26 per cent.

Current progress also shows that many of the targets under MDG 7 - “Ensuring Environmental Sustainability” - should also be attained by the target date of 2015. Access to water expanded throughout the 1990s; if the trend continues it would put Tanzania on track to meet the MDG water target. However, there is little useful data on sanitation and, where information does exist, it shows that there has been little change in access over the past several years.

⁶ Tanzania Demographic and Health Survey (TDHS, 2004)

Government Leadership of the Development Process

Tanzania has made great strides towards increased national ownership of development processes and has strengthened its development partnerships over time. Under the leadership of the Government, the MKUKUTA and MKUZA strategies were developed with extensive national stakeholder consultations. The strategies are underpinned by diagnostic work carried out within the framework of the national poverty monitoring system. Data on the characteristics, levels and geographic patterns of poverty, inequality and vulnerability in the country, increasingly disaggregated by sex, age and at rural, urban and district levels is available online and regularly updated.⁷

The MKUKUTA and MKUZA give equal weight to the growth, social well-being and governance dimensions of poverty and inequality. Development outcomes are defined and are recognized for being mutually reinforcing. Gains made as a result of addressing key governance issues will have a domino effect on social well-being or growth related outcomes and vice-versa. Within clusters, the cross-sectoral dependence for the achievement of a result is clearly shown – health related interventions can not be separated entirely from water and sanitation interventions or environment related priorities, to cite an obvious example. The centrality of better utilizing, developing and retaining capacity and institutionalizing participation at all levels is frequently referenced. MKUKUTA and MKUZA address more systematically cross-cutting concerns – HIV/AIDS, gender, the environment and employment. Priority target groups include children, youth, the elderly and people living with disabilities.

Development priorities articulated in the MKUKUTA/MKUZA are being implemented through core planning, budgeting and monitoring processes. The instrument for allocation of resources – the Strategic Budget Allocation System (SBAS) and its twin, the Planning and Reporting Database (PLANREP) - are both aligned to the MKUKUTA (for the mainland) and a tool for reporting that has recently been developed, known as RIMKU, will enable MKUKUTA Annual Implementation Reports to be generated much quicker and with the involvement of MDAs⁸ and local authorities. This rationalized national cycle includes a Public Expenditure Review (PER) process: a participatory mechanism led by Government that brings together civil society organizations and development partners (including the UN) to review how resources have been allocated and spent on development priorities. With the shift from sectors to clusters, work is ongoing to revitalize the PER process taking this shift into account.

The policy–budget link is articulated through the Medium-Term Expenditure Framework (MTEF) where development goals over the medium term are set with a view to attaining longer term goals: the MDGs in 2015 and goals articulated in Vision 2025 (Tanzania) and Vision 2020 (Zanzibar). Government rightfully places emphasis on medium-term planning and its link to the attainment of longer term development goals so as to ensure that interventions taken in the immediate to short-term do not perpetuate an over-dependency on donor aid and that gains made on the development front are sustained over time. These are legitimate concerns yet to be factored into broader discussions around a substantial scaling up of aid in the short-term. For the country to attain the MKUKUTA/MKUZA targets by 2010 and the MDGs by 2015, ambitious growth targets have been set (minimum 6 – 8 per cent, ideal target 10 per cent annually). While efforts to boost domestic resource

⁷ These indicators, compiled in the Tanzania socio-economic database (TSED), and their analysis can be viewed through Tanzania On-Line (www.tzonline.org).

⁸ (Government) Ministries, Departments and Agencies.

mobilization deepen, Government planning is still heavily determined by the predictability of aid inflows. The risks associated with a high donor dependency environment have been somewhat regulated through a Joint Assistance Strategy (JAST), where common principles of partnership have been agreed on between Government and DPs, including the UN. There has also been a concerted effort in 2006, to provide MTEF projections over the timeframe of the MKUKUTA to further empower Government planning systems.

Beyond committing to JAST principles, however, much work needs to be done to ensure that national processes - in particular the PER process - are strengthened, linked to the MKUKUTA and effectively used as the principal fora for inclusive policy dialogue.

Improving the Effectiveness of Aid: The JAST Environment

The Joint Assistance Strategy for Tanzania (JAST) was signed in December 2006 by Government and 18 DPs, including the UN. Taking direction from the earlier Tanzania Assistance Strategy (TAS, 2002), and the Rome (2003) and Paris (2005) Declarations⁹, the JAST is a Government-led, medium-term framework for managing development cooperation over the timeframe of the MKUKUTA. It is considered a forerunner in terms of setting out broad principles of partnership that Government and DPs commit to taking forward in their effort to improve the effectiveness of aid. The JAST recognizes Government leadership and national ownership of the development process, the need for more demand driven and innovative approaches to capacity development, the move towards greater domestic accountability and the requirement for reduced transaction costs and a rationalized dialogue architecture given the high donor presence in the country.

Box 1: The Development Partner Group¹⁰ in Tanzania

The Development Partner Group (DPG) is the coordinating body for Tanzania's 35 bilateral and multilateral development partners. A number of working groups on a range of sector and thematic areas have been established under the DPG to support national development and humanitarian efforts and better coordinate policy advice and programming support to reduce the contradiction and fragmentation of the past, and additionally give Government space to focus on Government business. The UN Resident Coordinator has the permanent co-chair role of the DPG, and UN Agencies participate in meetings at either the Country Representative level (for the main DPG meeting), or at the highest technical level (for DPG working groups).

With a view to keeping transaction costs to a minimum, the Development Partner Group prepared a Joint Programme Document (JPD) that serves as a common frame for individual Agency country plans. The JPD is aligned to the priorities defined in the MKUKUTA/MKUZA and to the principles set out in the JAST. Although the UN had already signed UNDAF II with Government, a collective effort was made to ensure consistency on the analytical sections

⁹ Tanzania Assistance Strategy (2002), the Monterrey Consensus on Financing for Development (2002), the Rome Declaration on Aid Harmonization (2003), the Marrakech Memorandum on Managing for Results (2004) and the Paris Declaration on Aid Effectiveness (2005).

¹⁰ The Development Partner Group includes: Belgium, Canada, Denmark, European Commission, Finland, France, Germany, Ireland, Italy, Japan, the Republic of Korea, Netherlands, Norway, Spain, Sweden, Switzerland, United Kingdom, United States, United Nations (UNDP, UNICEF, ILO, IFAD, UNFPA, UNIDO, UNAIDS, UNCDF, WFP, UNHCR, FAO, UNESCO, WHO, UN-Habitat), African Development Bank, International Monetary Fund, and World Bank.

and input was shared on UN support plans. For the UN, UNDAF II was subsequently annexed to the main document and referenced in this way, as was standard practice for most bilateral and IFI country support plans.

UN Response

In the current context, the UN plays an important role in national level policy dialogue: leading political dialogue at the quarterly Development Cooperation Forum (DCF) and co-chairing the monthly DPG meetings, together with a rotating bilateral partner, are two visible examples of that central role. The UN is also engaged in sector reviews and was taking part in PER discussions when these were being held. There is recognition that the quality of UN participation and engagement varies from sector to sector and that, overall, more could be done to strengthen the substantive contributions to dialogue processes. Harmonizing consultation processes will be a major challenge for UN Agencies, used to the practice of holding separate and lengthy consultations with sector ministries on UN Agency specific plans. In addition, while there is some experience with SWAPs and the basket funding modality, this is fairly minimal relative to the overall size of the UN's assistance portfolio, and much more will need to be done to bring the UN's assistance 'on budget' and JAST compliant over the coming years.

Upscaling innovation and piloting joint work using Government-led modalities or in unison with other DPs will have to be demonstrated. More and more, the UN will be held to account for not moving considerably forward on its 2006 Paris Baseline Indicators which show the organization as a whole lags far behind in terms of relying on national systems and mechanisms in place. At the minimum, the UN will need to make the 'step-change' from working at project level to engaging in sector-wide discussions bringing forward experience gained from its downstream work. The JAST notes that direct project funds to Government will be utilized for large-scale infrastructure investment, for piloting where particular service delivery innovations or policies need to be tested before being mainstreamed, and for emergency response where quick and localized service delivery is needed. These criteria will need to be applied to new UN programming work.

II. THE UN WORKING TOGETHER IN TANZANIA

Introduction

In the new aid environment, the UN has structured its collective contribution around those comparative advantages for which the organization is recognized. Drawing from the findings and recommendations of a 2005 Joint Strategic Review¹¹ of the UN's collective support to the implementation of Tanzania's first Poverty Reduction Strategy, the UN will align its support to national priorities, focus on the organization's comparative advantage with respect to other actors, provide support to unmet needs and build on past experience and ongoing efforts.

"Delivering as One" to achieve as much progress as possible in all four Ones, the UN will maximize its normative and analytic expertise, its operational and coordination capabilities and its advocacy role.

In line with obligations to treaties and international norms, the UN has the mandate, neutral political position and convening power to deliver advocacy messages on respect for human rights and human rights based approach to programming development activities and to support Government's strengthening of democratic structures and systems of good governance.

By promoting a human rights based approach to programming and the result-based management, attending to both process and outcomes, the UN can be an effective partner in ensuring that growth and the reduction of poverty are achieved in ways that promote equity, non-discrimination, participation and accountability.

The UN Agencies, Funds and Programmes have a multi-disciplinary experience and can draw on a repository of global knowledge and expertise. The UN should therefore play a more substantive role in providing technical assistance and policy advice and in monitoring the processes by which results are achieved.

The UN's combined operational and management capacities can add value in terms of supporting the Government's Decentralization-by-Devolution and in the roll-out of integrated financial and procurement systems to local government levels.

¹¹ 2005 Joint Strategic Review was conducted by an independent Review Team with the purpose of assessing UN contribution to the Poverty Reduction Strategy (PRS) and Zanzibar PRS, as well as facilitating the UN's updating of UNDAF objectives and strategies.

A. DELIVERING AS ONE RESULTS OF THE ONE UN PROGRAMME

Results to be delivered in the pilot timeframe (2007-2008) will be primarily achieved through the implementation of priority Joint Programmes in six focus areas drawn from UNDAF II (2007-2010). These are:

- Wealth creation, employment and economic empowerment
- Reduction of maternal and newborn mortality
- Support to national response to HIV and AIDS (mainland and Zanzibar)
- Capacity strengthening for development management
- Capacity building support to Zanzibar
- Human Security, Transition and Disaster Preparedness

The above areas were prioritized for UN support by the UN Country Management Team (UNCMT), together with the Government of Tanzania, in response to development issues currently high on the Government's development agenda: growth, particularly for rural areas, alongside poverty reduction efforts; increasing employment opportunities overall; reversing the stubborn maternal mortality rate that continues to be one of the highest in sub-Saharan Africa; and strengthening national capacity to manage the emerging demands of a JAST environment, including on the Zanzibar Isles. Given the UN's strong track record on humanitarian assistance, the UNCMT included a focus area that links humanitarian assistance and sustainable development in the One UN Programme that has two Joint Programmes, the support to the local governments in managing transition from the humanitarian phase to the sustainable development phase and the strengthening of Government's capacity in disaster preparedness and response. A common underlying thread across the six focus areas is UN capacity development support aligned to a key comparative advantage identified in the 2005 Joint Strategic Review.

Lessons learnt from ongoing joint work will inform the pilot. The Education Sector Management Information System (ESMIS) initiative is one of the best practices in terms of joint programming and was designed in 2006 already applying the principles of the 'Delivering as One', with three Agencies on board and the fourth about to join. The goal of the programme, which was developed in response to a specific Government request, is to establish an effective ESMIS, owned, operated and maintained by the Government of Tanzania, to provide information needed for a systemic view of the education sector and for evidence-based policy and decision-making for the sector as a whole. The current partnership has secured the technical assistance in supporting the design phase and two additional years of monitoring implementation from 2007 to 2009 (Annex 11).

Other examples of joint programming include several Agencies' HIV/AIDS activities on both the mainland and in Zanzibar, which will continue within the framework of the One UN Programme, two UN Agencies collaborated on the development of the Tanzania Socio-Economic Database (TSED) and six UN Agencies have been working collaboratively on a Human Security programme in Northwestern Tanzania.¹²

¹² Full title: Human Security, Risk Reduction and Disaster Preparedness, Assessment and Response and Transition from Humanitarian to Development Assistance.

It is important to note the direct link between the One UN Programme and overall UNDAF implementation, which will continue through Agency specific and Agency collaborative work. UN Agencies will continue to work towards the delivery of outcomes identified in the UNDAF through Joint Programmes but also through Agency specific work, the total being the UN's overall contribution to MKUKUTA/MKUZA implementation and the UN's contribution to achieving the MDGs. Beyond 2008, the One UN Programme will expand to include a larger frame of joint programmatic activity that builds on the achieved results of the first phase, and includes further areas for joint work related to emerging priorities and including priorities that have not been specifically included in the present One UN Programme: environmental issues and gender equality. The vision is that, over time, the One UN Programme will ultimately replace the need for an UNDAF and will be responsive to priorities pertinent to the development agenda at the time.

The six main focus areas of the One UN Programme are developed in the subsequent sections. Details specific to a particular Joint Programme, including on programmatic outputs, budgets, implementation arrangements and partnerships can be found in the relevant Joint Programme document Annexes.

2.1 Wealth Creation, Employment and Economic Empowerment

Annex 1

MKUKUTA Cluster I, Goals 2, 3 and 4

MKUZA Cluster I, Goals 2, 3 and 4

Background and Context

Despite steady economic growth over the past fifteen years, poverty in Tanzania remains particularly widespread in rural areas, and in unplanned and un-serviced settlements in urban areas. Poverty is overwhelmingly a rural phenomenon where 80 per cent of the poor live. Households dependent on agriculture are hardest hit, given food and nutrition insecurity in parts of Tanzania combined with minimal livelihood opportunities and a high level of unemployment. A growing informal economy with its characteristics of limited access to resources, poor working conditions and low wages and incomes is symptomatic of the growth trend. So far, growth has not succeeded in generating adequate employment to absorb the annual net increase to the labour force or reduce the proportion of the labour force that is currently under-employed. Youth, particularly those in rural areas, and mainly women, are most affected given their 'triple burden' with productive, reproductive and community responsibilities. Young men and women with disabilities are especially vulnerable.

Added Value of the UN

The UN will support national efforts to implement the National Employment Programme, thereby helping to create wealth and empower Tanzanians. By promoting a human rights based approach to programming and the delivery of results, attending to both process and outcomes, the UN can be an effective partner in ensuring that growth and the reduction of poverty are achieved in ways that promote equity, non-discrimination, participation, and accountability. The UN Agencies involved in this Joint Programme have multi-disciplinary experience and can draw on a repository of global knowledge and expertise.

Joint Outputs

The Joint Programme will focus on Mtwara and Lindi regions, which, according to the 2000/01 Household Budget Survey (HBS) had amongst the highest percentage of households below the poverty line by region. The selection of the two pilot regions is also a result of the need for the UN to attain quick wins that can be scaled up by government and other partners. The two districts will provide an opportunity to translate poverty eradication efforts at the national level with concrete results at the local level.

This Joint Programme aims at contributing to the MKUKUTA Outcomes in line with the priority selected by the UNCT on Wealth Creation, Employment and Economic Empowerment. The programme will target promotion of rural and private sector development with particular focus on youth employment and rural livelihoods.

The joint outputs for this Joint Programme are:

1. Strengthened institutional capacity to implement the national employment creation programme and make employment and incomes central to national policies.
2. Strengthened capacity of MDAs and LGAs¹³ and other stakeholders to monitor and manage food and nutrition security.
3. Increased and equitable opportunities for decent work and rural livelihoods with improvement in agro productivity, product quality and market access.

2.2 Reduction of Maternal and Newborn Mortality *Annex 2* *MKUKUTA Cluster II, Goal 2*

Background and Context

It is generally accepted that no single intervention can address the many causes of maternal and neonatal deaths, but that an improved package of services and information that reflects a response within and beyond the health sector can make a significant difference. In addition many maternal deaths could be avoided through the prevention of unplanned and unwanted pregnancies. Only 20 per cent of married women use modern methods of contraception, and 22 per cent express an unmet need for family planning. Although early childbearing is an additional risk, almost a quarter of women aged 15-19 have begun childbearing, and 40 per cent of women in this age group have no knowledge of family planning. The risk of maternal death is further compounded by economic, socio-cultural and gender inequalities, poor nutritional status, and HIV and AIDS related complications. Over the last decade, there has been a statistically negligible improvement in this key social indicator on maternal health, and a growing impatience for change.

Added Value of the UN

The national response to reducing maternal and neonatal mortality is well articulated in the MKUKUTA/MKUZA and operationalized through the National Road Map strategic plan (2006-2010) to accelerate a reduction of maternal and newborn deaths in Tanzania. The UN is

¹³ Local Government Authority.

strategically placed to jointly respond to the maternal and newborn health agenda as a neutral broker and trusted partner in development within the context of the national framework. Agencies have a unique role to play in facilitating multi-sectoral partnerships and long-term experience and expertise in addressing Maternal, Newborn and Child Health (MNCH) and in providing up-to-date scientific evidence to support the development and implementation of policies, protocols and guidelines. Given that no single intervention can respond to the many causes of maternal and neonatal death, different UN Agencies working together can provide an appropriate multi-sectoral response. Through joint efforts, the UN will bring to policy discussions valuable experience gained from district-focused work that is part of the Joint Programme.

Joint Outputs

Within the timeframe of this pilot, the UN will jointly support efforts that lead to increased and equitable access to comprehensive reproductive and child health services. Joint outputs aligned to the four strategic areas below will work towards:

1. Increased budget allocation and resource mobilization for maternal and newborn health

The first output will be achieved through conducting a joint costing exercise and improving costing and budgeting skills at national and district levels, together with an advocacy package for mobilization of resources for improving maternal and newborn health.

2. Improved information management for maternal, newborn and child health

The second output will be achieved through the strengthening of national and sub-national efforts to review and revise tools for improved data collection and use, and to improve maternal perinatal and neonatal mortality audit standards, to build national capacity for planning, monitoring and evaluation in the field of maternal and neonatal care.

3. Improved Health Systems for delivery of maternal and newborn care with a focus on Dodoma region

The third output will improve health systems through providing relevant skills for skilled attendance at birth and other aspects of maternal and neonatal care, supervision, procurement, logistics management of equipment and supplies. The Ministry of Health and Social Welfare has selected Dodoma region as a special focus for UN efforts, and a contribution will be made to wider national efforts through the health sector basket. An exercise will map current human resources for the provision of maternal newborn and childcare services.

4. Improved policies and practices to promote maternal and newborn health

Activities to achieve the fourth output of improved policies and practices to promote maternal and child health focus on addressing non health system factors, including socio-cultural research, an advocacy and communication package for use at the household and community level, reinforcing strategies for increased male involvement in family planning and Prevention of Mother to Child Transmission of HIV, a media campaign on maternal and newborn health, and support to national efforts to prevent and respond to gender-based violence.

2.3 Support to National Response to HIV and AIDS

Annex 3

MKUKUTA/MKUZA cross-cutting theme

MKUKUTA Cluster I, Goal 1/ MKUZA Cluster I, Goal 1

MKUKUTA Cluster II, Goals 1 and 2/ MKUZA Cluster II, Goals 1 and 2

MKUKUTA Cluster III, Goals 1, 2 and 4/ MKUZA Cluster III, Goals 1, 8 and 11

Background and Context

In Tanzania AIDS remains the leading cause of death among young adults. HIV prevalence rate in adults, 15-49 years old, is estimated at 7 per cent, with women (7.7 per cent) being slightly higher than men (6.3 per cent). For Zanzibar HIV prevalence rates among adults remains low at less than 1 per cent, though among specific populations such as drug users there are much higher rates. Some two million Tanzanian children have been orphaned or otherwise made vulnerable due to the epidemic -Tanzania HIV/AIDS Indicator Survey (THIS) 2003/04.

Among the urban population, the risk of being infected with HIV is double that for the rural population, for both men and women. Overall, women and girls have higher infection rates than men, however, and are more often infected at a younger age. Furthermore, sixty per cent of all new infections occur among young people aged 15-24 years old (THIS 2003/04). Stigma and discrimination against HIV/AIDS has a major role in fuelling the epidemic. Only 22 per cent of women and 27 per cent of men on mainland Tanzania and Zanzibar have an accepting attitude towards people living with HIV/AIDS (TDHS 2005). Some of the challenges of responding to stigma and discrimination include the need to address widespread gender inequalities and socio-cultural practices that promote a culture of silence and disempowerment. This ultimately contributes to an increased vulnerability to HIV infection among poor women and girls.

Added Value of the UN

While HIV/AIDS is accorded high priority on the development agenda, there has been a disproportional and significant increase in Government and DP's commitment towards financing AIDS care, treatment, support and mitigation of the impact of HIV and AIDS as opposed to a continued and intensified focus on HIV prevention. The UN has been challenged to re-assert its global leadership on intensified HIV prevention efforts as the most feasible approach to reverse the trend of the epidemic. Using an evidence-based approach, the UN will capitalize on its global and national experience, and in-country expertise to guide prevention efforts that address vulnerability issues to infection. In agreement with Tanzania Commission for AIDS (TACAIDS) and Zanzibar Aids Commission (ZAC), the World Bank has supported the UN to utilize part of the Government's TMAP¹⁴ funds to cover the unfunded gap of the HIV/AIDS Joint Programme.

Joint Outputs

Joint outputs are focused in four key activity areas: Prevention; Care, Treatment and Support; Impact Mitigation; and Enabling Environment.

¹⁴ World Bank's Tanzania Multi-sectoral HIV/AIDS Project.

1. Prevention

Preventing and decreasing the number of new infections remains the most feasible approach to reversing the epidemic. In support of the MKUKUTA and MKUZA national HIV/AIDS efforts, the Joint Programme has prioritized prevention for 2007. Crucial areas for successful prevention include: evidence-based approach; advocacy and policy dialogue; communication for behaviour change; capacity development for HIV prevention; reproductive health and commodity security; and life skills development and livelihood security.

2. Care, Treatment and Support

Care, treatment and support of people living with HIV and AIDS (PLHA) is a key component of effective comprehensive programmes to address the HIV/AIDS epidemic. It is a priority for the Government of Tanzania as outlined in the National Care and Treatment Plan for HIV/AIDS (2003-2008). The UN will therefore work in support of Government efforts to provide quality care, treatment and support for PLHA by addressing some of the challenges identified. In partnership with the Government, the UN will support efforts to ensure scaled up and sustainable access to antiretrovirals. This will involve, among others: building national level capacity; strengthening services for treatment and care of patients; and community-based care and support.

3. Impact Mitigation

The HIV pandemic in Tanzania has caused severe socioeconomic difficulties for the nation as a whole, as well as for communities, families and individuals. Acknowledging the importance of impact mitigation, the Joint Programme will support Government efforts aimed at mitigating the effects of HIV and AIDS by strengthening coping mechanisms of communities and families. It will support increased access to livelihood options so that PLHA have the chance to engage in productive activities. At the community level, structures and mechanisms to ensure attainment of nutritional requirements for those infected and affected by HIV/AIDS will be supported. For children infected and/or affected by HIV, support will be provided to ensure that they have access to both formal and informal education

4. Enabling Environment

Enabling environment comprises all issues related to the entire national response including: advocacy; policy and legal issues; resource mobilization; gender mainstreaming; and support to global initiatives.

Advocacy

Advocacy for HIV and AIDS will be achieved through mobilizing for political will and policy change in support of the national response at all levels.

Policy and legal issues

The Joint Programme addresses policy and legal issues in order to enhance a more enabling environment. This includes action-oriented advocacy for policy and legal reviews and reforms towards an equal and democratic society, an environment that in turn fosters individual and group rights to protection from all kinds of insecurities and discrimination.

Resource mobilization

Sufficient resources are fundamental to an effective AIDS response. Understanding the flow of financial resources — from funding source to actual expenditure — is an essential part of monitoring and evaluating the AIDS response. In this context, the Joint Programme will

advocate for resource mobilization to ensure that Tanzania attains mid and longer term commitments towards supporting the national response to HIV and AIDS.

Gender mainstreaming

Support will be provided at national and sub-national level to enhance capacities of institutions and other stakeholders to ensure that gender is mainstreamed into respective HIV/AIDS strategies and activities.

Support to global initiatives

The Joint Programme takes into account the role of the UN in supporting implementation of global initiatives in the efforts to combat HIV and AIDS including Universal Access, the Three Ones and the Unite for Children – Unite against AIDS campaign.

2.4 Capacity Strengthening for Development Management

Annex 4

MKUKUTA Cluster I, Goals 3, 4 and 5 Cluster III, Goal 2

Background and Context

In the current JAST environment, the Government is working towards enhanced capacity at the MDA, regional and LGA levels, to produce and implement strategic budgets in line with a results-based management approach. In addition, an improved capacity to deliver high-quality, timely and effective public services is needed, particularly at the LGA level. This has been outlined as a priority in the Government's Decentralization-by-Devolution policy. A third focus is on enhanced capacity across Government for meaningful engagement in dialogue processes and in support of Government's leadership role of the development process overall.

Towards capacity development, Government is implementing sector reforms and programmes and mainstreaming results, where applicable, into the normal structures and systems of MDAs, Regions and LGAs. The reforms include the Public Service Reform Programme, the Public Financial Management Reform Programme, the Legal Sector Reform Programme, the Local Government Reform Programme and the National Anti-Corruption Strategy and Action Plan.

Added Value of the UN

The UN will maximize the organization's comparative advantage as a trusted and honest broker, an impartial partner, a facilitator of dialogue as well as an experienced partner in capacity development, to build strategic partnerships and extend the UN's local and global knowledge networks to Government.

Joint Outputs

The UN will jointly work towards strengthening national ownership and Government leadership of the development agenda through capacity development in the following three strategic areas:

1. Knowledge generation, analysis, and use
2. Planning, budgeting and reporting
3. Monitoring, evaluation and communication

Within the timeframe of this One UN Programme, joint outputs for each of the three strategic areas are:

1. KNOWLEDGE GENERATION, ANALYSIS AND USE

(i) National research capacity strengthened

Innovative and inclusive research methodologies will be promoted (including through support for community participation), with focused attention to issues of vulnerability and poverty reduction, and attention to both national and sub-national capacity development. Participation in and support for the Research and Analysis Working Group of the MKUKUTA Monitoring System (and its equivalent for Zanzibar) will be a key feature of this component.

(ii) Increased skills in production of gender sensitive evidence-based policy analysis including gender budget analysis

This will include support for in-depth analysis of research findings, survey results, and costing options to support policy development around priority themes from a gender perspective.

(iii) Improved knowledge management and dissemination

This will involve support for production, storage, and dissemination of research results, information, data and analysis in different forms pegged to different users. Participation in, and support for, the Communications and Dissemination Working Group of the MKUKUTA Monitoring System will be a key feature of this component.

2. PLANNING, BUDGETING, AND REPORTING

(i) Strengthened functioning of the PER: cluster working groups and secretariats

The UN will provide technical assistance to sector and cluster PER studies and support to management of working groups at sector, cluster and high levels. In addition, support will be provided to strengthen the link between the outputs of the monitoring systems, PER and the budget.

(ii) Improved quality of resource allocation (and budget preparations and processes, SBAS/PLANREP and MTEF)

Under this area, support will be provided to strengthen the capacity to localize national policies and strategies by aligning them to sectoral and local level planning processes, to prepare short- and medium-term strategic public investment plans, programmes and budgets.

(iii) Strengthened planning and coordination at LGA level (including PLANREP and local government monitoring systems)

This component will involve provision of technical support to strengthening systems for resource allocation (SBAS & ZBAS) and systems for reporting and communication (RIMKU). The support will include search for innovative mechanisms to enhance reporting and communication (including communication at the local community level). In addition there will be support provided for staff training and provision of equipment to improve coordination capacity in LGAs.

3. MONITORING, EVALUATION, AND COMMUNICATION

(i) Improved availability and use of disaggregated data (sex, age, income, geographic location to the sub national level)

In order to enhance the availability and use of disaggregated data, the UN will provide support to national institutions involved in data collection and analysis with a focus on strengthening the data collection process and the capacity to carry out analysis.

(ii) National capacity for monitoring and evaluation enhanced

Support will continue to be provided for the maintenance of routine data systems, first level analysis of census, survey information (National Bureau of Statistics/Planning, Economy and Empowerment), the Tanzania Socio-Economic Data-Base (information regularly uploaded onto the popular data-base), and the strengthening of statistical literacy at the MDA and LGA levels. The UN will also contribute to national surveys such as the Integrated Labour Force Survey, (ILFS), Agriculture Survey, Household Budget Survey, Demographic and Health Surveys, Human Development surveys among others. Production and analysis of gender-disaggregated data will be promoted, and sub-national disparity issues will be highlighted, with a focus on equity.

(iii) MKUKUTA communication strategy operational and participation of non-state actors promoted

Under this output, support to the MKUKUTA communication strategy is an area where the UN can share experience, including in the area of strengthening public information systems. Participation of non-state actors in the implementation of the communication strategy will be a key feature of this component.

2.5 Capacity Building Support to Zanzibar **Annex 5** **MKUZA Cluster I, Goal 2** **Cluster II, Goals 2, 4 and 7** **Cluster III, Goals 4, 8 and 9**

Background and Context

Over the past decade, Zanzibar has registered progress in economic performance and growth, recording an average annual growth of about 4-5 percent, with GDP growth reaching 6.1 per cent in 2006. Economic growth has been largely driven by the service industry as well as by the agriculture sector.

There has been an improvement in pre-primary, primary and basic education enrolment levels, though more effort is needed to reduce gender disparities at tertiary levels and improve the quality of education overall. Notable progress is evident in the significant reduction of infant (75.3 per 1,000 in 1996 to 61 per 1,000 in 2004/05) and under-five mortality rates as well as reduction in malaria cases. Zanzibar's ability to reduce the country's maternal mortality ratio is hampered by limited access to reproductive health services, especially for emergency obstetric care for young and poor women. Nearly 60 per cent of women, a majority of them are poor, deliver at home without the assistance of a skilled attendant (DHS 2004/5). The social, cultural beliefs and practices, compounded by gender based violence and socio economic status, affect women's health and development in general. Water and sanitation systems are inadequately developed especially in rural areas, and further strained by the growing tourism industry.

Critical to any significant progress on the development front are underlying reform processes particularly in strengthening the public financial management system as well as governance reforms to enhance transparency and accountability within the public sector. Systematic gender mainstreaming in policies, programmes, and interventions is a recognized need, as is addressing high unemployment rates especially among youth.

Added Value of the UN in Zanzibar

The UN system's long engagement in Zanzibar was recognized by a 2005 Joint Strategic Review as a clear comparative advantage that the country team could make best use of. Following disputed elections in 1995, many OECD countries withheld development assistance to the Isles and only re-engaged after the political accord ("the Muafaka") was signed in January 2001. The UN not only sustained critical support to priority sectors in uncertain times, but also played a role in brokering a new political understanding. The Review Team undertaking the Joint Strategic Review concluded that dialogue had maintained a sense of stability, and in such an environment, development efforts were not severely undermined.

The above notwithstanding, Government institutions in Zanzibar face significant capacity challenges. Absorptive capacity is low in a context where the scaling up of development assistance is likely to increase in the near future. In addition, service delivery remains at inadequate levels, with capacity constraints faced by public institutions. The UN will leverage its long engagement in Zanzibar to support institutional development and core reform processes given its experience with support to the mainland.

Joint Outputs

The UN will jointly work towards supporting all three clusters of the MKUZA. Within the timeframe of this One UN Programme, expected joint outputs are:

1. Wealth creation, employment and economic empowerment

The UN will contribute to the achievement of increased access to sustainable income opportunities, productive employment and food security in rural and urban areas and pro-poor growth. The focus will be on promoting an enabling environment for the development of the micro and small-medium enterprises and development of entrepreneurship skills for youth, women and PLHA.

Guided by the Zanzibar job creation programme, the interventions will support the empowerment of youth, women, PLHA and people living with disabilities through strengthening their capacity to benefit from emerging opportunities in the key sectors including agriculture, tourism, manufacturing and trade. The focus will be on entrepreneurship development, business development services, flexible access to financial services and enhanced use of technology including information and communication technology. Partnership with civil society organizations (CSOs) and private sector organizations will be pursued to enhance sustainability.

2. Reduction of maternal, newborn and child death and improved social services

The UN will contribute to the achievement of increased access to quality basic social services for all by focusing on the poor and most vulnerable and subsequently to improved well being and access to quality social services with an emphasis on poor men and women

and vulnerable groups. Interventions will address key issues related to addressing maternal, newborn and child deaths; improving community access to social services in vulnerable areas; and development of social protection strategies.

To improve access to social services in vulnerable areas, the UN will support analysis and evidence-based advocacy to influence planning and resource allocation to the provision of basic social services to most vulnerable groups and areas. The community will be mobilized and empowered to participate in their development and advocate for better services delivery. The UN will contribute to the policy dialogue process on the development of a social protection framework from a human rights based approach.

3. Capacity for development management

The UN will contribute to strengthening democratic structures and systems of good governance as well as the rule of law and the application of human rights, with a particular focus on the poor and vulnerable groups and a society governed by the rule of law and government that is predictable, transparent and accountable. Under these broad outcomes, the Joint Programme will concentrate on improving the provision of timely and reliable information and data for monitoring as well as enhanced implementation of core reforms and strengthened development management, including budgeting; mid-term planning and Public Expenditure Review; systems for resource allocation; and monitoring and reporting.

In addition, to enhance participation from civil society, including the private sector, and consultation with all stakeholders in policy dialogue and decision-making, the UN will support the strengthening of the organizational, technical and advocacy capacity of civil society institutions including community based organizations and their networks.

2.6 Human Security, Transition, and Disaster Preparedness¹⁵

2.6.1 Managing Transition from Humanitarian to Sustainable Development in Northwestern Tanzania

Annex 6

MKUKUTA Clusters I, II and III

Background and Context

Tanzania has been a safe haven for refugees fleeing conflict in neighbouring countries for decades. Since hundreds of thousands of refugees came to Tanzania from Rwanda, Burundi and the Democratic Republic of Congo (DRC) in the 1990s, UNHCR and the Government of Tanzania have ensured the protection of these refugees and met their basic needs through large-scale humanitarian field operations in Kigoma and Kagera Regions, together with WFP, UNICEF and many non-governmental organizations.

While peace and security remains fragile in the Great Lakes region, the prospects for achieving solutions for the refugees in Tanzania are today the best in over a decade. Over the past five years, more than a quarter of a million Burundian refugees have been assisted to return home, and some 27,000 have been repatriated to the DRC since the facilitated

¹⁵ This area of focus includes two Joint Programmes: Capacity building for Disaster Preparedness and Managing Transition from Humanitarian to Sustainable Development in Northwest Tanzania. The latter is expected to be finalized by December 2007 for implementation starting in 2008.

return operation got underway in November 2005. Nearly 100,000 more refugees are expected to repatriate or resettle to third countries during 2007.

Progress in achieving solutions has resulted in a significant decline in the number of refugees living in Tanzania. At the beginning of 2004, 479,770 refugees were living in thirteen camps in Northwestern Tanzania. According to current planning projections, by the end of 2007, fewer than 200,000 refugees will remain in six camps. Humanitarian operations for the benefit of refugees have already been scaled back considerably and will decrease rapidly over the coming two years.

The massive humanitarian operation, however, makes a significant contribution to the regional economy through the construction and maintenance of roads, airstrips and other infrastructure, and resulting from the multiplier effect of salaries and local procurement. Local Tanzanians also benefit from programmes implemented for the refugees. Nutritionally vulnerable Tanzanian children are the majority beneficiaries of supplemental feeding programmes and, in some cases, up to half the patients in refugee camp health care facilities.

Foreseeing the negative consequences that could result from the withdrawal of humanitarian actors from the region, the UNCMT established the Northwestern Tanzania Task Force in 2002, shortly after repatriation to Burundi began. Through the Task Force, UNHCR, WFP and UNICEF established a common strategic framework for ongoing programmes in the refugee hosting areas, and promoted the involvement of UN development Agencies, such as FAO, UNIDO, WHO, IFAD and others.

In 2004, as a result of the work of the task force, a joint Human Security Programme for Northwestern Tanzania was developed. Within this programme, six UN Agencies (UNDP, FAO, UNIDO, UNICEF, UNHCR and WFP) support refugee-hosting communities in Kigoma and Kagera Region in five core areas: strengthening local governance, reducing the threat from illicit small arms and light weapons, increasing food security, mitigating and reversing environmental degradation and addressing the impact of HIV/AIDS.

Added Value of the UN

Similar to Zanzibar, the UN's work in Northwestern Tanzania was cited as important in a 2005 Joint Strategic Review. Beyond the humanitarian focus, the Review Team assessing UN support to the country's first PRSP pointed to the importance of linking this support to development priorities that were equally critical for the region and host communities. Promoting peace and development in the Great Lakes region was signalled as another clear area where the UN had an important role to play.

Joint Outputs

The UN will continue to work towards achieving key outputs identified in the five core areas listed above, up to the end of 2007, which is when a current joint programme on Human Security concludes. The UN will develop a Joint Programme and joint outputs linked to a transition from the humanitarian to the sustainable development phase focusing on the priority areas to be confirmed in consultation with the Regional and District Governments in Kagera and Kigoma regions. The priority areas identified to date, aligned with the Regional/District Government priorities, include: wealth creation and micro-enterprises; governance – empowering to manage; peace and security; environment and energy; health and nutrition; and education. All of these areas will include relevant aspects of cross-cutting issues, such as culture of peace, HIV/AIDS, human rights based approach to programming,

gender and water and sanitation. Currently, more detailed analytical works – socio-economic analysis of the regions; stakeholders analysis; mapping and analysis of availability; gap analysis, etc. – to identify the priority outputs and to formulate strategies to achieve these outputs are being undertaken jointly by 15 UN and international organizations. Close consultations with the Regional and District Governments have taken place and will continue throughout the process. The programme design is expected to be concluded by December 2007 and implementation will begin in January 2008.

2.6.2 Strengthening National Disaster Preparedness and Response Capacity

Annex 7
MKUKUTA Cluster II
MKUZA Cluster II

Background and Context

Tanzania is prone to natural hazards including drought and agricultural pests, floods and earthquakes that destroy infrastructure and cause food insecurity and health problems. The peripheral effects of the December 2004 Asian tsunami on the Tanzanian coast is a reminder of disaster potentials previously not considered and the recent outbreak of Rift Valley Fever (RVF) in February 2007 was not adequately prepared for. In addition, based on the migratory patterns of birds, avian influenza pandemic is considered an emerging threat, with East Africa identified as a risk zone.

Persistent and emerging disaster risks have highlighted the need to strengthen national structures in Tanzania to minimize these risks, prepare for potential disasters and support the building of sustainable capacities to manage a response in case a disaster strikes. This Joint Programme seeks to strengthen national disaster preparedness and response capacity in three key areas: (1) disaster risk assessment; (2) disaster preparedness planning and early warning mechanisms on all administrative levels; and (3) building response capacities. The UN, through this Joint Programme, plans to provide support to strengthen capacity in Disaster Risk Management within the Government. Support will be coordinated by the Disaster Management Department (DMD) of the Prime Minister's Office and Chief Minister's Office in Zanzibar. Disaster management is one of the Government priorities and efforts have been made to streamline disaster reduction strategies in various policies and programmes including the MKUKUTA and MKUZA.

Added Value of the UN

The 2005 Joint Strategic Review identified humanitarian intervention as one of the three areas where the UN has a comparative advantage. The Review Team also noted that the UN has a clear role in responding to humanitarian need and that the UN's capacity to work across the humanitarian-development continuum makes the UN a natural leader in this field. Building national capacity in disaster preparedness and response provides a link between development and humanitarian assistance that aims to achieve prevention and mitigation of potential major risks triggered by various types of disasters in Tanzania.

Joint Outputs

The UN support will be based on the national principles outlined in the disaster management policy and follows the institutional structures described in the National Operational Guidelines. The framework of the proposed support to national disaster management capacities in Tanzania follows a series of consultative processes that involved UN Agencies

and Government counterparts. Recent experiences with disasters over the past 18 months on the Tanzania mainland and in Zanzibar have underlined the urgency of acting now. The formulation of the capacity requirement also took into consideration various baseline studies - including the DMD risk mapping exercise 2003/04, the Comprehensive Food Security and Vulnerability Analysis 2005/06 and the most recent, the National Capacity Development for Emergency Food Security Assessment and Preparedness, 2007.

The Joint Programme will help enable the mainland and Zanzibar to better address both disaster risks and disaster impacts in the future. Apart from the greater consciousness of disaster risks among the population of the country, the project allows for the expansion of capacity in disaster risk management and the raising of awareness across many institutions and organizations, both governmental and non-governmental. The Joint Programme aims to closely address the current and expected disaster profile of Tanzania and will hope to see the focus directed towards the level of activity at which disasters occur – at district level and below, among communities and families – with strong co-ordination and facilitation provided by institutions located at the center. The Joint Programme aims to ensure that disaster risk management is seen as essentially a multi-sector and multi-stakeholder activity, cutting across departmental boundaries where staff understands their roles and responsibilities. The ultimate expected result of this Joint Programme is a reduction in disaster risk within which development goals and objectives are protected and enhanced.

B. A VISION OF THE ONE BUDGETARY FRAMEWORK AND THE ONE UN FUND IN TANZANIA

The One Budgetary Framework (Annex 8) will provide an overall picture of the consolidated UN investments in Tanzania. The Framework will show the UN's aggregate planned budgets and funding gaps based on both UNDAF and the One Programme linking planned input and expected outputs as per UNDAF outcome or Joint Programme outputs in the One UN Programme.

The One Budgetary Framework will be an important mechanism to track the UN's progress on key indicators listed in the 2006 Paris Baseline Survey. Improvement will contribute to the MTEF exercise and align the UN more closely with the requirements of the JAST.

The One UN Fund

The One UN Fund is the mechanism through which donors finance 1) the un-funded portion of the Joint Programmes, 2) UN joint work plan in the area of operations and change management and 3) One UN Communication Strategy in the One UN Programme. The One UN Fund will streamline the management of donor contribution to the One UN Programme and will endeavour to use Government systems and procedures where possible, aiming to make progress on the UN's commitment to the Paris Declaration. The legal documents necessary for One UN Fund are being finalized and it will be established when the first donor contribution is confirmed. The document that enables participation in the One UN Fund includes the Memorandum of Understanding (MOU) between the participating UN organizations, the Administrative Agent and the Resident Coordinator; and the Letter of Agreement (LOA) between respective donors and the Administrative Agent. Terms of Reference (TOR), annexed to MOU and LOA, outlines the purposes and principles, governance and management arrangements, auditing and reporting (Annexes 9 and 10).

With support from the Administrative Agent, UNDP Multi-Donor Trust Fund Office (MDTFO) in New York, the UNCT will establish an online mechanism to track the fund movement of the One UN Fund. The tool will facilitate reporting to the Government/UN Joint Steering Committee (JSC) and donors and provide transparency.

The total funding requirement in the following three areas is estimated to be US\$ 74 million (see Table 1).

1) Joint Programmes (US\$ 71.3 million¹⁶): The current funding gap (US\$ 28.2 million) of the seven Joint Programmes need to be quickly funded in order to achieve the identified key outputs and demonstrate that the UN is working to deliver more efficiently, effectively, cohesively and strategically in its areas of comparative advantage.

2) Joint Work Plan in the areas of operations and change management (US\$ 2 million): Efforts to harmonize operational processes, procedures and systems among various UN agencies will focus on reducing transaction costs of the Government, partners, donors and the UN and increasing the UN's cost effectiveness and efficiency. The joint work plan will be developed covering the areas of administration, finance, human resources, information and communication technology, procurement, logistics and transportation, reporting and auditing and will be incorporated into the inter-agency Operations Management Team work plan for 2007 and 2008. The joint work plan will aspire to make progress on the UN's commitment to the Paris Declaration by promoting the increased use of Government systems and procedures.

3) One UN Communication Strategy (US\$ 700,000): The Strategy has been developed to support a UN 'Delivering as One' and to ensure a continuous, systematic and timely sharing of information. The Strategy identifies the following key results for 2007 and 2008:

- a) UN staff well-informed about UN reform and One UN pilot in Tanzania
- b) Increased Government understanding, ownership and leadership of the One UN process
- c) Increased public awareness and support for the One UN in Tanzania
- d) Improved accuracy of media reporting on the One UN in Tanzania
- e) Increased Development Partners access to timely information on the One UN
- f) Increased understanding and support from Civil Society Organizations on the One UN

Management of the One UN Fund

New resources provided by donors to support the unfunded portions of the One UN Programme will be pooled in the One UN Fund. The One UN Fund combines the UNDG-agreed pass-through funding and pooled funding modalities with one Administrative Agent for the One UN Fund and one Managing Agent for each of the Joint Programmes, Joint Work Plan and the One UN Communication Strategy. The JSC in Tanzania will be responsible for overall management of the One UN Fund. The JSC will provide strategic leadership of the One UN Fund and determine the allocation of these funds following an agreed criteria and procedures. The JSC will consist of the representatives of the Government of Tanzania, Representatives of participating UN organizations and a Development Partner representative and will be co-chaired by the Permanent Secretary of the Ministry of Finance and the UN

¹⁶ Including support costs

Resident Coordinator. While the Administrative Agent will be responsible for the administration of contributions received from donors, the provision of consolidated narrative and financial reports and a summary report of audit, the Managing Agent will be responsible for managing each of the Joint Programmes, including fund transfers to partners and will be accountable for outputs and the preparation of narrative, financial and audit reports.

Next Steps

Completion of the One Budgetary Framework and the establishment of the One UN Fund would enable the UN to develop a joint UN resource mobilization strategy including the code of conduct for agency specific resource mobilization during the pilot phase. The UN aims to increase multi-year, un-earmarked and un-conditional donor contributions to the One UN Fund.

Table 1: Overview of One Programme Budget (US\$ million)

	Budget	Funded	Likely to be funded	Unfunded
Joint Programmes*	71.3	31.1	12	28.2
Joint Work Plan	2.0	0.5	0	1.5
Communication Strategy	0.7	0.4	0	0.3
Total	74	32	12	30

*: Includes support costs (Budget 6 million).

III. OPPORTUNITIES, RISKS AND CHALLENGES

The One UN Programme presents an opportunity for the UN Country Team to pool its technical, operational and management capacities in responding to national priorities. By reducing overlap and rationalizing the organization's large portfolio of projects, the UNCT will be able to more fully align with the requirements of the JAST, and to make significant progress on the 2006 Paris Baseline indicators.

Two separate 'macro assessment' reports of the public financial management system for the mainland and for Zanzibar provide important baseline information to guide the **progressive shift to a reliance on national audit and reporting systems**. The macro assessments were a prerequisite to the launch of the Harmonized Approach to Cash Transfers (HACT), a new tool for four UN Agencies (UNDP, UNFPA, UNICEF and WFP) and is expected to lead the way in terms of streamlining and harmonizing business practices.

Building on the UN internal Division of Labour agreed in 2006, the UN will further **rationalize the internal UN dialogue architecture** aligned with DPG Division of Labour in the context of national dialogue processes. Inter-Agency coordination mechanisms will be reinforced, and beyond the sector level, cluster coordination will take on a prominence distinct from the past. A supportive institutional arrangement that sustains joint implementation, as well as joint monitoring and accountability for results will be a critical factor for success of the One UN. The UNCT's transition to new ways of working and resulting effectiveness of the UN in Tanzania will be tested.

A second critical factor for success of the One UN Programme will largely depend on the UN's ability to remain **strategic and focused**, while respecting the principle of inclusiveness. This is an ongoing challenge. Government leadership and the UN's ability to work together, and in partnership with Government will be put to the test in achieving the right balance. Decisions should best serve the country, and the growing impatience to see results that make a difference in the lives of the poor and most vulnerable. A UN spread too thinly, and trying to do too much, is not a UN serious about reform.

Given the current landscape, the need for **a change in skills mix** within the UNCT will be reviewed through a capacity assessment and the recruitment of Cluster Advisors is planned to reinforce capacity and support policy level engagement including the PER processes. 'Re-tooling' is a further option for staff with potential and interest in working upstream; and the UNCT will make full use of the UN's pool of resources to bring in short-term expertise for specific assignments. The staff performance appraisals will have to include a recognition of individual contributions to UN reform.

Significant challenges remain on the operational front to advance the agenda of common services and harmonization of systems, processes, procedures, rules and regulations among the UN Agencies in the areas of Finance, Administration, Human Resources, Procurement, Information and Communication Technology, Auditing, etc, for which assistance from respective Headquarters will be crucial.

The accountability of Heads of Agencies to respective organization's senior management and the governing board in the context of 'Delivering as One' and 'One Leader' also needs further clarification and agreement.

The table below is a first analysis of potential risk factors that could affect the ability of the UN to Deliver as One. The analysis will be refined following the findings of a joint financial accountability and audit mission.

Table 2: Risk Factor Analysis of the One UN Programme		
Risk	Probability	Mitigation Measure
Transition of UN staff's skill set required to balance policy and programme skill mix and address capacity gaps	High	Assessment of human resource requirements and subsequent reassignment and/or reorientation of staff to balance skill set.
Agency and staff accountability for UNDAF and JAST results at all levels	Medium	Agency performance assessments in line with the requirements of the JAST and UNDAF.
Lack of continuity and institutional memory due to turn-over of staff	Medium	Team building processes initiated, UNCT retreats for consensus building, and systems in place for documenting process; An effective Communications Strategy supporting the One UN pilot overall.
Bureaucratic administrative and operational procedures of different Agencies	High	A systematic mapping of bottlenecks based on experience over a given time frame; dialogue between the UNCT and HQs on suggested improvements; a streamlining of Agency procedures and alignment with national processes.
Centralized authority at Headquarters and Regional Offices	High (esp. for specialized Agencies)	Greater devolution of authority from Headquarters and Regional Offices to Country Offices.
Lack of support from Headquarters and Regional offices	Medium	Keep HQs and Regional offices abreast of progresses and needs of country offices; Mobilize collective actions among UN Agencies in-country to request HQs and Regional Office support.
Maintaining a unified UN presence at country level in a cost-effective manner	Medium	Virtual 'One UN Office' with increased use of flexible, cost sharing and cost saving options for common premises and services (ICT, coordinated finance and HR procedures, UN Building etc).
Many and uncoordinated voices of different Agencies, giving inconsistent messages to Governments and partners	High	Strengthened RCO staffing and capacity; Joint communication strategy developed and used to guide communication at all levels; Internal DoL applied.
Weak coordination with and among local stakeholders	High	Coordinated communication with partners; Capacity development for stakeholders where need is identified.
Limited flexibility of Agencies' global/regional programmes to effectively respond to immediate country-level needs and priorities	Medium	Global and regional programmes derive from country needs; Coordinated mobilization of Agencies' expertise to support emerging needs.

Table 2: Risk Factor Analysis of the One UN Programme		
Lack of Government leadership and ownership of 'Delivering as One'	Medium	Active and regular engagement of JSC and Joint Task Force; thorough briefing and engagement of line ministries and local governments by all UN Agencies
Supply-driven provision of Technical Assistance programmes	Medium	Support to the demand-driven Technical Assistance Facility.
Limited coordination within the UN and with partners at the implementation level	Medium	Institutionalize the internal division of labour, complete joint baseline assessments, planning and peer reviews with participation of partners.
Lack of effective collaboration between UN Agencies delivering on common results	Medium	Strong institutionalized and Government-led coordination mechanism; Joint resource mobilization and shared accountability for results.
Limited resources for delivering on the UNDAF results	High	Donor commitment to UN Reform; Resources for UNDAF implementation; Alignment with JAST environment.
Mutual reinforcement of Agency accountability (for implementation, monitoring and reporting on results) and collective UNCT responsibility for outcomes of the UNDAF	Medium/High	Joint monitoring and reporting with clear indicators and clear lines of accountability toward outcomes; DoL with agreed ToRs.

IV. INSTITUTIONAL AND IMPLEMENTATION ARRANGEMENTS

At the One UN Pilot Level

An internal UN Division of Labour, together with DPG Division of Labour as per the requirements of the JAST, will assist the Country Team working more definitively through identified lead or active Agencies at the sector level and through designated 'UN spokespersons' in national dialogue processes. This innovation will fundamentally change the way UN Agencies work together, raising to a higher level the need for close collaboration and exchange of knowledge and experience. The UN will be able to approach and respond in a more holistic manner, with Agencies working at sector-wide or even cluster level as opposed to focusing solely on what falls within specific mandates.

For the One UN pilot, the JSC and JTF will provide the mechanism for regular dialogue between Government, DPs and the UN. ToRs for this dialogue structure have been agreed with clear roles and responsibilities related to policy guidance, programme design and delivery, resource mobilization, monitoring and evaluation, strategic partnership and communication. A copy of the ToRs can be downloaded from www.untanzania.org.

The UN - Civil Society Advisory Committee (UNCSAC) is an established forum for regular dialogue on UN reform with local stakeholders. UNCSAC draws membership from umbrella NGOs, faith-based organizations, trade unions and the private sector. It is an important mechanism to enhance an appreciation for the unique role that civil society plays in the development process of the country and, within the context of the JAST, facilitating greater domestic accountability in terms of delivery of results.

At the Joint Programme level¹⁷

The Joint Programmes will be implemented as integral parts of the One UN Programme and each will be managed through established mechanisms including the Joint Steering Committee.

A standardized funding arrangement through the One UN Fund has been agreed for all Joint Programmes and defined in the Memorandum of Understanding and the Terms of Reference of the One UN Fund (see "Management of the One UN Fund, page 25).

Resources from the One UN Fund will be used to fund unfunded portions of the Joint Programmes. Fundraising activities will be coordinated by the Resident Coordinator's Office, and will target DPs and the Government of Tanzania.

Each Joint Programme has defined its own specific management structure at programme level and these are fully spelled out in the individual Joint Programme documents and Memorandum of Understanding between the Managing Agent and Participating UN Agencies following the 2003 UNDG Guidance Note on Joint Programming.

¹⁷ A harmonized mechanism, across the Joint Programmes, for the management of funds will be defined in the Memorandum of Understanding of the One UN Fund and each of the Joint Programmes. The mechanism will simplify and streamline disbursements, reporting and accountability lines while ensuring a greater use of national systems, where possible.

Each Joint Programme's Managing Agent will be responsible for the management of the Joint Programme, both financially and programmatically, following the norms and procedures defined in the Memorandum of Understanding of the One UN Fund and each Joint Programme.

Pooled funding, as in the case of the One UN Fund, is the preferred modality. The UN aims to incrementally increase pooled funding over time for the individual Agency funded portions as well. As pooled funding will be introduced gradually, for the current transition phase, parallel funding mechanisms will also be used for UN Agencies to support Joint Programme implementation with existing funding.

At the Joint Work Plan Level

A number of priority activities of the Joint Work Plan that will support the UN's transition to a new way of working, will be identified and incorporated in the Operations Management Team (OMT) work plan. The Joint Work Plan includes pursuing common services and harmonization of systems, processes and procedures in the areas of Finance, Administration, Human Resources, Procurement, Information and Communication Technology and providing support to One UN Offices in Zanzibar and Northwestern Tanzania. The UNCT will also look into possible co-location of inter-Agency teams working on Joint Programmes, and/or supportive working arrangements to facilitate joint work throughout the stages of Joint Programme implementation, monitoring and evaluation.

Monitoring and Evaluation (M & E)

There will be three tiers of monitoring and evaluation of the One UN pilot. The first tier will measure the success of the pilot globally against a standardized framework to be developed at the headquarters level for all the pilots.

The second tier will monitor progress towards the Paris Baseline indicators that hold Development Partners, including the UN, to account for progress towards aid harmonization and alignment. For this level, a benchmark document was developed against locally monitored Paris Indicators that show UN scores alongside other Development Partners as of 2006 when the Survey was conducted. The matrix is to be complemented by additional process indicators, such as those reflecting change management progress, and the matrix will be the basis for continuous monitoring of the UN Reform process.

The third tier will be guided by the overarching M&E framework for the UNDAF, but given that this framework relies as far as possible on the existing national poverty monitoring systems in place, the monitoring and evaluation of lower level results will be carried out within Government's framework of routine data collection at the sector level.

The Joint Steering Committee will monitor progress towards the achievement of the One Pilot results, guided by the strategic leadership of the Resident Coordinator who will ensure that the M&E framework of the One Programme generates information on results, human rights based outcomes, as well as on process indicators where relevant. The Annual Review to gauge progress on UNDAF II implementation will equally serve as the forum for evaluation of progress on the 'Delivering as One' pilot.

The Resident Coordinator and the UNCT will ensure that any additional analytical work, studies or surveys do not duplicate or undermine the efforts of the national poverty monitoring systems, and that timely and quality reports are shared with relevant actors

engaged on the same. A standardized evaluation report will be used for all reporting requirements based on existing agreed models, and with clear reference to the reports of major sectoral reviews, the Annual Implementation and Status Reports of the MKUKUTA/MKUZA, as well as the bi-annual Poverty and Human Development Report. Information, knowledge and lessons learnt from the two-year pilot will inform any improvements in design, further alignment and scaling up in the One Programme successor to the pilot.

Reporting

The financial reports shall be prepared in accordance with the UNDG agreed categories and the narrative reports in accordance with the UNDG results based Progress Reporting Guidelines, until a harmonized reporting format and procedure is agreed between the Government and the UN.

The Resident Coordinator will share annual consolidated financial and narrative progress reports, consolidated final narrative and financial reports and the consolidated final financial statement with the participating UN organizations, the Joint Steering Committee and donors. The consolidated reports will be posted on the websites of the One UN Tanzania, www.untanzania.org.

The Administrative Agent shall prepare a financial report and a final financial statement on its activities as Administrative Agent.

Human and Financial Resources Required

The Human Resource requirements of the One UN Programme will be elaborated following the competency and skills assessment.

It is estimated that implementation of the One Programme will require US\$74 million, of which US\$32 million is already available from existing funding arrangements. A current funding gap of US\$42 million includes US\$12 million, which is likely to be funded in due course, leaving US\$30 million to be funded through the One UN Fund.

Contact information:
United Nations Tanzania
P.O. Box 9182, Dar es Salaam, Tanzania
Tel.: (+255) 22 219 9200-209
Fax: (+255) 22 266 8479
www.untanzania.org