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Field visits

**Report of the UNDP/UNFPA Executive Board field visit to the
United Republic of Tanzania**

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I. Introduction

1. Members of the Executive Board of UNDP and of UNFPA visited the United Republic of Tanzania from 1 to 5 May 2006. Representatives of the following countries participated in the visit: Botswana, China, Gambia, Guatemala, Guyana, Indonesia, Japan, Norway, Poland, Russian Federation and Sweden. Mr. Jorge Skinner-Klée, Ambassador of Guatemala to the United Nations, was the team leader. Ms. Nina Djajaprawira (Indonesia) and Mr. Lamin Faati (Gambia) served as co-rapporteurs. The secretary of the UNDP/UNFPA Executive Board and the senior editor of the Executive Board and External Relations Branch, UNFPA, accompanied the group. The list of participants may be found in annex I.

2. The purpose of the visit was to observe first hand the role of the United Nations system in the United Republic of Tanzania, especially the role of UNDP and UNFPA, as well as the relationship between the United Nations, the Government of the United Republic of Tanzania and its development partners in achieving the national strategy for growth and reduction of poverty and the Millennium Development Goals.

3. The programme consisted of a three and a half day stay in Dar es Salaam and a one and a half day stay in Zanzibar. It included extensive meetings with representatives of the Government, Parliament, the donor community and civil society, as well as meetings with UNDP and UNFPA country office staff and members of the United Nations country team. The group also visited several projects supported by UNDP and UNFPA. The meetings and project site visits provided the delegates with valuable insights about the role and work of UNDP and UNFPA in the United Republic of Tanzania. The programme of the field visit may be found in annex II.

4. The Executive Board delegation wishes to thank the Government and the people of the United Republic of Tanzania for their generous hospitality and for the candid and fruitful discussions that took place. The delegation would also like to express its appreciation to the United Nations Resident Coordinator/UNDP Resident Representative, the UNFPA Representative and their staff for the excellent arrangements made for the visit.

II. Background

5. The United Republic of Tanzania was formed from the union of two sovereign states: Tanganyika and Zanzibar. Tanganyika, current mainland Tanzania, became a sovereign state on 9 December 1961 and became a republic the following year. Zanzibar became independent on 10 December 1963; the People's Republic of Zanzibar was established after the revolution of 12 January 1964. The two sovereign republics formed the United Republic of Tanzania on 26 April 1964. The Government of the United Republic of Tanzania is a unitary republic consisting of the Union Government and the Zanzibar Revolutionary Government. The United Republic of Tanzania, with a population of 34.4 million, is one of the poorest countries in the world, with an

annual per capita income estimated at \$330 and a human development index ranking of 164 out of 177 countries.

6. The economy of the United Republic of Tanzania is heavily dependent on agriculture. Approximately 45 per cent of the gross domestic product (GDP) and 70 per cent of employment are generated from this sector. Dependence on primary commodity exports, exposure to drought and weak economic management, among other factors, have made the economy vulnerable to external shocks. Both the service sector and the informal sector have become increasingly important as sources of employment.

7. The GDP in real terms grew by 6.7 per cent in 2004 to 6.8 per cent in 2005, and the economy maintained a single-digit inflation. Despite the impressive annual growth rate, poverty remains acute, particularly in the rural areas. Although infant mortality has been reduced and primary school enrolment has increased, the maternal mortality ratio is still considerably high, at 578 deaths per 100,000 live births. The HIV prevalence rate is 7 per cent. Approximately 1.07 million people between the ages of 15 and 59 (610,000 women and 460,000 men) are HIV positive.

8. Zanzibar has achieved universal access to primary education. However, the provision of secondary and tertiary education is a major challenge as is the lack of job opportunities. Training in the tourism sector is needed. Combating HIV/AIDS is also a challenge, with a prevalence rate of 0.6 per cent. Women in Zanzibar are the poorest members of society, with limited access to land, credit and other resources. About 20 per cent of women of reproductive age who have an unmet demand for family planning do not have access to health services.

9. During the meetings held in both the mainland and Zanzibar, a number of common problems hampering development were identified. These include a lack of human resources, especially in the health sector, gender inequality, a lack of funds for long-term planning and a lack of infrastructure.

III. National development frameworks

10. The national poverty eradication strategy, the Tanzania Development Vision 2025, Zanzibar Vision 2020, the mainland's National Strategy for Growth and Reduction of Poverty, 2005-2010 (MKUKUTA) and the Zanzibar Strategy for Growth and Reduction of Poverty, 2006-2010 (MKUZA) have guided poverty-reduction efforts in the United Republic of Tanzania.

11. The national poverty eradication strategy provides a framework to reduce poverty by 50 per cent by 2010 and to eradicate abject poverty by 2025. The Tanzania Development Vision 2025 seeks to create, by 2025, a society characterized by high-quality livelihoods, good governance and the rule of law, and a strong, competitive economy.

12. MKUKUTA and MKUZA are second-generation strategies that emanated from the first poverty reduction strategies for mainland Tanzania and Zanzibar, respectively. Key stakeholders, including government institutions, academic and research institutions, civil society, the private sector and development partners were involved in developing MKUKUTA and MKUZA. MKUKUTA focuses on outcomes in three broad clusters: (a) growth and income poverty reduction; (b) improvement in the quality of life and social well being; and (c) governance and accountability. MKUZA also focuses on three clusters: (a) growth and reduction of income poverty; (b) social services and well being; and (c) good governance and national unity.

13. MKUKUTA and MKUZA enable more effective linkages with the Millennium Development Goals and focus on results-based management. They emphasize sectoral linkages and synergies; focus on mainstreaming cross-cutting issues such as HIV/AIDS and gender; and emphasize the importance of a conducive environment for growth and poverty reduction. Monitoring and evaluation systems accompany both strategies.

14. The Joint Assistance Strategy is a national medium-term framework to manage development cooperation between the Government and its development partners. It operationalizes the Paris Declaration on Aid Effectiveness. The Joint Assistance Strategy spans a renewable cycle of five years, from 2006 to 2010, and will be implemented in July 2006.

15. The objective of the Joint Assistance Strategy is to build an effective development partnership aligned with national and international commitments to aid effectiveness by: (a) strengthening national ownership and government leadership of the development process; (b) aligning support from development partners to government priorities, systems, structures and procedures; (c) harmonizing government and development partner processes; (d) managing resources for achieving development results and reducing transaction costs; (e) ensuring the accountability of the Government and its development partners; and (f) strengthening the accountability of the Government to its citizens.

16. While MKUKUTA and MKUZA describe broadly *what* actions will be taken to address development challenges, the Joint Assistance Strategy describes within that framework *how* the Government and its development partners will work together to achieve the goals of MKUKUTA and MKUZA. The Joint Assistance Strategy applies to all levels of government and to all relations with development partners. Development partners will, in turn, adopt the Joint Assistance Strategy as a basis for managing their cooperation with the Government.

17. During the implementation of the Joint Assistance Strategy, the Government and its development partners will agree on a division of labour, based on the principles of comparative and competitive advantage as defined in the Joint Assistance Strategy. Given the many development partners in the United Republic of Tanzania and the broad range of activities of each agency, a rationalization of the number of sectors in which each agency is engaged will also

be undertaken. This will help to improve coordination and harmonization among development partners.

18. It is also important to note that through MKUKUTA, MKUZA and the Joint Assistance Strategy, the Government and the people of the United Republic of Tanzania have assumed leadership and ownership of the development process. The development partners, including United Nations agencies, funds and programmes, have accepted this new policy architecture as an overarching framework that will guide their development cooperation with the Government. In July 2006, the development partners are expected to sign a memorandum of understanding with the Government, pledging their commitment to the Joint Assistance Strategy.

IV. Financing modalities

19. The Government of the United Republic of Tanzania receives external resources through three modalities: general budget support, basket funds and direct project funds. General budget support, the preferred aid modality of the Government, has increased to 38 per cent of total overseas development assistance. During the mission, the Government emphasized that general budget support strengthens ownership, improves the predictability of funding, and enhances transparency and accountability in the utilization of the funds. Mission members noted progress in this regard. However, some line ministries expressed the view that the trend towards general budget support could make it more difficult for them to compete for donor resources.

20. Basket funds play a large role in financing core public reform programmes and development activities at the sector level. The basket-fund modality has been utilized to implement reproductive health programmes.

21. Direct project funds are also an important means of financing development. However, according to the Joint Assistance Strategy, they often lack transparency and predictability, and prevent the Government from taking full control of the development process. Under the principles of the Joint Assistance Strategy, direct project funds will be utilized for large-scale infrastructure development; for pilot programmes where service-delivery innovations or policies need to be tested before being mainstreamed in the government system and machinery; and for emergency aid, where quick and localized service delivery is needed. But the Government aims to reduce the share of direct project funds in total overseas development assistance, since this aid modality makes government ownership more difficult and reduces the predictability of funding.

V. National ownership

22. Meetings with government officials and other stakeholders confirmed a strong sense of government leadership of the development process and full ownership of MKUKUTA and MKUZA. The Government has made efforts to improve accountability and transparency in

utilizing funds at the local level. There is, however, a need for better participation by the local authorities in implementing the national strategies.

23. Meetings with representatives of civil society and the private sector revealed that the sense of ownership of national development plans and strategies is broadly shared in Tanzanian society. Both non-governmental organizations and the private sector are consulted regularly in matters regarding the development of the country. It was noted, however, that there is scope for further improvement in the consultation process between the Government and non-governmental organizations.

VI. The role of the United Nations system

24. The United Nations has been operational in the country since the 1970s, playing an important role in implementing development programmes and in improving the lives of the Tanzanian people. The United Nations contributes 4.56 per cent of total overseas development assistance to the United Republic of Tanzania. Currently, 41 per cent of the national budget comes from overseas development assistance. Though the United Nations is not a main donor in the United Republic of Tanzania, it is highly regarded by the Government as a trusted partner and as a leading coordinator between the Government and its development partners. The United Nations Resident Coordinator regularly convenes coordination meetings involving all bilateral and multilateral partners.

25. The United Nations is considered to have played a leading role in the areas of advocacy, capacity development, good governance, technical assistance, resource mobilization and emergency assistance.

26. Throughout consultations with the Government and members of civil society, the Executive Board delegation was impressed by the high esteem in which the Government holds UNDP, UNFPA and other United Nations agencies. The United Nations country team is cohesive and well coordinated, both among its members and with other donors and the Government. The Government values the key role that the United Nations Resident Coordinator plays in coordinating other development partners.

27. Government officials and parliamentarians in mainland Tanzania and in Zanzibar, as well as members of the United Nations country team, stressed that an increased and more visible role for the United Nations and greater effectiveness and impact in the development process were expected to emerge from the ongoing reform. A better harmonization of rules and procedures among United Nations organizations and agencies, including budget and financial regulations, especially the cost-recovery policy, as well as a stronger role for the United Nations Resident Coordinator, balanced with strengthened institutional integrity and strengthened operational mandates of individual agencies, are seen from the Tanzanian perspective as the most important reforms.

VII. Challenges

28. The following challenges should be addressed:

(a) The implementation of the National Strategy for Growth and Reduction of Poverty (MKUKUTA) and the Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA), including at regional and district levels, will present several challenges to the Government. Among these are: (i) the need to strengthen capacity at all levels within the Government and wider society, through, inter alia, the development of human resources and the upgrading of relevant systems; (ii) the need to address the gaps in financial resources required to realize the objectives envisaged in these strategies; and (iii) the need to ensure that the partnerships developed in formulating these strategies are strengthened and broadened in order to foster the fullest involvement of Tanzanian society in the implementation of the strategies.

(b) MKUKUTA and MKUZA are more ambitious than the Millennium Development Goals, in that they both aim to meet their targets by 2010. More efforts must therefore be exerted for resource mobilization, given that currently 41 per cent of the government budget is donor-funded.

(c) Regarding funding modalities, general budget support is the preferred aid modality of the Government. The role of the UNDP is crucial in coordinating donor countries and agencies in supporting this new aid environment. However, because of financial rules and regulations, UNDP and the UNFPA do not currently contribute to general budget support. The major aid modality of the United Nations is direct project funding. Since 2004, UNFPA has contributed to health sector basket funds on an experimental basis. The results of this exercise should be monitored and evaluated to see what lessons it will hold for the future.

(d) The Government expects UNDP and UNFPA to attract more financial resources, particularly core resources, to ensure the predictability of resources so that efforts may be concentrated on implementing programmes.

(e) Although it is clear that much progress has been made in terms of donor coordination and donor alignment to government priorities, a challenge remains in getting all development partners to harmonize their systems and procedures, to agree on a division of labour, and to move from project support to basket funding and general budget support.

(f) Meetings with government officials and other stakeholders indicated a need for all development partners to further refine their approaches to delivering technical assistance, based on national circumstances and conditions, especially in promoting gender equality. Although much progress has been made in strengthening the Ministry of Gender, more flexible, feasible and practical measures should be developed at regional and district levels, so as to maximize aid effectiveness and ensure that the move towards general budget support does not diminish

attention to gender equality and women's empowerment and the resources required to promote these issues.

(g) Both government officials and development partners highlighted the importance of a proactive and trusted United Nations Resident Coordinator. The demands on the Resident Coordinator have increased with enhanced coordination among development partners and between development partners and the Government. The challenge is thus to ensure sufficient capacity of the resident coordinator function.

(h) While harmonizing and avoiding the duplication of activities, it is important to ensure the leading role of the United Nations system and its visibility and presence in the country.

Annex I

**LIST OF PARTICIPANTS
UNDP/UNFPA EXECUTIVE BOARD FIELD VISIT
UNITED REPUBLIC OF TANZANIA
1-5 MAY 2006**

REGIONAL GROUP Country	NAME AND TITLE	PREVIOUS PARTICIPATION IF ANY
Western Europe and other States		
Norway	Mr. Kjell-Gunnar Eriksen Adviser Ministry of Foreign Affairs	
Japan	Mr. Go Shimada First Secretary Permanent Mission	
Sweden	Mr. Harald Fries Minister Permanent Mission	
African States		
Botswana	Mr. Galetshajwe L. Rebagamang Counsellor Permanent Mission	
Gambia	Mr. Lamin Faati First Secretary Permanent Mission	Ukraine (2004)
Asian and Pacific States		
China	Ms. Ningning Yang Second Secretary Permanent Mission	
Indonesia	Ms. Nina S. Djajaprawira First Secretary Permanent Mission	Ukraine (2004)
Latin American & Caribbean States		
Guatemala	H.E. Mr. Jorge Skinner-Klée Ambassador Extraordinary and Plenipotentiary, Permanent Representative	

Guyana	Mr. George Talbot Chargé d'affaires, a.i. Permanent Mission	
Eastern European States		
Poland	Ms. Beata Peksa-Krawiec Minister Counsellor Deputy Permanent Representative	
Russian Federation	Mr. Denis Piminov Third Secretary Permanent Mission	

Ms. Rekha Thapa, Secretary, Executive Board of UNDP and of UNFPA, and Ms. Joyce Bratich-Cherif, Senior Editor, UNFPA Executive Board secretariat, accompanied the mission members.



**Visit by Executive Board of
UNFPA and UNDP
to the United Republic of Tanzania
April 30 to May 6, 2006**



Annex II

Day/Time	Engagements	Venue
Sunday: Day 1 30/4/2006		
1.50 pm	Group I (Programme countries and Sweden) arrives via EK725	MJKN Airport
	Check-in at Movenpick Hotel	Movenpick Hotel
4.30-5.30 pm	Meeting with Executive Board secretariat and UNFPA/UNDP focal points	Movenpick Hotel
6.00 pm	Meeting with Executive Board members and the Executive Board secretariat	Movenpick Hotel
10.00 pm	Group II (Japan and Norway) arrives via KL571	MJKN Airport
	Check-in at Movenpick Hotel	Movenpick Hotel

<p>Monday: Day 2 1/5/2006</p> <p>8.45 am</p> <p>9.00 am–12.00 noon</p> <p>12.00-1.30 pm</p> <p>2.15 pm</p> <p>2.30-3.45pm</p> <p>4.00-4.45pm</p>	<p>Depart Movenpick Hotel</p> <p>Internal briefing on:</p> <ul style="list-style-type: none"> • National Strategy for Growth and Reduction of Poverty (NSGRP/MKUKUTA), Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA), and Joint Assistance Strategy • UNDAF/United Nations response • UNFPA/UNDP response <p>Lunch break</p> <p>Depart Movenpick Hotel</p> <p>Meeting with senior and mid-level staff of UNDP/UNFPA and Staff Council representatives</p> <p>Meeting with the Prime Minister</p>	<p>Movenpick Hotel</p> <p>UNDP Apeadu Hall</p> <p>Movenpick Hotel</p> <p>Movenpick Hotel</p> <p>UNDP Apeadu Hall</p> <p>Prime Minister's Office, Magogoni</p>
<p>Tuesday: Day 3 2/5/2006</p> <p>7:45 am</p> <p>8.00-8.45 am</p> <p>9.00-9.45 am</p> <p>(time to be determined)</p> <p>10.00-11.00 am</p> <p>11.15-12.45 pm</p>	<p>Depart Movenpick Hotel</p> <p>Courtesy call to the Minister of Foreign Affairs</p> <p>Courtesy call to the Minister of Planning, Economy and Empowerment</p> <p>Two Groups</p> <p>Group I Courtesy call on the Minister of Finance</p> <p>Group II Executive Board members meet with Development Partners' Group</p> <p>Meeting with officials from the Ministry of Health and Social Welfare and Development Partners' Group-Health to discuss health sector-wide approach basket</p>	<p>Movenpick Hotel</p> <p>Ministry of Foreign Affairs Conference Room</p> <p>Ministry conference room</p> <p>Ministry of Finance conference room</p> <p>Swedish/Finish Conference Centre</p> <p>MoHSW Conference room</p>

12.45-2.00pm	Lunch Break	Movenpick Hotel
2:15pm	Depart Movenpick Hotel	Movenpick Hotel
2.30-4.00pm	Visit to the National Bureau of Statistics: Presentation on Tanzania socio and economic database and census overview	Offices of the National Bureau of Statistics
4.15-5.30pm	Visit to National Electoral Commission: Presentation on Permanent National Voters' Registry and 2005 Tanzania elections	Office of the National Electoral Commission
6.30-7.00pm	Executive Board members' brainstorming session	Movenpick Hotel

Wednesday: Day 4 3/5/2006		
6.00 am	Gather at hotel lobby	Movenpick Hotel
6.15 am	Depart Movenpick Hotel to airport	Movenpick Hotel
7.00 am	Departure to Zanzibar	MJKN Airport
7.30 am	Arrival at Zanzibar	Zanzibar Airport
8.00-9.00 am	Breakfast meeting with United Nations team in Zanzibar	United Nations
9.30-10.15 am	Courtesy call on H.E. Mr. Amani Karume, President of Zanzibar	ZNZ State House
10.30-11.15 am	Courtesy call on the Chief Minister, Revolutionary Government of Zanzibar	Chief Minister's office
11.30-12.45 pm	Roundtable discussion with senior Zanzibar officials regarding development of the Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA)	Conference Hall, Ministry of Agriculture
12.45-2.00 pm	Lunch break	Serena Hotel
2.05 pm	Depart Serena Hotel	Serena Hotel
	Two groups:	
2.15-3.15 pm	Group 1: Visit to the Speaker of the House of Representatives	House of Representatives
3.15-4.15 pm	Visit to the Directorate of the Public Prosecutor	House of Representatives
2.15-4.15 pm	Group 2: Meeting with Zanzibar AIDS Commission and representatives of faith-based organizations	Zanzibar AIDS Commission
4.30-5.30 pm	Roundtable discussion with Zanzibar women leaders	Conference hall, Serena Hotel
5.45-6.45 pm	Executive Board members' report drafting time	Serena Hotel
7.00-8.30 pm	Reception	Serena Hotel

Thursday: Day 5 4/5/2006 7.15 am	Check-out from hotel	Serena Hotel
	Two groups	
7.15-10.45 am	Group 1: Jozani Park Project /Community project <ul style="list-style-type: none"> • Field visit to Jozani Park Project • Community project 	Project site
7.45-10.45 am	Group 2: Ministry of Health and Social Welfare project <ul style="list-style-type: none"> • Meeting with the Ministry of Health and Social Welfare-Zanzibar • Visit to Mnazi Mmoja Hospital (Quality improvement and recognition project) 	Project site
11.00-12.00 pm	Tour of Stone Town	Stone Town
12.10 pm	Depart to Airport	Zanzibar Airport
12.30 pm	Departure from Zanzibar	MJKN Airport
1:00 pm	Arrive at Dar es Salaam	Movenpick Hotel
1:30-2:30 pm	Lunch	Movenpick Hotel
2.35 pm	Depart Movenpick Hotel	
	Two groups	Kinondoni Municipality and AMREF Mwananyamla
3.00-5.00 pm	Group 1: <ul style="list-style-type: none"> • Meeting with Kinondoni District officials • Visit life skills project 	
3.00-4.00 pm	Group 2: <ul style="list-style-type: none"> • UNCDF presentation on Mwanza programmes • Presentation and discussion on UNV programmes 	UNDP Apeadu Hall
4.00-5.00 pm		
6.40 pm	Depart Movenpick Hotel	Movenpick Hotel
7.00-8.30 pm	Joint UNDP/UNFPA Reception	Plot No. 289 Mawenzi Road, Oysterbay

Friday: Day 6 5/5/2006		
7.30 am	Depart Movenpick Hotel	Movenpick Hotel
8.00-9.45 am	Meeting with Gender Macro Working Group	Research for Poverty Alleviation office
10.15-11.15 am	Meeting with key development partners	UNDP Apeadu Hall
11.30 am -2.00 pm	Working lunch with UNDP/UNFPA partners to discuss: young people's involvement, role of parliamentarians, civil society organizations, the private sector and policy think tanks: participation of Economic Social Research Foundation and Research for Poverty Alleviation	Movenpick Hotel
2.00-3.00 pm	Meeting with Minister of Planning, Economy and Empowerment	Ministry of Planning, Economy and Empowerment
3.15-4.00 pm	Debriefing with UNDP and UNFPA Representatives	UNDP Apeadu Hall
3.15-4.15 pm	Wrap-up discussion with United Nations country management team	UNDP Apeadu Hall
Evening	Dinner	
Saturday: Day 7 6/5/2006		
Morning	Drafting of report by Executive Board members	Movenpick Hotel
1.30 pm	Group I departs for airport	
4:30 pm	Group I (programme countries + Sweden) departs Dar via EK726	MJKN Airport
8.30 pm	Group II departs for airport	
11:05 pm	Group II (Japan and Norway) departs Dar via KL571	MJKN Airport