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## Abbreviations

ABP	Area Based Programme
ALAT	Association of Local Authorities in Tanzania
ASDP	Agriculture Sector Development Programme
ASDS	Agriculture Sector Development Strategy
CBFSC	Common Basket Fund Steering Committee
CBO	Community Based Organisation
CCM	Chama Cha Mapinduzi (the ruling political party)
CSO	Civil Society Organisation
CSP	Country Strategy Paper
EZCORE	Eastern Zone Client Oriented Research and Extension
GAD	Gender and Development
GDP	Gross Domestic Product
GOT	Government of Tanzania
HBS	Household Budget Survey
HIPC	Heavily Indebted Poor Countries Initiative
IA	Ireland Aid
LGA	Local Government Authority
LGRP	Local Government Reform Programme
MCDWAC	Min. of Community Development, Women's Affairs and Children
MDF	Multilateral Debt Fund
MoEC	Ministry of Education and Culture
MoH	Ministry of Health
MTEF	Medium Term Expenditure Framework
NACP	National Aids Control Programme
NEPAD	New Partnership for African Development
NGO	Non-Governmental Organisation
NMCP	National Malaria Control Programme
NTLP	National Tuberculosis and Leprosy Programme
PAF	Performance Assessment Framework
PCB	Prevention of Corruption Bureau
PEDP	Primary Education Development Programme
PER	Public Expenditure Review
PORALG	President's Office-Regional Administration Local Government
PRBS	Poverty Reduction Budget Support
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PSLE	Primary School Leaving Examination
RA	Regional Administration
RNE	Royal Netherlands Embassy
RS	Regional Secretariat
SDC	Swiss Development Cooperation
SWAp	Sector Wide Approach
TACAIDS	Tanzania Commission on AIDS
TCZCDP	Tanga Coastal Zone Conservation and Development Programme
UNDP	United Nations Development Programme
WB	World Bank
WID	Women in Development

## Introduction

This *Country Strategy Paper* (CSP) for Tanzania sets out the strategy for the programme of Ireland Aid assistance to Tanzania for the period 2003 to 2005. It follows on the previous 2000 to 2002 CSP which was approved in 1999. The earlier CSP shaped a narrower, more focussed strategy than had previously been the case and the 2003 to 2005 CSP continues in this direction. While in the early stages of the preparatory work it had been anticipated that there would be significant levels of growth in the Ireland Aid budget over future years, this strategy document reflects more modest, realistic levels of growth in line with the most recent developments in the Irish economy. The CSP, therefore, seeks essentially to honour existing funding commitments in individual sectors, to maintain the value of contributions to various pooled or basket funds, and to consolidate the gains already made in the sectors in which Ireland Aid is involved. It is believed that the continued narrow focus of the programme will facilitate consolidation and sustain a viable and value for money programme which can serve as a solid foundation for growth should a future change in the economic climate permit.

Preparations for the CSP began in earnest in early 2002 with the drafting of individual analysis papers on each of the sectors in which Ireland Aid is involved in Tanzania. Additional papers were prepared on the political background, socio-economic background, relationships with NGOs and on a number of other sectors, such as roads, in which Ireland Aid is not directly involved but which were considered important to examine. A particular effort was made to keep each analysis paper brief, to provide an appropriate bibliography in the annexes, and to circulate the papers well in advance to the members of the CSP team both in Tanzania and abroad. Early contact was made with the Tanzanian Ministry of Finance to acquaint it with the planning process envisaged and invite its participation. A representative of the Finnish Embassy was also invited, and agreed, to act as an independent participant.

The planning mission itself took place over the period 16<sup>th</sup> to the 30<sup>th</sup> June 2002 and was immediately preceded by a meeting at the Ministry of Finance between the full Embassy team and the Ministry's own representatives and representatives of other Ministries. The first day of the mission was taken up by analytical presentations in the Embassy on each of the sectors. This was followed by 3 days of meetings with stakeholders at Ministerial, Permanent Secretary and senior official levels in various ministries and with representatives of other donors and organisations. The planning team split into smaller groups to attend these meetings, some 50 in all. As a final stage the team came together to present and discuss individual findings on sectors and cross cutting issues.

The result of the planning team's discussions was agreement on a coordinated, strategic way forward. While the strategy does allow for maintenance in real terms in the value of assistance to sectors already supported, it also affords support for new actions which Ireland Aid considers a priority. These actions include support for a strategic approach to HIV/AIDS, support for the new Agriculture Sector Development Programme and support for the Poverty Reduction Budget Support mechanism.

# 1. Development Context

## 1.1 Political Situation

Tanganyika gained independence from Britain in 1961 and merged with Zanzibar in 1964 to form the United Republic of Tanzania. Multiparty elections were first held in 1995 with further elections in 2000. The ruling Chama Cha Mapinduzi (CCM) party won each of the elections with its candidate Benjamin Mkapa elected President on both occasions.

The first elections were criticised as flawed on Zanzibar and this led to a EU embargo on long-term development on the islands. The second series of elections in 2000 were also harshly criticised and were followed by street demonstrations resulting in up to 30 deaths in early 2001. Over the following months the leaders of the CCM on Zanzibar and the mainland entered into negotiations with the opposition CUF and in October that year in reached an agreement for the future governance of Zanzibar. This agreement in turn allowed the EU in early 2002 formally to lift its embargo on cooperation with the islands.

Tanzania has remained stable and uninvolved militarily in the various conflicts in the Great Lakes Region, but has become a refuge for about a half million people fleeing these conflicts. Approximately 350,000 of these come from Burundi and while Tanzania has been active in pursuing a settlement in that country, its patience in acting as host for these refugees appears to be growing thin and there are fears that it might seek the repatriation of Burundians before their safety at home can be guaranteed.

Tanzania is a member along with Kenya and Uganda of the recently launched East African Community, which seeks ultimately to model itself on lines similar to the EU. The country is also a member of SADC and an enthusiastic supporter of NEPAD.

There is a sense of growing African nationalism in Tanzania with an increasing tendency to criticise donors and accuse them of undue interference in internal affairs. The impending national elections in 2005, when a successor will have to be found for Mkapa as President and leader of CCM may go some way to explain this trend. President Mkapa took a strong line in defending Robert Mugabe against Western criticism during the Zimbabwean elections and there is some sense that Africa should be allowed formulate its own model of democracy rather than accept the Western model in its entirety.

## 1.2 Socio-Economic Context

### 1.2.1 Background:

From 1961 to 1970 Tanzania achieved rapid socio-economic development with the country registering gains in social development indicators in the areas of education, health, and access to safe and clean water. However, by the 1980s the early achievements could not be sustained and the economy plunged into an economic crisis with resulting declines in real per capita income, and a significant rise in the average annual rate of inflation of up to 30% from 1970 onwards. A need for a change in economic policies was recognised and in 1985 the *Economic Recovery Programme* was put in place. This programme included trade liberalisation, the removal of price controls, and 'floating' the Tanzania shilling. The

Government also promoted reforms in financial markets. Following the economic reforms, Tanzania experienced five consecutive years of per capita GDP growth and received much support from donors and international financial institutions. Significant progress was also made in re-establishing macro-economic stability. Inflation has now fallen from levels in excess of 27% in 1995 to 4.8% in March 2002. Furthermore, the exchange rate has remained reasonably stable, foreign exchange reserves have climbed from about 6 weeks of merchandise imports in 1995 to a current level of 18 weeks, and the overall fiscal balance has had a surplus of between 0.8% and 1.2% of GDP. Generally, growth in the 1990s improved greatly, and was mainly driven by the macro-economic and structural reforms.

## **1.2.2 Poverty**

Despite achievements of the macro-economic and structural reforms, poverty in Tanzania is deep and pervasive. The 2002 UNDP *Human Development Index* ranks Tanzania 151<sup>st</sup> of 174 countries having previously been ranked 150<sup>th</sup> (1998) and 147<sup>th</sup> (1995). Analyses of the 2000/2001 *Household Budget Survey* (HBS) show that in 2001, 35.6% of households could not meet their food and non-food basic requirements. Basic needs rural poverty is estimated at 57% and food poverty at 32%. Female-headed households have increased from 16% in 1992 to 23% in 2001. 28% of adults in rural areas have had no formal education. 53% of households depend on unprotected water sources. The poor are concentrated in subsistence agriculture, though urban poverty is also widespread and increasing.

A young population dominates Tanzania's demographic structure with more than 44% aged 0-14 years resulting in a high dependency ratio and increased poverty risk. Overall life expectancy at birth in 2000 is estimated at 44.4 years having declined from an estimated 48 years as recently as 1997. Infant mortality is very high at 92.8 per 1,000 live births.

Compared to the results of the 1991/92 HBS, the preliminary findings from the 2000/01 HBS suggest that income distribution has improved (based on the GINI coefficients) in the rural and urban areas other than Dar es Salaam. These findings notwithstanding, and pending complete results of the 2000/01 HBS, the government's basic assessment from the available information is that the incidence of poverty in the country remains unacceptably high. It is against this background that the necessity to eradicate poverty culminated in the preparation of the Poverty Reduction Strategy Paper (PRSP) which placed a particular emphasis on disadvantaged groups such as the rural population, women and youth.

## **1.2.3 Overall Government of Tanzania (GOT) Development Strategy**

### **1.2.3.1 *Vision 2025 and the PRSP***

The core documents describing the objectives of Tanzanian development policy are *Vision 2025* and the *PRSP*. The former outlines the long-term social and economic development goals and the latter a medium-term strategy to achieving these long-term goals.

With widespread stakeholder participation, the PRSP was prepared in response to the enhanced HIPC initiative. Through HIPC Tanzania was declared eligible for debt relief (April 2001). The resources freed up from debt relief will be channelled towards poverty reduction. The PRSP is the framework for establishing short/medium-term poverty reduction targets, prioritising appropriate actions and for developing impact assessment indicators. It also creates a process for a systematic involvement of the private sector and civil society in combating

poverty. The building blocks of the Poverty Reduction Strategy (PRS) are: (i) policy reforms aimed at ensuring macro-economic stability and market efficiency, (ii) reform of the public sector, and (iii) development of sector specific strategies. The PRS priority areas are: basic education, agriculture, primary health care, water, rural roads, HIV/AIDS and good governance. Projected budget allocations for 2002/03 – 2004/05 clearly reflect these priorities.

In 2000/01, the GOT produced the first progress report on the implementation of the PRS. The report provides the implementation status of the PRS, an update of the poverty status including preliminary results of the 2000/01 HBS, and progress in macro-economic and structural reforms. The report also gives an overview of the GOT's poverty reduction efforts up to 2004/05, together with the financial requirements. These requirements are systematically laid out in the MTEF and monitored through the Public Expenditure Review (PER) process.

### **1.2.3.2            *The MTEF and PER process***

Over the last 4 years the systematic use and refinement of the MTEF and the annual PER has provided the government with increasingly effective tools to guide and monitor fiscal policy. There is now a very comprehensive 'capture' of inflows of resources enabling the government to realistically plan and implement activities in the priority sectors, and there is an established mechanism to monitor progress towards achieving the medium-term development goals of the PRS and the long-term goals of *Vision 2025*. Essentially, the MTEF has now become the key tool guiding annual budgetary decision-making in favour of the priority sectors. Such decisions are reviewed and discussed at the *PER-Working Group* comprised of Government and Donors. Financial management of the budget is significantly enhanced by the recent operationalisation at central ministries of the 'Epicor'<sup>1</sup> integrated financial management system coordinated and monitored by the Accountant General's office. The MTEF is a quick test of political commitment and accountability. It has provided donors with a clear framework and rationale for channelling funding through 'pool' mechanisms such as Sector Wide Approaches (SWAp) and the Poverty Reduction Budget Support (PRBS). Participation in such mechanisms provides donors an opportunity to discuss with government in a coherent and transparent manner, sectoral 'best practice', budgetary impact, and how best to achieve poverty reduction within the overall resource envelope.

## **1.3    Governance**

### **1.3.1    Background:**

In Tanzania issues of 'Governance' were long dominated by a single political party. Though a legally supported detailed structure of government theoretically offered high degrees of participation to ordinary citizens, in practice, 'participation' in matters of governance was essentially reduced to an uncritical acceptance of decisions made by elites.

With the restoration of multi-party democracy, 'governance' issues were given new scrutiny. This was driven as much by practical needs as by principle. Poverty was endemic,

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<sup>1</sup> Epicor is the current name of the IFMS formerly referred to as Platinum.

services were poorly delivered, corruption was increasing, and conflicts existed between the roles of Central Government institutions and Local Government Authorities (LGA). In reality, the LGAs did not have the capacity or supporting vision to exercise their roles of facilitating local development. In view of the ideal of ordinary citizens taking lead roles in matters of 'governance' and their development, a major 're-think' of the governance agenda started in the mid-1990's. Soon after the *Local Government Reform Agenda* was developed and became a core document for the Government's policy of decentralization in view of 'good governance' and reducing poverty. This policy document has subsequently guided a range of 'governance' related reforms that vary from giving real autonomy to LGAs to be facilitators of local development to tackling corruption.

### **1.3.2 Institutional Environment:**

In support of the policy of decentralization a Ministry of Regional Administration and Local Government was set up, later incorporated within the President's Office, focusing on structural reforms at LGA and Regional Administration (RA) levels. Other major institutional players in the decentralization agenda are the LGAs and RA's themselves, the Civil Service Department (focusing on personnel issues necessary for enabling reforms), the Association of Local Authorities in Tanzania (ALAT), and Civil Society organizations. The latter two have yet to play a significant role. Somewhat like ALAT and Civil Society, the RA's have been to a degree left on the margins of the reform processes.

Aside from the decentralization process itself, the judiciary and the police are key institutions in the 'governance' agenda. The *Legal Sector Reform Programme* is implementing its *Strategic Action Plan, 2000-2005*, and the *National Anti-Corruption Strategy and Action Plan* is being implemented by the Prevention of Corruption Bureau (PCB) situated in the Office of the President.

### **1.3.3 Key Issues:**

- ❑ The effective implementation of the Local Government Reform Programme (LGRP) is critical to the implementation of 'governance' and sectoral reforms at all levels.
- ❑ The necessity of achieving fiscal decentralization and putting in place an effective Integrated Financial Management System for all levels of government.
- ❑ Establishing LGA autonomy over human resources.
- ❑ Legal harmonization to eliminate anomalies in institutional responsibilities.
- ❑ Assisting the Regional Secretariats to be effective mentors and monitors of the LGAs.

## **1.4 Health**

### **1.4.1 Background:**

Analysis of disease patterns and trends show that, over 70% of productive life years lost in Tanzania is caused by malaria, acute respiratory infections (ARI), diarrhoea, or HIV/AIDS. Malaria is the most common cause of morbidity and mortality among under-fives. Rates of malnutrition in under-fives are very high with 44% stunted (chronic malnutrition), and 30% with low weight for age (recent malnutrition). The rural poor are most disadvantaged. HIV prevalence rates from sentinel sites vary from 4.2% to 32.1%. Immunisation coverage is

relatively high, however, there are rural-urban disparities. Nearly 81% of children in urban Tanzania are fully immunized, as compared to 66% in rural Tanzania.

Overall, Tanzania Mainland has an extensive health network of some 4,844 facilities, 3,035 of them GOT owned. This is very large in comparison with the rest of Sub-Saharan Africa. However, 83% of the GOT-owned facilities are in dire need of major rehabilitation.

#### **1.4.2 Institutional Environment and Developments**

The goal of a health system that is effective, efficient, and equitable in the provision of quality health services is the basic rationale for health sector reforms in Tanzania. This vision was initially outlined in the document *'Proposals for Health Sector Reform 1994'*. This strategy envisions the Ministry of Health (MoH) playing a facilitating role in service regulation and policy development, with LGAs empowered to identify, plan, implement, and monitor their own health sector activities. This vision has been translated into a series of 3-year plans to implement the reforms using a SWAp modality in whose design Ireland Aid (IA) participated. The MoH has opted to apply the SWAp on an incremental and phased manner. Through the SWAp the GOT has been enabled to fund essential services, and improved coordination permits greater responsiveness to those most in need.

In 2000-2002, the health sector developed a more coherent national development framework with improved accountability and transparency in the budgetary process. Improved finance allocations were matched by improved allocation to and utilisation of budgets by districts, prevention services, and primary care. Health budgets are firmly within the MTEF. A set of gender-sensitive indicators has been agreed for monitoring the sector.

Monies for the implementation of a consolidated sector plan come from GOT/ pooled fund arrangements and funds from existing bilateral arrangements. IA began supporting the SWAp through a joint funding mechanism during FY1999/2000. The joint funding mechanism is shared by 8 other donors (DANIDA, RNE, DfID, KfW, GTZ, Norway, WB, and SDC).

#### **1.4.3 Key Issues:**

Besides the positive developments in the sector, the annual joint MoH/Donor Health Sector Review undertaken in March 2002 has identified a number of key issues facing the sector. These include the low capacity at district level; the need to strengthen accountability and performance; the low involvement of private and not-for-profit sectors; the need for greater synergies between Local Government and health sector reforms; the absence of a sectoral HIV/AIDS Strategy, Malaria control and the need for engagement in rural water supply.

## **1.5 Education**

### **1.5.1 Background**

Despite the recent macro-economic growth, basic education indicators in Tanzania have been stagnant or have worsened compared to 25 years ago, and are consistently lower than those of Kenya and Uganda. Overall, the education system is characterised by low access



and poor quality. Net primary education enrolment stands at 57% (2002), but the transition rate from primary to secondary school is only 9.7%. The national average score during 1997-99 in the Primary School Leaving Examination (PSLE) was just above the minimum pass mark of 40%. The 1999 PSLE average score was 36 for girls compared with 42 for boys. Many children learn in overcrowded classrooms with few textbooks and often poorly qualified teachers. HIV/AIDS is having a serious impact on the capacity of the system to operate effectively. Regional disparities are high in almost all education indicators.

### **1.5.2 Institutional Environment and Policy Framework**

The PRSP emphasises that education is central to development and that a lack of basic education undermines efforts to improve health and nutrition, reduce child mortality and address the causes and impact of HIV. Achieving *Universal Primary Education* is a priority development target. The Primary Education Development Programme (PEDP) sets out the government's strategy for expanding enrolment, improving the quality of teaching, and building institutional capacity. Implementation of the 5-Year Plan, begun in January 2002, will proceed in a strictly decentralized manner with schools and districts playing a major role in implementation. The Ministry of Education (MoEC) defines policy, oversees technical aspects of the programme and monitors progress. Capacity building at the school and District level is essential for the successful implementation of the PEDP.

Abolition of primary school fees from January 2002, resulted in a doubling of enrolment in standard one. This alone requires an estimated 14,000 new classrooms, 9,000 new teachers and about 2 million desks, as well as textbooks and other educational material. The PEDP includes strategies to improve the quality of education, and strategies to improve regional, social and gender equity in the education system.

### **1.5.3 Key issues**

An analysis undertaken in early 2002 by MoEC and PORALG noted the very positive response of parents to the GOT's call to enroll their children in primary school. It identified a number of key issues and challenges facing the sector as a result of the increased enrolment. These include the need to ensure adequate infrastructure to cope with increased numbers, the need for systematic and regular monitoring, and the need to find ways of attracting teachers to remote areas. Greater emphasis needs to be placed on improving the skills of teachers and the management capacity of school heads and school committees.

## **1.6 Agriculture**

### **1.6.1 Background**

Agriculture is the leading sector in the economy of Tanzania. It accounts for over half of the GDP and export earnings. It is characterized by a large number of smallholder farming and this system dominates agriculture production. Over 80% of the poor live in the rural areas and their livelihood depends on agriculture. The sector employs over 80% of the population. The majority of farmers and pastoralists are women and youth.

## **1.6.2 Government Policy and Institutional Arrangements:**

The current policy environment for support to agriculture is very positive. As the lead productive sector in the PRSP, the sector must grow faster if the eradication of rural poverty is to be achieved. The *Agriculture Sector Development Strategy (ASDS)* has been formulated to address constraints in the sector. Design of an *Agricultural Sector Development Programme (ASDP)* SWAp to implement the strategy is currently being finalised. This SWAp will support all major actors in the sector, streamlining the ASDP's 22 sub-components into 5 main programmes: (1) Agricultural development through *District Agricultural Development Programmes*, (2) Policy, Legal, Regulatory and Institutional Framework, (3) Research & Extension/Advisory Services & Training, (4) Input/Output Marketing & Rural Financing and (5) Crosscutting Issues. Refinement of the 5 components will be completed by the end of 2003, with the new SWAp fully operational by 2004.

In addition the Government of Tanzania is committed to economic liberalisation and privatisation of public enterprises including large agricultural estates. Sector reforms have been introduced and the roles of the lead ministries in the sector have been revised with decision-making and implementation of sector activities devolved to the local authorities.

## **1.6.3 Key Issues:**

The major constraints to agricultural development are:

- Low productivity of land, labour and other inputs caused by use of inappropriate technologies, dependence on rain-fed agriculture and cultivation by hand hoe.
- Farmers lack market orientation, agro-industries are weak and poor linkages exist within the marketing, processing and production chains. Poor infrastructure, especially rural roads, is a major constraint reducing farm-gate prices.
- The sector ministries' capacity to coordinate the many and varied actors is weak in human, financial and institutional terms.
- Tanzania's private sector is undeveloped.
- Erosion of natural resource base - degradation in cultivated lands and range lands threatens sustainable agricultural development.
- HIV/AIDS and Malaria - the agriculture labour force are at risk from these diseases.

## **1.7 Transport**

### **1.7.1 Background**

Tanzania has a road density of 96.5m/km, 30% of the comparable figure for Uganda and Kenya. Only 30% of the trunk/regional roads and 8% of district roads are in good condition. Village transport surveys indicate that 90% of trips are on foot and are within or around the village. Women are responsible for 67% of transport activities and for 85% of the burden carried.

The GOT affirms that rural roads are a key element in poverty reduction. This is indicated through the inclusion of "*rural roads*" as a priority sector in the PRSP. Vision 2025 sees

*“development of the road network as essential for rural development”*. Without adequate access and transport services the rural poor will remain isolated and trapped in poverty.

### **1.7.2 Institutional Environment**

The Ministry of Communications and Transport is responsible for developing the national transport system by integrating air, water, rail, and road transport. The Ministry of Works has responsibility for policy/strategy formulation and regulation of the entire road network while devolving managerial responsibility for trunk and regional roads to Tanroads, a semi autonomous agency established in 2000. PORALG is charged with the maintenance and development of the district road network. The Road Fund Board, also established in 2000, is charged with financing and auditing maintenance of the entire classified road network.

### **1.7.3 Key Issues:**

Lack of an overall authority for district roads is the main challenge facing the development of the rural road network. The Road Fund Board can only fund 47% of current maintenance requirements, and LGAs and local communities will have to play a greater role in providing resources from local revenue or through voluntary community maintenance. Lack of information on the extent, condition and traffic volumes on the network impedes attempts to efficiently allocate resources to areas of greatest need, while the slow pace of outsourcing design, construction and supervision activities limits capacity to absorb funds. In general district road programmes are planned and managed by the District Engineers with poor coordination with developments in other sectors. Issues such as impact assessment, gender, environment, HIV, savings and credit schemes and road safety typically receive little attention due to capacity constraints within the Councils.

## **1.8 HIV/AIDS**

### **1.8.1 Background**

UNAIDS and the *National Aids Control Programme* (NACP) estimate that prevalence amongst 15-49 year old group is 9-12%. About 70% of those infected are in the 25-49yrs group and 15% in the 15-24 yrs group. Women acquire the infection at a much earlier age and of all new infections in women, 69% are in the 15-25 yrs group. Increasingly HIV is moving from high transmission groups to the general population, with youth and married women at particular risk. HIV/AIDS is now recognised as a major threat to socio-economic development in Tanzania and is one of the 8 priority sectors of the PRSP. To track the evidence, Tanzania has a system of sentinel surveillance based on 24 clinics in 11 regions.

The GOT response was slow in the past under the NACP based in the Ministry of Health. However, since December 2000 there is clear evidence of a greater political commitment with the establishment of TACAIDS in 2001 with greater executive powers and located in the Prime Minister’s Office. A National HIV/AIDS Policy was launched in November 2001. The multi-sectoral approach has been firmly accepted. Both the President and the Prime Minister have made strong public statements about HIV/AIDS being a national crisis requiring the support of all stakeholders from Central Government to local communities.

## **1.8.2 Institutional Environment**

TACAIDS was legally constituted in November 2001, and Commissioners were appointed in February 2002. A Secretariat to implement the work of TACAIDS was approved in June 2002. TACAIDS has been established to have overall responsibility for ensuring that the national response to HIV/AIDS is comprehensive, coordinated and effective. TACAIDS also acts as the Secretariat for the Country Coordinating Mechanism (CCM) for the Global Fund for Aids, TB and Malaria. The CCM has involved representatives from a wide range of stakeholders.

At the national level sector ministries have the responsibility to formulate strategies and plans to facilitate mainstreaming HIV/AIDS in their sectors. PORALG is mandated to promote and facilitate district level responses. Donor coordination is recognised as being hugely important. A DAC Donor Group for HIV/AIDS coordinates the donor response, with a sub-group facilitating links with sectors and the LGRP. Most of the support to affected communities has been through NGO's and Community Sector Organisations (CSO) particularly in Care and Support and Advocacy. The private sector has also begun to be engaged in addressing HIV/AIDS through developing workplace policies and providing support to advocacy programmes.

## **1.8.3 Key issues**

The primary challenge is to maintain a sustained political commitment for addressing HIV/AIDS in Tanzania. There is need to strengthen TACAIDS to guide the national response and to strengthen overall capacity for a scaled up response by all stakeholders. Cohesive plans at sector and District level have to be accelerated to avoid further delays in implementing activities to address the problem at the community level. There is need to focus on a small number of interventions of proven effectiveness. Stigma and denial are still strong and there is ambivalence about the promotion of condoms. Innovative behaviour change campaigns are needed to address this. Donor funding so far has been fragmented and resulting in delays in scaling-up probably due to absence of national sector and district strategies. The donor coordination that has started needs to be strengthened and made more strategic. There is need for effective ways to channel direct resources and funding for CSO's and affected households/communities.

# **1.9 Gender**

## **1.9.1 Background**

Women constitute 52 % of the Tanzanian population and play a key role in the economy. Despite gains in several sectors, women are still largely disadvantaged particularly in access to resources. The disadvantages are greater for female-headed households than for women in male-headed households. This gender dimension of poverty prompted the World Bank to request a greater gender focus in the first progress report on the PRSP. A more recent concern is HIV/AIDS where prevalence rates for women, and female adolescents in particular, are higher than for men. There has been some erosion of earlier gains such as

maternal mortality and mothers delivering in a health facility. There is a general consensus that gains at macro level have not filtered down to the local level, particularly for women.

### **1.9.2 Institutional Partners**

The GOT has mandated the Ministry of Community Development, Women's Affairs and Children (MCDWAC) to promote gender and women's development. A gender policy, *Women Development and Gender*, was ratified in 2000. The policy requires all sector ministries to mainstream gender. Several ministries have gender focal points to spearhead this. Within the LGRP, at the district level, gender and women's development is the responsibility of gender units located in the Community Development Departments.

Donor coordination is done through the Inter-Agency WID/GAD Group and its 4 sub-groups: *Macro Policies, Education, Health and Agriculture*. The most effective of these is the *Macro Policies* group of which IA is a member. There is also a number of very strong gender NGOs, such as the *Tanzania Gender Networking Programme*, the *Tanzania Women Media Association* and the *Tanzania Women Lawyers Association*.

### **1.9.3 Issues**

Mainstreaming in MCDWAC and sector ministries is not well understood nor systematically implemented nor monitored even in the programmes supported by Ireland Aid. Current support from Ireland Aid, UNDP, WB, and the Royal Netherlands Embassy is in the form of discrete programmes rather than a coherent national programme supported jointly by GOT and donors. Absence of a national framework for a cohesive multi-sectoral plan of action hampers effective mainstreaming and monitoring of gender equity, and leads to donor funding being uncoordinated and fragmented. Finally, all sector ministries and MCDWAC have poor links with NGO's at national and district level.

## **1.10 Environment:**

### **1.10.1 Background:**

In recent years a variety of approaches to environmental management have and are being proposed by the GOT. Historically in Tanzania, environmental and natural resources policies and their implementation have been largely the responsibility of central government. Recent changes focus on decentralization in planning, management and promoting strategic environmental assessment frameworks with a broader set of partners including local authorities, NGOs, communities and civil society.

### **1.10.2 Institutional environment**

Environmental management in Tanzania is being tackled by various public and private institutions. However, mandates are often unclear or duplicative, and there is competition for limited resources. A workable institutional mechanism supported by an appropriate legal framework is not well developed. Despite this, cross-sectoral coordination is being promoted to bring about harmonisation and coordination. The Vice President's Office is responsible for overall coordination of environmental issues. The National Environmental

Management Council sets standards, indicators and guidelines. Sectoral policies set the environmental management requirements for the sectors.

### **1.10.3 Key issues**

There are many issues in the sector which contribute to land degradation, environmental pollution, loss of biodiversity, and deterioration of the aquatic system. These issues include:

- Lack of awareness of policies and of linkages between development and environment
- Weak institutional and legal framework for environment management
- Weak capacity to deal with environment issues
- Current land tenure system

### **Conclusions:**

In the last few years the Government of Tanzania's development policy, and systems to implement and monitor that policy, provides new and continuing opportunity for donors to effectively and securely contribute to tackling poverty in a country long burdened by deep and pervasive poverty. The refinement and use of the MTEF by the government as a tool for annual and mid-term forward planning and budgeting offers a clear opportunity for coherent and realistic commitment of resources to address the priority sectors identified in the PRSP framework. Closely monitored by the PER process, budgetary performance is enhanced by now having in place an integrated financial management system at central ministries that captures all inflows and outflows, permitting high degrees of transparency and accountability.

Though the processes of change cannot be expected to happen overnight, both political stability and macro-economic policy offer a sound environment to assure donors that their 'investment' can indeed enhance the quality of life of the poor in partnerships with increasingly skilled statutory institutions. The reforms initiated in the 1990's, backed with continuing support, patience and encouragement from donors, have very evidently contributed to a changing of mindsets on the part of not only the different leaderships, but also of the community sector which is responding to the devolution of powers from a once very centralized system of governance.

Despite clear evidence of increasing fiscal rectitude and a commitment to poverty reduction<sup>2</sup>, the majority of citizens are afflicted by unacceptable poverty. Continuing commitment to supporting the PRSP priority sectors is essential. Support for the health and education SWAs, and the operationalisation of the new agriculture sector SWA are but early steps in addressing basic needs. The future success of the now established planning and budgetary mechanisms is very much dependent on donor partners being able to assure the budget in the priority sectors by uninterrupted disbursement of promised funding through the PRBS. Implementation of the various reforms and initiatives is highly dependent upon the success of the LGRP and the building of capacity at local government levels.

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<sup>2</sup> The 2002/2003 defence budget dropped from 1.7% to 1.3% of total budget

## **2. Ireland Aid's Engagement in Tanzania, 2000-2002:**

### **2.1 Macro-Economic Support, 2000-2002:**

Macro-economic support played an important role in the strategy for development co-operation between Ireland and Tanzania through our support to the Multilateral Debt Fund (MDF). IA joined the MDF in 1999 with a 3-year programme totalling IR£ 12m (€15.24m), the last tranche of which was disbursed in April 2001. The overall goal of the MDF was to support debt servicing in the period prior to Tanzania obtaining debt relief under the HIPC initiative, thereby freeing up resources for increased expenditure on priority budget items.

The MDF initiated a process of shifting the focus from balance of payments and debt servicing, to placing more focus on the national budget. With Tanzania receiving debt relief under HIPC and with the development of a comprehensive strategy to reduce poverty (the PRSP), the national budget has become the central focus of most donor interventions. In view of this, Ireland Aid participated in the development of a new modality, the *Poverty Reduction Budget Support* (PRBS). The PRBS has been developed as a joint programme with Sweden, Norway, Switzerland, Britain, Netherlands, Denmark, Finland, and the EU. Canada, Japan, and the World Bank have indicated their intention to join the mechanism. The mechanism has been discussed extensively with the GOT and has been approved as the model for providing focused budget support for poverty reduction.

The main aim of the PRBS, according to the Technical Note, is *“to support the poverty reduction strategies of the Government of Tanzania by ensuring adequate resources for priority sectors in the government budget through the provision of flexible and co-ordinated budget support.”* The total pledged to the PRBS to date is about US\$ 300 million per year.

### **2.2 Governance, 2000-2002:**

In the period 2000-2002 Ireland Aid's support to issues of Governance has primarily been directed through the LGRP, the Government's core initiative in terms of facilitating the decentralization process, and the Area Based Programmes (ABP).

#### **2.2.1 The Local Government Reform Programme:**

In 2000-2002 Ireland Aid disbursed approximately €2,350,000 through the LGRP Common Basket Fund into which 9 donors are contributing. As a member of the Common Basket Fund Steering Committee (CBFSC), Ireland Aid has participated in the quarterly progress report reviews and budget appraisals, and participated in the major review of the programme conducted in 2001 and in the subsequent Medium Term Plan, 2002-2005 which has been developed in response to the review's recommendations. Ireland Aid now participates in one of the 3 "Task Forces" that the 2001 Review had recommended in order to better address core issues for the implementation of the programme. Ireland Aid has also participated in the "Epicor" group made up of donors (6) supporting the introduction of an Integrated Financial Management System in the 28 first Phase Districts of the LGRP.

#### **2.2.2 Area Based Programmes:**

Ireland Aid's support to 4 ABPs in the period 2000-2002 has been approximately €9,000,000. Our engagement with the ABPs has directly complemented our support for the

LGRP. Financing in support of the annual development plans and budgets of the ABPs has directly accelerated the restructuring process of the LGRP. Experience has shown that the ABP strategy can have a high potential to address poverty in a way that is wholly complementary of national strategies and reforms, in particular the LGRP.

In 2001 Kilombero and Muheza Districts underwent external reviews. The findings of these reviews were generally very positive. The reviews found that the planned outputs had been substantially achieved with high levels of community sector participation in the development and implementation of strategic and annual development plans. In 2001 formal support for the Kilosa ABP came to an end, though support to the *Community Initiative Support* component of the Kilosa ABP is continuing.

### **2.2.3 Regional Secretariats:**

Ireland Aid has been proactive in identifying the importance of support to Regional Secretariats (RS) in view of the effective implementation of the decentralization reforms. Ireland Aid has supported a capacity building needs study and the development of a capacity building programme for RS's. Increasing assistance to the institutional strengthening of RS's is now a widely shared concern of all key actors in the LGRP process.

### **2.2.4 Other Supports:**

In 2000 Ireland Aid supported the provision of Technical support for the Dar es Salaam City Restructuring. This has now been incorporated into the overall LGRP process. Support was also provided for the 2000 elections through a mini-basket arrangement.

## **2.3 Health 2000-2002**

### **2.3.1 Areas of Intervention**

IA continued to support Ministry of Health's efforts in transforming public health care services from its predominantly supply-driven role to becoming more responsive to health care needs and demands of all Tanzanians. Support to MoH and 'reforming districts' through the joint funding mechanism (Health Basket Fund) with other donors and to the *National Tuberculosis and Leprosy Programme* (NTLP) mini-basket fund were consolidated. IA was engaged in strategic dialogue in the different fora related to the HBF that include the Basket Financing Committee, BFC sub-Technical Committee, and Bilateral/ Multilateral Health Forum. In collaboration with MoH and other stakeholders, IA actively participated in the SWAp Committee and annual Joint MoH /Partners Health Sector Reviews. IA has also been represented in the National Management Committee of the NTLP and is coordinating the NTLP donor group since November 2001.

Joint MoH/ IA programmes (Educational Audit & Support Unit, Distance Education, National School Health Programme, National Laboratory Programme, and Expanded Programme of Immunisation) were phased out in 2001. This was in line with IA's decision to focus on the Health Sector Support Programme through the SWAp modality.

Comprehensive support in health, water, and sanitation was maintained in the 4 IA districts of Muheza, Kilombero, Ulanga, and Kilosa through the ABPs.



## **2.3 Education 2000-2002:**

### **2.3.1 ESDP/PEDP:**

The main focus for Ireland Aid in the education sector over the past two years has been, in collaboration with the GOT and partners, the development of the ESDP and the PEDP. The PEDP attempts to address constraints within the primary education system by improving quality of, and access to, primary education.

### **2.3.2 Whole School Development (WSD):**

Since 1997 Ireland Aid has been providing support to MoEC through the WSD programme to improve school planning, curriculum reform and for facilitating information and communication flows. At district level, support has been provided to improve monitoring of schools by inspectors, classroom construction and professional development of teachers.

### **2.3.3 Tanzanian Institute of Education (TIE):**

Ireland Aid has been supporting a programme of institutional strengthening within the Tanzania Institute of Education (TIE) since 2000. The TIE is a government institution with the overall responsibility of curriculum development for pre-primary, primary, secondary, teacher and post-primary vocational education in the country

### **2.3.4 Haki Elimu**

In 2001 Ireland Aid commenced support to HAKI ELIMU, a local NGO that concentrates on facilitating greater, strengthened and more democratic participation of women, men and children in education governance in Tanzania.

### **2.3.5 Other support**

Ireland Aid has been supporting the development of education at district level through the ABPs for the last 15 years. Around 20% of total Ireland Aid expenditure in the district is targeted at improving education service delivery.

## **2.4 Agriculture and Natural Resources 2000-2002:**

Ireland Aid's support in the agriculture and natural resources sectors was primarily directed through support to agriculture extension capacity building, the Eastern Zone Client Oriented Research and Extension (EZCORE) programme, the Tanga Coastal Zone Conservation and Development Programme (TCZCDP), and through ABPs.

### **2.4.1 Agriculture Extension Capacity Building:**

Ireland Aid continued to support the Sokoine Extension Project (SEP), a 'moduled' training programme to crop and livestock extension officers. Though this programme has technically come to an end, the methodology has been adopted by the national extension service, and continues to be an effective tool in building the skills of field officers.

### **2.4.2 Eastern Zone Client Oriented Research and Extension (EZCORE):**

Support to EZCORE provided research and extension services to specific needs identified by farmers. As part of the preparation of the new Agriculture Sector Development Strategy (ASDS), the project was assessed and found to be compliant with the new Agricultural Sector Development Programme (ASDP). The project will eventually be mainstreamed within the ASDP when the pilot phase is completed.

#### **2.4.3 Tanga Coastal Zone Conservation and Development Programme (TCZCDP):**

The TCZCDP programme has focused on reversing the depletion of the natural resource base of the coastal zone in the Tanga region. It is highly community based. Following a major review in 2000 the thrust of the TCZCDP has begun to focus on integration within the local government and community institutions as the way of building upon the success of this programme which is internationally renowned. Towards the end of this CSP (2003-2005), the contribution of Ireland Aid will begin to decline and will be completed by 2006.

#### **2.4.4 Support to the Agriculture Sector Development Programme (ASDP):**

In the last two years Ireland Aid has been proactive in the development of the ASDS and the resultant ASDP whose design is nearing completion. Funding has been provided to cover costs for formulation process and initial support for its rollout (2002).

#### **2.4.5 Other Supports:**

Support to the agriculture and natural resources sectors (production sectors) have been important features of the ABPs. Approximately 15% of total funding through the ABPs has focused on these sectors. Additional supports have been provided for studies on *Strategic Environment Analysis* and Land Use/Conflict Resolution. Continued support has been given to the *Strategic Grain Reserve* to help mitigate food security problems.

### **2.5 Transport 2000-2002:**

Approximately 10-15% of support to the ABPs is allocated to labour based rehabilitation of district roads. Given that the high design standards for district roads were unwarranted in the light of available maintenance funds and the prevailing low levels of traffic, Ireland Aid support has focused upon strategically allocating funds to maximize accessibility and, in particular, that a spot improvement approach on marginal roads be undertaken. Since 2001, Ireland Aid through the available forums has contributed to Government/Donor dialogue on the transport sector.

### **2.6 HIV/AIDS 2000-2002:**

Since the formulation of the HIV/AIDS Strategy for the Ireland Aid Programme in 2000, IA has assumed a more proactive approach to the epidemic in Tanzania. A focal person for HIV/AIDS has been appointed and a Workplace Policy prepared. A country specific HIV/AIDS strategy is currently being finalized. This identifies particular areas in which IA can support the National Response.

The other focus for IA has been support to strengthen the new institution of TACAIDS and enable it to formulate a strategic framework for the National Response. Support has also been channelled through TACAIDS for the *ISHI Campaign*, a multimedia behaviour change programme targeted primarily at youth in urban and peri-urban areas.

Support has been given to the *MEMA Kwa Vijana* Project in Mwanza Region. This project is a study that evaluates the impact of an innovative intervention package developed to improve the reproductive health of adolescents.

Ireland Aid has also assisted the Ireland Aid supported ABPs to formulate district HIV/AIDS strategies, using a consultative approach to involve the major stakeholders in the districts, especially the CSO's.

## **2.7 Gender 2000-2002:**

The main focus of Ireland Aid engagement has been to enhance the capacity of the Support to Ministry of Community Development, Women's Affairs and Children (MCDWAC) to promote gender equity. Support was also provided to the districts supported by IA to set up multi-disciplinary District Gender Teams to stress the need for a GAD approach. Support was given to develop district gender strategies and provide gender training for key actors. Other activities included working through the Gender Macro Policy Group mainstreaming gender in the PER and a Review of Gender in IA Programmes. This review found critical gaps in the process and structures of gender mainstreaming in IA programmes.

## **Conclusions:**

The current Country Strategy Paper has clearly focused on targeting the poor with more than 90% of the total budget directed to the poverty reduction priorities of the *Poverty Reduction Strategy*, the government's core mid-term strategy for attaining the long-term poverty reducing goals of *Vision 2025*. Ireland Aid has very specially focused on basic service delivery, institutional development to enable effective delivery of such services, and supporting the central government's pro-poor fiscal policy and budgeting. Whereas poverty in Tanzania continues to be pervasive, and available data from the 2000/2001 *Household Budget Survey* shows both positive and negative trends, there are indications that the recent macro-economic policies have been pro-poor in so far as there is now a greater degree of equity in the share of resources. This is evidenced by a drop in the GINI coefficient for areas outside of Dar es Salaam, the areas which, historically, have had the greatest disparities of resource distribution.

Absence of coherent government policy and strategies in certain sectors has not always provided clear opportunities for Ireland Aid to contribute constructively in those areas. However, recent reforms and developments in sectors such as education and agriculture are evidence that Ireland Aid's partnership with government, particularly in supporting the decentralization initiatives and fiscal policy, is having very concrete impacts in terms of assisting the government to map out new ways to address poverty and to sustain those responses.

Ireland Aid support during 2000-2002 has purposefully worked within the framework of existing institutional arrangements and in doing so has sought to strengthen those institutions and their effective functioning. Ireland Aid has avoided working through or creating parallel structures, recognizing that sustainability is heavily dependent upon developing the capacity of local institutions, both governmental and non-governmental. Coherence, partnership and local ownership have continued to be core principles underlying Ireland Aid's bi-lateral programme in Tanzania.

### 3. The Strategy: 2003-2005

#### 3.1 Introduction:

The development and refinement of macro level policies and reforms of the Government of Tanzania over the last three years present Ireland Aid in Tanzania with opportunities that are both new and complementary of the Ireland Aid strategy that had been developed for the years 2000-2002. The now refined and established use of the MTEF and PER offers an ever clearer rationale to strategically support the government in taking a unified and coherent approach to tackling under-development, thus avoiding fragmentation, duplication and high transaction costs for both donors and the government.

Core principles of this strategy are poverty reduction and partnership. The poverty reduction focus seeks to holistically address the needs of the poor, especially the rural poor who are most disadvantaged. The partnership focus is primarily with the GOT and GOT institutions, but also subsidiary partnerships with civil society organizations and, through our support for ABPs, with communities themselves. Alongside these principles of poverty reduction and partnership are the cross-cutting issues of Gender, HIV/AIDS, Environment, and Good Governance.

#### 3.2 Overall Objective:

The overall objective of the strategy for development co-operation between Ireland and Tanzania in the years 2003-2005 directly builds upon that of the current CSP and development policy of the GOT. The overall objective is defined as:

**To assist the Government of Tanzania and civil society to achieve the objectives of *Vision 2025* in relation to poverty reduction, improved livelihood security, delivery of essential services, institutional capacity building at statutory and community levels, good governance, and equitable and sustainable development in order to improve the quality of live of the women, men and children of Tanzania.**

#### 3.3 Intermediate Objectives:

The intermediate objectives of this strategy directly reflect the core objectives of the **Poverty Reduction Strategy**, the GOT's medium-term strategy for poverty reduction developed through broad consultation with national and international stakeholders, in the context of the HIPC initiative.

- ❑ *To address income poverty by assisting the government to maintain sound macroeconomic policies and intensify the implementation of reforms aimed at bolstering market efficiency and productivity, particularly in agriculture, with a view to enabling the poor to share in the benefits of the economy.*
- ❑ *To improve human capabilities, survival and well-being, in particular the rural poor and the most vulnerable in society, by supporting the effective implementation of the social sector reform programmes.*

## **3.4 Areas of Immediate Strategic Intervention:**

### **3.4.1 Poverty Reduction Budget Support (PRBS):**

Having participated in the Multi-Lateral Debt Fund (MDF) mechanism, and having taken a leading role in the transformation of the MDF to the Poverty Reduction Budget Support facility (PRBS), Ireland Aid will continue, through the PRBS, to assist the GOT in ensuring 100% provision for the priority sectors as identified in the PRSP, budgeted for through the MTEF and monitored through the PER mechanism against the PRSP targets tabulated in the *Performance Assessment Framework (PAF)*.

### **3.4.2 Governance 2003-2005:**

*Critical to all change and development, Ireland Aid strategy on good governance will have a macro, meso and micro elements, all of which are complementary to each other.*

#### **3.4.2.1 *Support to Local Government Reform Programme:***

**IA** support the overall goal of the LGRP improving the quality and access to public services facilitated by Local Government Authorities (LGAs). This goal will be achieved by supporting the six components of the LGRP - Medium Term Plan (2002 - 2005), *Governance, Restructuring of LGAs, Local Government Finance, Human Resource Development, Legal and Institutional Harmonisation, and Programme Management.*

#### **3.4.2.2 *Support to Area Based Development Programmes:***

**IA** support to ABPs, directly complements the ongoing LGRP. ABPs serve as a reality check and an important source of information for Ireland Aid. Over the next three years **IA** support will focus on enhancing the capacity of the Districts and continuing to support a variety of development activities at local level. During the CSP period **IA** will phase out the long running programme in Kilosa and will examine possibilities for starting a new ABP.

#### **3.4.2.3 *Support the Regional Secretariat Capacity Building:***

In line with the Government policy of decentralization, Regional Secretariats (RS) have been restructured. The role of RSs has now changed from that of an implementer and controller of development programmes to that of a *facilitator* and mentors to Local Government Authorities. To enable RSs to perform their new roles, capacity building is crucial. **IA** will support the RSs Capacity Building programme currently being developed.

#### **3.4.2.4 *Support to the Association of Local Authorities Tanzania (ALAT):***

ALAT has a statutory mandate to formally represent all LGAs on mainland Tanzania. ALAT has much potential to assist and direct the processes of decentralization, but lacks capacity to do so. **IA** will support ALAT to develop a comprehensive strategic plan and its implementation.

#### **3.4.2.5 *Support to Civil Society Groups:***

The new GOT policy on NGOs sets out an institutional and legal framework for '*civil society*' organizations in Tanzania. It also describes a Government-NGO partnership and implementation strategy for NGOs to become integrated into national development

initiatives. **IA** support, in line with the **IA Review 2002**, will focus on empowering NGOs in their advocacy work and engagement on policy dialogue with the GOT. **IA** will also support NGOs in their fight against corruption and in promoting human rights activities.

**3.4.2.6**            ***Support to the Prevention of Corruption Bureau (PCB)/Judiciary:***  
**IA** will progressively increase support for the *National Anti-Corruption Strategy and Action Plan*. Support for this plan will be linked to our support for the LGRP and the ABPs.

**3.4.2.7**            ***Support to the National Electoral Commission (NEC):***  
From experiences gained from recent elections, the GOT has revised some of the laws governing elections so as to eliminate bottlenecks and to enable wider participation of people in future elections. **IA** will support the NEC in organizing the third multiparty elections in mid 2005.

### **3.4.3**            **Health 2003-2005:**

*The Ireland Aid strategy health focuses on improving the health and well being of Tanzanians, especially those most at risk. It will encourage health systems to be more responsive to the needs of people in order to raise the quality of life and alleviate poverty.*

**3.4.3.1**            ***Support the development of gender-sensitive public health services***  
Ireland Aid will consolidate its engagement in the health sector reforms by participating in the refinement of the health SWAp, and continue its contribution to the joint funding of the Health Sector MTEF and Health Sector Strategic Plan (2002/03 –2004/05).

**3.4.3.2**            ***Support to the National Tuberculosis and Leprosy Programme (NTLP):***  
Together with other donors, **IA** will continue supporting the NTLP through the mini-basket and strengthen its gradual integration into SWAp.

**3.4.3.3**            ***Support the up scaling of Insecticide Treated Nets (ITNs) for malaria prevention and control.***

**IA** will collaborate with other donors in the ITN National Steering Committee in strengthening the ITN Cell within the National Malaria Control Programme (NMCP).

**3.4.3.4**            ***Support the mainstreaming of HIV/AIDS in the health sector.***  
**IA** will strengthen collaboration with other stakeholders in the revitalization of the DAC sub-sector HIV/AIDS forum as part of the efforts to mainstream HIV/AIDS in the health sector. Support will be provided to develop and implement a sectoral strategy.

**3.4.3.5**            ***Support to District Health Services Development in 'IA districts'.***  
**IA** will consolidate its support to district health development through a district strategic approach that advocates collaboration with all district-based stakeholders including other development partners, the private sector, and NGOs; and ensure coherence and synergy between its support at national and district levels. **IA** will also promote a strategic Water and Sanitation (WATSAN) and Hygiene approach at district level.

#### **3.4.3.6 Support Rural Water Supply**

IA will engage in dialogue with the Ministry of Water and Livestock Development (MoWLD) and other donors in establishing a Rural Water Supply Fund.

#### **3.4.4 Education 2003-2005:**

*Future support to education will build on the support to date and will aim at assisting the GOT implement the priorities outlined in the PEDP and developing a full SWAp. Support will be provided at central and district level and modalities for implementation will aim at ensuring effectiveness, efficiency and sustainability of the education programme.*

##### **3.4.4.1 Support the PEDP through the SWAp modality**

Ireland Aid, with other development partners, will provide funds through the pooled fund and will participate in joint monitoring, reviews and impact assessments. To ensure technical quality, Ireland Aid will explore with other partners the need for technical support to the PEDP and the modalities for its provision.

##### **3.4.4.2 Support for Haki Elimu**

Support for Haki Elimu will complement direct support to Government as it aims to build capacity of parents and communities to take a more proactive role in education governance.

##### **3.4.4.3 Support for the Tanzania Institute of Education (TIE):**

Ireland will continue support for TIE for one more year, after which it will be mainstreamed into the PEDP.

#### **3.4.5 Agriculture and Natural Resources 2003-2005:**

##### **3.4.5.1 Support to the Agriculture Sector Development Programme (ASDP)**

Having participated in the design of the new ASDP Ireland Aid will expand its support, through a SWAp basket arrangement, first to 'quick wins' and later to the formulation and implementation of the District Agriculture Development Programmes (DADP).

##### **3.4.5.2 Eastern Zone Client Oriented Research and Extension (EZCORE)**

EZCORE is addressing major constraints to agricultural production by providing research and extension for specific needs identified by farmers themselves. As part of the preparation of the ASDS, EZCORE was assessed and found to be compliant to the ASDP. Ireland Aid will continue support for EZCORE until completion of the project phase after which it will be incorporated into the ASDP SWAp.

##### **3.4.5.3 Tanga Coastal Zone Conservation and Development Programme**

The programme focuses on reversing the depletion of the natural resource base of the coastal zone in the Tanga region. It is highly community based and the thrust in the current phase is integration within the district structures. Towards the end of this CSP, the contribution of Ireland Aid will begin to decline and will be completed by 2006.

#### **3.4.5.4            *Research Studies***

Studies on *Strategic Environment Analysis* and Land Use/Conflict Resolution will be commissioned. These studies will assist to identify strategies to address environment and land related constraints in the Ireland Aid partner districts.

#### **3.4.6                HIV/AIDS 2003-2005**

*Indications are that HIV/AIDS is intensifying in Tanzania. The pandemic not only results in the loss of skilled manpower, but also burdens institutions and households. HIV/AIDS is a priority area of the PRSP. The establishment of TACAIDS and the development of the national response provide a framework for a more systematic and holistic approach to addressing HIV/AIDS. The groundwork for scaling up is in place. A number of innovative initiatives provide opportunities for IA while the national response is being finalised.*

##### **3.4.6.1            *Support to National Response:***

The main opportunity here is to support TACAIDS and its four core activities. However there will also be opportunities to provide technical support for efforts to mainstream programmes in the other sectors.

##### **3.4.6.2            *District Response Initiatives:***

IA will support national initiatives to strengthen the response to HIV at local levels, and will directly complement support for HIV/AIDS through District HIV/AIDS strategies.

##### **3.4.6.3            *Funding to CBOs:***

IA will work with GOT and other donors to intensify support for CBOs. The Rapid Funding Envelope provides an immediate opportunity to provide support to CBOs in a more cohesive way and without undue bureaucracy. Such support also has the potential to strengthen local level CBOs to enhance service delivery.

##### **3.4.6.4            *Youth Advocacy:***

IA will support behaviour campaigns targeted to youth which are multi-media, have a high visibility, a wide coverage and good potential to be effective. One such is ISHI, which IA has been supporting. Other opportunities may be available during 2003-2005.

##### **3.4.6.5            *Mainstreaming HIV/AIDS in the sector and district programmes***

This will be done mainly through advocacy and through fora in which IA is already participating, such as 'basket fund' groups, and through ABP's supported by IA. Technical support for reviews/appraisals will be provided through support for the national response.

#### **3.4.7                Gender 2003-2005:**

##### **3.4.7.1            *Strategic Support to MCDWAC***

Support to MCDWAC, along with other donors, will aim at enabling MCDWAC to play a more strategic and effective role in improving gender equity by mainstreaming gender across sectors and at all levels through consultations with the appropriate stakeholders.



Accordingly, IA will work with other donors towards providing the necessary resources on a pool-funded basis.

#### **3.4.7.2 Capacity Building within IA supported programmes:**

Capacity building within IA will be closely linked to the IA Gender Review and Policy being planned for the latter half of 2002, as well to the recommendations of the Tanzania Gender Review of IA programmes. As a start there will be critical research to assess the impact of the PRSP on gender. The findings will input into the planning process, and will serve as a “reality check” for the PRBS and SWAs. The research and documentation will be followed by a strategy that will outline processes, guidelines and structures to build the capacity of IA staff to enhance gender mainstreaming in all programmes supported by IA.

##### **3.4.7.3.1 Support to CSO’s and Technical Inputs at Macro Policy Level:**

Other initiatives will explore ways in which IA can work with CSOs to promote gender equity at national and district level. The emphasis will be on district level but a national NGO may be required to profile and work with CSOs at the district level. Also critical is the ability of IA to provide limited technical assistance to ensure that gender is mainstreamed in reviews, such as PER studies and joint GOT/donor sector appraisals.

### **3.5 Critical Linkages**

With ‘partnership’ as a core principle of this CSP, the quality of our engagement with GOT institutions is critical for both co-operative intervention design and ease of ensuring transparency and accountability. In addition our engagement with other donors is of the utmost importance in maintaining a coherent approach to addressing national and sub-national issues that may affect the poverty reducing objectives of the Poverty Reduction Strategy and the long-term poverty reducing goals of Vision 2025. As part of our participation with the DAC Harmonisation Group, we will help finance appropriate studies.

### **3.6 Monitoring**

More than 85% of the projected budget for this strategy will be directed through pooled-funding arrangements with existing monitoring, review and evaluation mechanisms well developed. These mechanisms typically involve half-yearly and annual joint donor/government reviews. In some sectors, such as ‘Governance’, this is done on a quarterly basis. Donor meetings review developments in the particular sectors on a monthly basis. Monitoring arrangements of the few non-pooled components of this strategy, such as the ABPs, are already in place with a mid-term external review in each 3-year phase and a review at the end of the phase.

At a macro level we participate in the *Public Expenditure Review Working Group*. This joint GOT/donor working group plans and oversees the annual assessment of the GOT’s budgetary performance and the GOT’s adherence to the poverty reducing strategies of the PRS and the forward budget allocations outlined in the MTEF. IA will contribute, via a mini-basket arrangement, to the costs of this annual monitoring exercise. The findings of the PER exercise are discussed publicly each year and are open to all.

### **3.7 Programme Management**

In line with the trend of other bilateral donors in Tanzania, Ireland Aid has been moving away from a project-oriented approach to offering assistance at the central or sectoral level. This approach requires a degree of macro-strategic skills on the part of the Embassy management team and of the specialist, sectoral advisers. At the same time more traditional expertise is also needed since Ireland Aid intends to continue its partnership programmes at District level and to support capacity building at the intermediate Regional level. The present size of the Ireland Aid team in Tanzania, comprising one Department of Foreign Affairs official, two Programme Officers and six Advisers, including an Irish Financial Systems Adviser, appears to meet the needs of the programme. The team is reinforced by a Regional Economist and Rural Roads Adviser, both based in the Embassy. The two Programme Officers spend increasing amounts of their time responding to immediate demands in individual sectors with less time available for strategic management overview and the appointment of a third Programme Officer is likely to become a more pressing issue within the next few years. The appointment of a Third Secretary to take up duty in summer 2002 will serve to relieve the Head of Mission of some of the burden of micro detail and assist with the extra administrative and political responsibilities to be assumed in advance of and during the Irish Presidency of the EU in 2004.

The relocation of the Embassy and the Ireland Aid staff to new purpose built premises early in 2003 is expected to result in a more effective and efficient working environment which can play host to an increased number of in-house and other donor coordination meetings raising the profile of Ireland Aid in line with the importance of its programme in Tanzania.

### **3.8 Programme Financing**

The budget proposed for the period 2003 to 2005 shows a modest but steady increase in the total funding to be made available. Most of it is to be channelled through pooled funding for SWAs and for the Poverty Reduction Budget Support (PRBS) mechanism. Experience has shown that support through sectoral basket funds and the PRBS does target the priority sectors identified by Government and donors and that the budgets for these sectors are effectively protected. Specific financial mechanisms further ensure transparency and accountability. SWAs and the PRBS mechanism offer a safe and cost effective means for the disbursement of donor funds and have a record of achievement and success in individual sectors.

This type of funding is counted directly into Government's current and medium term budget plans. In this context, donors have enthusiastically welcomed Government's drawing up of a Medium Term Economic Framework (MTEF) as a blueprint for priority spending and effective development. However, sudden changes in funding flows could seriously damage the MTEF and negate already hard won gains. Ireland Aid's support for SWAs and PRBS thus implies a greater level of commitment to an even and uninterrupted disbursement of promised funding.

## Budget Summary

Cluster	Budget 2000-2002 (€'000s)			Projected Budget 2003-2005 (€'000s)				
	IR£	€	%	2003	2004	2005	Total	%
Health	8,700	11,049	20.5	4,585	4,985	4,975	14,545	16.6
HIV/AIDS	0	0	0.0	2,000	2,000	2,068	6,068	7.0
Education	4,500	5,715	10.6	2,950	3,100	3,300	9,350	10.6
Agriculture/ Natural Resources	2,888	3,668	6.8	1,700	3,050	3,207	7,957	9.1
Good Governance <sup>3</sup>	4,390	5,575	10.4	1,900	2,015	2,200	6,115	7.0
District Development Programmes <sup>4</sup>	7,100	9,017	16.7	2,000	2,250	2,600	6,850	7.8
Poverty Reduction Budget Support <sup>5</sup>	12,267	15,579	28.9	8,500	9,500	11,500	29,500	33.6
“Scrutiny” Mechanisms <sup>6</sup>	0	0	0.0	115	150	150	415	0.1
Development Totals	39,845	50,603	94.0	23,750	27,050	30,000	80,800	92.2
DCO budget	2,529	3,212	6.0	2,000	2,500	2,500	7,000	7.8
<b>Overall Totals</b>	<b>42,374</b>	<b>53,815</b>		<b>25,750</b>	<b>29,550</b>	<b>32,500</b>	<b>87,800</b>	

<sup>3</sup> For 2003-2005 this includes support for the *Prevention of Corruption Bureau*, Judicial reform, civil society and the promotion of gender mainstreaming.

<sup>4</sup> For 2003-2005 District Development Programmes are viewed as part of the Good Governance cluster.

<sup>5</sup> Support in 2000-2001 was for the *Multilateral Debt Fund* (MDF), subsequently refined as the **Poverty Reduction Budget Support** facility (PRBS) with an explicit focus on the priority poverty reduction priorities of the **Poverty Reduction Strategy Paper** (PRSP)

<sup>6</sup> Support for the annual *Public Expenditure Review*, *Poverty Monitoring* and **DAC Harmonisation** studies and consultancies

## Detailed Budget

Component	Budget 2003		Budget 2004		Budget 2005	
	€'000s	% Annual Budget	€'000s	% Annual Budget	€'000s	% Annual Budget
<b>Education</b>	<b>2,950</b>	<b>11.5</b>	<b>3,100</b>	<b>10.5</b>	<b>3,300</b>	<b>10.2</b>
PEDP	2,500	9.7	2,800	9.5	3,000	9.2
Haki Elimu	254	1.0	300	1.0	300	0.9
TIE	196	0.8	0	0.0	0	0.0
<b>Health</b>	<b>4,585</b>	<b>17.8</b>	<b>4,985</b>	<b>16.9</b>	<b>4,975</b>	<b>15.3</b>
Health SWAp	4,000	15.5	4,250	14.4	4,500	13.9
NTP	400	1.5	400	1.3	215	0.66
NMCP	150	0.6	300	1.0	215	0.66
Technical Support	35	0.01	35	0.1	45	0.14
<b>HIV/AIDS</b>	<b>2,000</b>	<b>7.8</b>	<b>2,000</b>	<b>6.8</b>	<b>2,068</b>	<b>6.4</b>
National Response	300	1.2	400	1.3	400	1.2
District Response	800	3.1	800	2.7	800	2.5
Mwema kwa Vijana/CSO	500	1.9	500	1.7	500	1.5
Youth	400	1.5	300	1.0	300	0.9
Technical Support	0	0.0	0	0.0	68	0.2
<b>Agriculture and Natural Resources</b>	<b>1,700</b>	<b>6.6</b>	<b>3,050</b>	<b>10.3</b>	<b>3,207</b>	<b>9.9</b>
ASDP	800	3.1	2,000	6.8	2,007	6.2
TCZCDP	500	1.9	550	1.9	600	1.8
EZCORE	400	1.5	500	1.7	600	1.8
<b>Governance</b>	<b>4,015</b>	<b>15.6</b>	<b>4,415</b>	<b>14.9</b>	<b>4,950</b>	<b>15.2</b>
LGRP	1,200	4.7	1,250	4.2	1,300	4.0
Area Based Programmes	2,000	7.8	2,250	7.6	2,600	8.0
Regional Secretariats	300	1.2	300	1.0	300	0.9
PCB/Judiciary	50	0.2	65	0.2	100	0.3
ALAT	100	0.4	100	0.3	100	0.3
Civil Society	100	0.4	100	0.3	100	0.3
National Elections	0	0.0	0	0.0	100	0.3
MCDWAC	100	0.4	150	0.5	150	0.46
Gender Capacity Building	50	0.2	50	0.2	50	0.15
Review/Research	50	0.2	50	0.2	50	0.15
PER/Poverty Monitoring	65	0.3	100	0.3	100	0.3
<b>PRBS</b>	<b>8,500</b>	<b>33.0</b>	<b>9,500</b>	<b>32.1</b>	<b>11,500</b>	<b>35.4</b>
<b>Development Totals</b>	<b>23,750</b>	<b>92.2</b>	<b>27,050</b>	<b>91.6</b>	<b>30,000</b>	<b>92.3</b>
DCO Costs	2,000	7.8	2,500	8.4	2,500	7.7
<b>Overall Totals</b>	<b>25,750</b>		<b>29,550</b>		<b>32,500</b>	