

## Ministry of Foreign Affairs, Embassy Dar es Salaam

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### Grant Committee Meeting 3 May 2016

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Stocktaking and presentation of Governance and Human Rights Programme
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13. Summary:

The intention with this presentation to the External Grant Committee is two-fold: I) To inform about the status of implementation of the Tanzania Country Programme, and II) to present and discuss the Good Governance and Human Rights Programme.

Overall, the Tanzania Country Programme is progressing well. The current framework for the Development Contract between Government and Development Partners runs until mid-2016 and will be adjusted in line with the Government's new five-year development plan (2016-2020) with the expectation of moving from general budget support to sector budget support. The health sector programme, including a health basket and five Public Private Partnerships, is performing well, except for one PPP that will be adjusted. The business sector programme ties in neatly with the new Government's priorities and has picked up speed. Several possibilities under the DANIDA Business Finance instrument are currently being explored. There is an increased interest for Trade Council support and an incubator facility is well under way. Finally, the new Good Governance and Human Rights Programme has been formulated and is ready for appraisal.

## **I. Stock-taking: Tanzania Country Programme**

### **Background**

Following the External Grant Committee's meeting in August 2014, the Tanzania Country Programme, including the Good Governance and Human Rights Programme, was approved by the Minister. At the time of the formulation of the overall Country Programme, it was decided to postpone the formulation of the Good Governance and Human Rights Programme to after the elections in October 2015 to take into account potentially important changes in the governance context.

The Country Programme (2015-2019) includes three thematic programmes and a Development Contract addressing income poverty, non-income poverty, governance and rights in Tanzania. A health support programme focuses on equitable social service delivery for all; the business sector support programme targets the creation of employment and incomes in rural areas; and the good governance and human rights programme will have a specific focus on promotion of transparency and accountability and gender equality. Finally, a Development Contract underpins all three thematic areas with a focus on government as a duty-bearer and enhancing domestic revenue mobilisation and management of public finances.

Government-to-Government agreements totalling 1,950 million DKK have been signed for all programmes, including the Good Governance and Human Rights Programme.

### **Recent political developments**

In October 2015, Tanzanians went to the polls in the most vigorously contested Presidential and Parliamentary elections since Independence. Both presidential candidates -- former Minister of Works John Magufuli from the ruling CCM and Edward Lowassa, former Prime Minister who failing to secure the ticket to run for CCM, decided to join the opposition coalition -- campaigned on a promise of change. With 58 % of the votes, John Magufuli secured the keys to the State House. At the same time his party, CCM, was able to maintain an absolute majority in Parliament.

The elections were conducted in an overall peaceful atmosphere both on mainland and on Zanzibar with a relatively high voter turnout. In Zanzibar, however, the chair of the Electoral Commission on October 28, 2015 decided to annul the elections, citing irregularities as the reason for the annulment. Despite a strong engagement on the part of the diplomatic community calling for a mutually acceptable and negotiated solution to end the political impasse, a re-run of the elections was convened on March 20. CUF, the main opposition party on Zanzibar, boycotted the elections, which was won by CCM in a landslide victory with more than 91 % of the votes cast. A new Cabinet has been appointed with 15 ministers, including three from minor opposition parties on Zanzibar. The current situation is a major setback for the process of national reconciliation in Zanzibar, which had made significant progress under the Government of National Unity over the past five years. The majority of like-minded Development Partners are not expected to cut development assistance but rather focus on continuing political pressure for dialogue and reconciliation. One international partner, the US-based Millennium Challenge Cooperation, however, decided to cease activities to develop a second compact (USD 470 million) with Tanzania.

President Magufuli's first five months in office have garnered widespread public and international support and created high expectations for the future. His message of *Hapa Kazi Tu* (Swahili for: Just Work) resonates well with the population. #WhatWouldMagufuliDo has become a popular tag on social media while the new verb "to magufulify" connotes a dramatic change for the better. The President's popularity took hold following a "clean-up act" where he paid unannounced visits to the port, state hospitals and tax revenue authorities and clearly spelled out his intent to fight corruption and make the public sector more efficient. More than 150 senior government officials in key institutions have been suspended, removed or deferred and unnecessary spending curbed. The scene for change has thus been set. Time will tell, if the new President and his lean cabinet of 19 ministers will be able to deliver the necessary reforms.

At the regional level, Tanzania continues to play an important stabilizing factor in an otherwise volatile region. Tanzania's history is marked by religious freedom with a long and strong tradition of tolerance and peaceful coexistence between different faiths and ethnic groups. Over the years, Tanzania has welcomed large inflows of refugees from the region, and in 2014 more than 160,000 refugees from Burundi were granted Tanzanian citizenship. Since May 2015, the country has received more than 130,000 refugees due to instability in neighbouring Burundi. Denmark has played an important role in establishing a national group under Solution Alliance to focus on better conditions for the naturalised refugees. Tanzania also continues to exercise leadership in promoting regional peace and stability through different foreign policy tools, including peace dialogue and mediation in South Sudan and Burundi as well as deployment of peacekeeping troops to e.g. Darfur and DRC. Tanzania is the current chair of the East African Community (EAC), which could play an important role in addressing the crisis in Burundi as well as reducing barriers for increased trade and investment in the region.

### **Overall macro-economic framework**

The macroeconomic environment remains stable and economic performance is strong with GDP continuing to grow by 7 percent in 2015. Expectations remain high with respect to the prospects of the emerging gas economy, despite a slowdown in the pace of investments due to recent low prices on oil and gas. Inflation remained in single digits throughout 2015, averaging 5.6 percent. National debt stock amounts to 34 percent of GDP (June 2015) and revenue mobilisation to GDP ratio has only increased modestly to 12.4 percent in 2014/15. The fiscal deficit went down from double digits to 4.4 per cent in 2015. Weak budget credibility remains a fiscal policy challenge, including unrealistic revenue forecasting and high expenditure plans, accumulation of arrears and weak budget control.

The budget frame for the 2016/17 financial year initially announced at 22.9 trillion TZS (USD 18 bill.) or a modest increase of 2%, is now expected at 32 trillion TZS (USD 25 bill.) corresponding to an increase of 30 % compared to 2015/16. Government has an explicit ambition to reduce Development Partners' share of the overall budget, which is encouraging, even if it entails a possible decrease in leverage on the part of the latter.

Poverty has declined from 34 % to 28 % from 2007-2012. The decline has mainly favoured urban areas, such as Dar es Salaam (down from 14.1 to 4.1 %). This is a positive development as it marks a departure from the pro-rich growth reported in the early 2000s, which had only limited impact on poverty levels. However, the country remains very poor with the revised average per capita income (USD 948) significantly lower than the sub-Saharan Africa average.

Almost half the adult population live on less than USD 1.25 per day, and more than 90 % live on less than USD 3 per day.

While the development of the previous poverty reduction strategy was a comprehensive and rather donor-driven process, the new 5-year development plan (FYDPII) is being developed through a wholly Government-owned process. The plan is the second of three consecutive plans aiming to “unleash Tanzania’s latent growth potential” to achieve middle-income status by 2025. The new framework is expected to focus on priority setting and ensure better coordination of activities with a vision of transforming Tanzania into an industry-driven economy through boosting private sector driven growth. The objectives include to i) transform Tanzania into a semi-industrialised nation by 2025; ii) accelerate poverty-reducing inclusive economic growth that will benefit the majority of the people in terms of significant poverty reduction and job creation especially for the youth and women; and iii) foster and strengthen implementation effectiveness. The recently adopted Sustainable Development Goals (SDGs) coincide well with the formulation of the FYDPII and are expected to feature quite prominently in the new development plan which will be presented to Parliament in late April.

### **Strategic considerations for Denmark**

Recent developments in Tanzania present several opportunities for reinforcing the impact of Denmark’s development engagement, including:

- The President’s *strong commitment to the fight against corruption and towards a more effective public sector* is likely to increase focus on the need for accountability, transparency and prudent spending. Almost all Danish interventions in the Country Programme -- from business, health, governance to the Development Contract – may either benefit from or sustain the new Government’s agenda.
- The progress in poverty reduction and the Government’s intent to accelerate *poverty reduction* is welcome and fits well with overall Country Programme objectives. Through political dialogue with relevant actors, such as Ministry of Finance and Planning and Ministry of Health, Denmark will emphasize the need to address poverty, also in rural areas. The issue of inclusive growth and poverty reduction in rural areas may also be addressed by Denmark through the Business Sector Programme.
- Strong Government ownership of the forthcoming process of *revising the current aid architecture* (see below) has the potential to reduce fragmentation amongst Development Partners, and provide a platform for enhanced dialogue.
- Danish support to *Tanzania Revenue Authority* supports the President’s reform agenda and increases Government’s ability to raise revenue, thereby *reducing donor dependency* further.
- Government’s ambition to transform Tanzania into *an industry-driven economy through boosting private sector driven growth* is supported through Danish business sector interventions focussing on value chains for job creation, reforms of the business environment/investment climate as well as access to financial and business services. It also tags nicely with Danish support to private-public partnerships in the health sector. Instruments, such as DANIDA Business Finance are also relevant with several possibilities for collaboration currently under exploration.
- The Government’s focus on *employment, growth and private investment* is also likely to spur a growing interest in Tanzania from Danish companies. Recently, the Embassy has seen an increased interest for Trade Council support with several contracts signed and the establishment of an incubator facility at the Embassy well under way.

- The *Embassy is accredited to the EAC*, and intends to continue its engagement with the EAC through a new Development Engagement (approximately 7 million DKK from the current country frame) to the EAC Partnership Fund. This will strengthen Denmark's ability to remain an active partner in this important forum when the current commitment expires.
- Moving forward, Denmark will look into possibilities under the Country Programme for positively influencing the *situation on Zanzibar* after the election re-run, for instance through support to dialogue, conflict mediation or reconciliation.
- Finally, depending on annual disbursement levels, the *duration of the Country Programme* may be extended.

## Development Contract

General Budget Support (GBS) is still the preferred modality of the Government of Tanzania. The Annual Review of the GBS in September 2015 (for PAF 2014) showed an overall satisfactory progress with achievement of 7<sup>1</sup> out of 12 indicators, although challenges remain in terms of access to and equity of social service delivery in health, education and water. Government and Development Partners agreed to enhance both the predictability of GBS disbursements and the accountability of their use and outcome. It was agreed to formulate a focused and streamlined forum for dialogue based on the SDGs and the Financing for Development commitments to replace the existing GBS Partnership Framework Memorandum which expires in June 2016.

At the same time, the policy landscape of Development Partners is rapidly changing with an apparent fragmentation and move towards using more results-oriented instruments or modalities (P4R, Results-Based Financing and sector budget support). Currently, the World Bank (and JICA) and the African Development Bank are still actively engaged in the Budget Sector group using various forms of sector budget support while IMF participates using their PSI instrument as financing modality. Denmark and Canada are the only bilateral GBS donors with funding available from the previous arrangement. The Danish disbursement of the last tranche of the 2011-2015 GBS programme which is linked to implementation of PAF 2014, was postponed to 2016. Consequently, the first tranche of the new Development Contract has been deferred to 2017.

The budget support group remains a forum where several Development Partners -- who for various, mainly domestic, reasons have opted to no longer contribute financially through the GBS modality -- are still very keen on taking part in the policy discussions. From a Danish perspective, a forum for dialogue remains critical to pursuing the overall objectives of the Country Programme.

Moving forward, the Embassy will engage in the process of formulating a new dialogue structure for the Budget Support Group based on a wider definition of the instrument and with an enhanced emphasis on results and use of variable tranches. In the coming months, **the Embassy will continue discussions with EU and other relevant partners to find avenues for aligning the current Development Contract with support provided by others.** The focus will most likely be on the formulation of an EU budget support operation where also other likeminded (e.g. Sweden) are expected to join. The programme will be centred on

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<sup>1</sup> TANESCO's (Tanzania Electric Supply Company Ltd.) improved revenue collection; the publication of the power sub-sector reform; the increased movement of goods in the Port of Dar Es Salaam; Proportion of urban, district and feeder roads improved; the passing of the Tanzania Extractive Industries (Transparency and Accountability) Act; Cap on subsidy to TANESCO, and the publication of the Government open data through web-based dashboards.

Economic Governance and tax, and as such provide synergies to existing support to Revenue Mobilisation (TRA) and Public Financial Management Reform. The final design of this joint programme will be known by the mid-term review of the Country Programme.

### **Health Sector Programme**

Overall, the collaboration between Government and Development Partners is progressing well. A new Common Management Arrangement has been developed as well as a new Code of Conduct outlining a set of principles for the working relationship. In 2015, partners signed a Memorandum of Understanding regarding the health basket. The basket will support the implementation of the newly adopted health sector strategic plan (2015-20) - and thus be used to improving the five main intervention areas, which include equity, quality and governance in the health sector in Tanzania. Indicators of the Danish programme have been aligned to the new health sector strategic plan and to the SDGs for effective monitoring of progress.

In the past year, the Embassy has engaged intensively in the 'Big Result Now' process under the Office of the President, which has been instrumental in ensuring a continued focus on maternal and new-born health and equity in the new health sector strategic plan.

In terms of results, recent reviews on mainland and Zanzibar show progress in the area of infant, under-5 and maternal mortality as well as in access to and use of family planning. A recent assessment showed strong results in the areas of antenatal care which contribute to institutional delivery and decreased maternal mortality, access to malaria diagnosis and treatment, HIV testing of pregnant woman and prevention of mother-to-child transmission of HIV. Challenges still remain in the areas of quality of and equal access to health care, human resources for health, governance and public financial management (PFM) including financing of the sector. Through Danish facilitation, a PFM technical working group has been established at sector level with a view to improve planning and aligning this with available resources, oversight and management as well as efficient and effective use of funds.

Overall, the engagement with the private health providers is progressing well. Four organisations, Association of Private Health Facilities in Tanzania, the Comprehensive Community Based Rehabilitation hospital in Tanzania, Marie Stopes Tanzania and SIKIKA, a local health advocacy NGO working on health governance, each showed progress in their respective areas. The organisations actively participate in the health sector dialogue and push the governance agenda forward. Two of them were invited to address the recent health sector policy dialogue chaired by the Minister for Health. The Embassy has been instrumental in creating a neutral platform for dialogue between the private and the public sector including developing service agreements between the two. Representing the Christian Faith Based Organisations, with a strong presence in rural and remote parts of the country, the Christian Social Services Commission (with MEMS, Mission for Essential Medicines Supplies, a yet to be established medical supply company) has been slower in showing results. The Embassy has decided to discontinue the collaboration with MEMS. The Embassy has developed a risk and indicator monitoring tool that together with financial management is used for continuous assessment of capacity and performance of the five private health providers.

For several years, Denmark has been the main Development Partner to the public health sector in Zanzibar, still supporting more than 60% of essential medicine. In 2015, the Embassy facilitated the development of an exit strategy, which will focus on implementation of the newly signed strategic plan; improved strategic results-based planning and implementation;

responsible exit of the support to essential medicine; and PFM. The current health sector programme foresees part of the unallocated funds spent on Zanzibar.

### **Business Sector Programme**

Business Sector Programme has picked up speed and is progressing well. The various interventions correspond well with the ambitions of Government to transform Tanzania into an industry-driven economy through boosting private sector driven growth. The programme has three components -- Agricultural Markets Developments; Improved Business Climate; and Access to Finance -- and six development engagements.

The Programme is centred on the independent **Agricultural Markets Development Trust (AMDT)**, which has been set up by four Development Partners, and is now ready to commence activities. Together with the AMDT, the other engagements are expected to develop the required dynamism and synergies to contribute to the necessary transformation from subsistence agriculture to commercial agriculture, agribusiness and manufacturing, which will create much needed employment of scale to some of the 7-800,000 young people, who each year enter the labour market. The AMDT will use the Making Markets Work for the Poor (M4P) approach, and thereby be a facilitator for systemic change of market conditions, which will be directed towards the productive poor. AMDT will start with two value chains with recognised huge potential for job creation. A third value chain with a distinct female bias will be added later this year.

Three of the five development engagements support reforms of the business environment /investment climate<sup>2</sup>, whilst the remaining two create access to financial and business services for smallholder farmers (micro businesses) and small and medium sizes agri-businesses.

On improving the business climate, the **Local Investment Climate (LIC)** engagement is addressing the rather slow implementation of business policies at local level by re-invigorating the public-private dialogue to identify and prioritise the business challenges through existing fora, and by targeting investments that may unlock critical constraints in local markets and value chains through the Small Industrial Facilities Fund. LIC operates in Dodoma and Kigoma Regions. The engagements with **BEST-Dialogue** and the **Confederation of Tanzanian Industries (CTI)** aim to work with private sector and other non-state actors to complement the role of the Tanzanian government in improving the business environment. BEST-Dialogue is building close relationships with AMDT and contributes with funding and advocacy expertise to the value chains targeted by AMDT. Through CTI, capacity of the private sector is built e.g. to address particular challenges related to increasing Tanzanian companies' exposure to the EAC and to environmental awareness, including the energy efficiency agenda.

On access to finance, the **Private Agricultural Sector Support (PASS)** is an independent Trust that provides credit guarantees in combination with business development services such as feasibility studies and business plans to farmers and agri-businesses. Business plans are used to approach banks for loans, whereas the credit guarantees make banks more willing to approve loans, which otherwise looked too risky. PASS has demonstrated that it is possible to operate on commercial terms, and at the same time serve as an important catalyst for making finance accessible for farmers and agri-businesses. **The Financial Sector Deepening Trust (FSDT)**

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<sup>2</sup> The business environment is concerned with government policies, laws, regulations and procedures, whereas the investment climate is derived from (or lack of) investments in infrastructure like energy, roads, market places and water.



offers poor households, including farmers, and small and medium sized enterprises access to formal financial services. FSDT does this by funding the development of new financial products that address the needs of poor households and small enterprises, and by supporting improvements in the policy, legislative and regulatory framework affecting delivery of services. FSDT has identified remote access banking, SME finance and agricultural and rural finance as key areas to stimulate financial inclusion.

Looking ahead, it will be important to tap into the huge potential for synergies between the different engagements. As AMDT features prominently in the programme, it will be a priority to work towards ensuring that the pace of implementation on the part of AMDT picks up, as delays here may negatively affect the ability of other engagements to fully meet expectations.

### **Other activities within the area of business and trade**

Together with DANIDA Business Finance, the Embassy is actively pursuing possibilities for collaboration through the mixed credit facility. Progress has hitherto been moderate due to recent elections and current possibilities -- including investments in ferries; coastal surveillance, waste water treatment in Dar es Salaam and waste treatment in the port of Dar es Salaam -- are in different stages of maturity. However, the possibility for support through this instrument corresponds well with Government's ambition in the area of industrialization and investment, and the pace and interest in pursuing possibilities within this facility seems to be picking up. The recently launched DANIDA Business Explorer instrument comes at an opportune moment and is expected to yield results in the short-to-medium run.

The Embassy experiences a growing interest from Danish companies. Several Trade Council contracts for assistance and collaboration covering a wide range of issues have been signed in recent months. The trend is expected to continue in the coming years. The Embassy has joined the Trade Council's incubator facility through which Danish companies in an up-start phase rent office space at the Chancellery. The first tenants are expected later this year. A European Business Council was set up last year and on Danish initiative, a Nordic Business Council aiming to bring together Nordic companies to promote knowledge-sharing and interests in Tanzania is being discussed.

## **II. Good Governance and Human Rights Programme**

The new programme, which has not yet been appraised, has been formulated based on lessons learned from past governance and gender engagements as well as a contextual analysis and stakeholder consultation. The presentation below is an outline of the thematic programme and accompanying documents.

### **Strategic considerations and justification**

Promotion of good governance and human rights is critical to enabling socio-economic transformations and improvement of lives through the eradication of structural inequality and poverty. The Good Governance and Human Rights Programme (GGHR) contributes to the overall objectives of the Country Programme mainly through demand-side support to strengthen transparency and accountability mechanisms and human rights with a particular focus on women's rights. It complements on-going support to the Government under the Development Contract and health programme with support to an active civil society to enhance social monitoring and advocacy. It also underpins promotion of core principles of a

human-rights based approach (HRBA) to development through a specific focus on accountability, transparency, participation and non-discrimination.

Tanzania has ratified most international human rights instruments and established institutional frameworks to support democratic governance and the implementation of human rights. Tanzania actively engages in the on-going Universal Periodic Review, which can be seen as a sign of the Government's continued commitment to improving the human rights situation. Moreover, Tanzania's engagement in the Open Government Partnership, a multilateral initiative to promote transparency, provides a strong entry point for advocacy on accountability and transparency. Both the constitutional review process and the elections in 2015 saw increased citizen engagement in political processes, and citizens, parliament, media, and civil society are increasingly capable of demanding more accountable and responsible governance. The elections brought expectations, particularly with regards to the fight against corruption, and in terms of improved effectiveness in service delivery and revenue collection.

However, there are also causes of concern and worrying trends. The State continues to be characterized by insufficient separation of powers as well as blurred lines between the ruling party and state institutions. On Zanzibar, in the aftermath of the elections, a large proportion of the population risks being marginalised. Moreover, there are worrying signs on downwards pressure on fundamental human rights through recently introduced legislation (e.g. cybercrime law), which has been used to clamp down on civil society and curb freedom of expression.

Despite a generally conducive legal framework, considerable scope remains for improvements in the actual human rights situation for the population in general, and for women in particular. Citizens still have little or no knowledge of their rights, and lack capacity to claim those rights. This, combined with deep-rooted traditional practices and remaining discriminative legislation, challenges the effective protection of human rights. Lack of access to sexual and reproductive health and rights fuels high rates of infant, under-five and maternal mortality, teen pregnancies and limited access to information and assistance in family planning and other reproductive health care services. The above elicit the programmatic choices.

### **Thematic focus**

The Good Governance and Human Rights programme will contribute to **the promotion of democracy, good governance, rule of law and respect for human rights with a special focus on women.**

The **theory of change** for the programme is based on the assumption that democratic, transparent and accountable governance where women's rights are equal to men's provides the most fertile ground for economic development and eradication of poverty and inequality. Strengthening of demand-side governance will contribute to stronger institutional checks and balances, and enhance the potential impact of Danish support provided to Government. In the short-term, change is expected in terms of a stronger and more vocal civil society, increasingly demanding transparency and responsive governance from duty bearers, as well as an increased access to justice for women and men. A particular change is expected in terms of increased awareness of and respect for women's rights.

A rights-based approach fundamentally aims to positively transform power relations among the various development actors. The programme aims to contribute to such transformation through an intervention strategy, which encompasses support to implementing partners (mainly

non-state actors), the strategic use of unallocated funds to support emerging opportunities, and policy dialogue with Government and Development Partners.

The backbone of the programme is support to non-state actors that play a pivotal role in strengthening rights holders' voice, demand for accountability and the promotion of women's rights. The development engagements reflect the diverse nature of civil society and the breadth of the good governance and human rights agenda. Strategic choices have been made to ensure a selection that seeks to maximize impact, and aligns with Danish priorities, while supporting a division of labor with other Development Partners. This includes a deliberate focus on the rights of women and girls, acknowledging their important role in the future socio-economic development in Tanzania.

While the fight against corruption remains a key challenge in Tanzania, the programme will not directly target anti-corruption bodies or initiatives as these already receive significant support from several like-minded partners.<sup>3</sup> Instead, Denmark will work to strengthen civil society's capacity to advocate for accountability and transparency while other elements of the Country Programme, in particular the support to TRA and PFM, will also aim to bolster the fight against corruption by mitigating and enhancing the focus on transparency and accountability in the use of public funds.

Consequently, the GGHR programme will empower the National Assembly, civil society organizations and citizens to (i) demand accountability and transparency from Government and (ii) promote and defend human rights, and in particular the rights of women and girls.

Accountability and transparency will be enhanced through a UNDP-coordinated multi-donor **Legislature Support Project** supporting the National Assembly to more effectively perform its core functions of citizen representation and executive oversight. The umbrella-NGO **Policy Forum** will focus on budget analysis and monitoring of public expenditure and policy processes through its network of 76 organisations and its interaction with parliamentary committees. Policy Forum will also prepare regular policy briefs to influence government decisions and organize policy debates on relevant topics such as budget monitoring and extractive industries. **Twaweza** (in Swahili "we can make it happen") will focus on improving open government through innovative approaches to social accountability, citizen engagement, and citizen-led monitoring of selected SDGs. Through the promotion of an active civil society participation in the Open Government Partnership, Twaweza will advocate for a robust freedom of information law, and will promote citizen surveys and monitoring of public services for advocacy and policy debate. The **Foundation for Civil Society** (FCS) will provide grants and capacity building to mainly rural organisations that promote accountability and government responsiveness. Through its broad outreach, FCS is in a unique position to nurture democratic processes at local level.

Human rights, and in particular women's rights, will be promoted by **Tanzania Media Women's Association** (TAMWA) through mobilisation of the women's movement and a sustained media campaign against gender based violence (GBV) to influence behaviour and strengthen legal frameworks and action. **Femina Hip** will promote behaviour change among youth, especially girls, with regards to sexual and reproductive health and rights, economic empowerment and citizen engagement. By 2019, Femina Hip aims to reach around 300,000 youth who adopt and practice the "Femina Family Agenda", while Femina Hip's media

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<sup>3</sup> Other Development Partners (e.g. Canada, DFID, Germany, Norway, Switzerland, US etc.) provide support to anti-corruption institutions such as the National Audit Office (NAO), Prevention and Combating of Corruption Bureau (PCCB) and Extractive Industries Initiative Tanzania (EITI).

products aim to reach 1.7 million youth through the active engagement of about 500 Fema clubs. The **Legal Services Facility** will improve the protection of human rights, in particular for women, through better access to justice and legal empowerment. By 2019, around 500,000 people will be reached annually by legal empowerment activities, and 40,000 women are expected to receive paralegal support.

The area of governance and human rights is by its very nature dynamic, and opportunities may emerge that require **agile and immediate response**. Therefore, unallocated funds will be set aside as a strategic instrument to safeguard timely responses to new opportunities, which can help sustain the overall objectives of the programme. Possible areas of support include change agents in Government (e.g. UPR follow-up or ratification of the Convention Against Torture), democratic processes (e.g. constitutional review, elections), and support to political dialogue and conflict mediation on Zanzibar as well as research initiatives.

### **Integration of experience from previous cooperation**

The GGHR programme builds on lessons learned and experiences from past cooperation with Tanzanian partners. These show that collective action based on a thorough understanding of the political economy and the application of adaptable models have generally produced more promising results than top-down Government reforms. While the new Government has sent important political signals of reform, the drive for change needs to be sustained by an active population that makes greater and more broadly articulated demands for a more responsible political system and political leadership. Moreover, partnerships between civil society, the private sector and Government on issues of public interest have the potential to foster positive change. Examples include coalition building at the local level to address persisting problems of GBV, or evidence-based advocacy to influence policy dialogue.

Experience has also highlighted the need to support the demand side of good governance to promote inclusive growth and to deepen democracy, but also that engagement and dialogue with Government is necessary to obtain expected outcomes. As such, most of the implementing partners have opted to engage with Government by seeking constructive partnerships, while remaining critical when needed. In addition, support to strengthening parliamentary oversight and democratic representation can have a systemic impact on accountability and human rights, and will bridge the gap between demand and supply side of governance. The Embassy will continue to explore possibilities of supporting state actors, such as the National Human Rights Commission, to ensure that support to civil society is balanced against other initiatives.

The choice of implementing partners is aimed at supporting these transformations. The selected civil society partners link advocacy and policy influencing with grassroots presence and local level interventions. This greatly increases the outreach and scale of the programme, required to build legitimacy and impact of civil society engagement.

Other Development Partners' efforts have also been taken into account. All implementing partners receive support from other Development Partners, yet the Danish contribution is sizeable enough to make a difference. The collaboration with Development Partners reduces dependency of Danish funds. The use of basket arrangements to fund implementation of the strategic plan of the respective partners and the use of delegated partnerships (e.g. Sweden) will be pursued where possible.

## **Monitoring framework**

Each implementing partner will report on agreed results frameworks as outlined in the individual development engagement. Results frameworks are based on the partners' specific strategic plans or project documents and include expected outcome and outputs with SMART indicators and annual targets. Some partners already have baseline data available. In other cases, baseline studies will be undertaken in 2016. Support to and continuous dialogue with partners in defining measurable indicators and finalizing the agreed results frameworks is a priority for the GGHR program. The forthcoming mid-term review will provide an opportunity to assess progress and consider possible strategic adjustments.

In addition to the semi-annual/annual progress reports from each implementing partner, the Embassy will undertake routine visits to monitor implementation of activities. These visits will be agreed with partners and will whenever possible be coordinated with other Development Partners funding the same partner. Delegated partnership for monitoring may be considered with e.g. SIDA in relation to some implementing partners, e.g. Femina Hip and FCS.

## **Summary of risk analysis**

The GGHR programme is in itself a risk mitigation measure for the Development Contract and the health sector programme, as increased public scrutiny and accountability is expected to improve the quality of public expenditure management and service delivery. In addition, the risk analysis highlights two main clusters of contextual and programmatic risks.

In the wider context, the space for civil society engagement may be under pressure. The risk is not specific to Tanzania but a global trend. A close dialogue with Government is the most important safeguard to mitigate this risk. There is also a risk of Government actors being unwilling to collaborate in promoting democracy, accountability and women's rights with implementing partners, which will be mitigated by strengthening dialogue and cooperation with Government institutions at different levels. Finally, lack of coordination among Development Partners and increased focus on earmarked support are risk factors that may lead to reduced or delayed disbursements, and possibly increased reliance on Danish funds. The Embassy will encourage harmonization through basket arrangements and support to partners strategic plans (core funding), as well as delegated partnerships, wherever possible.

In terms of programmatic risks, there is a risk of financial mismanagement of funds by implementing partners. However, partners are selected based on past experience and will be monitored closely throughout implementation. This includes financial management monitoring with the dual purpose of securing adherence to financial procedures and strengthening of partners' financial management and administrative capacity, if required. Weak implementation capacity is also identified as a risk, as some organizations are dependent on the capacity of a few individuals and may be threatened by high staff turnover. For TAMWA, where implementation capacity is a concern, a specific capacity building component is foreseen.

Annex 1: overview of GGHR development engagements and budget

<b>Partners</b>	<b>Partner nature and core activities</b>	<b>Development Engagement budget</b>
<b>Legislative Support Program (LSP)</b>	UNDP implemented program which strengthens parliamentary oversight mechanisms and institutions with special focus on gender and women empowerment. Also focus on strengthening relationship between parliaments, civil society and next generation of policy makers.	DKK 16 million
<b>Policy Forum (PF)</b>	CSO network representing 76 CSOs with focus on influencing policy processes through citizens' voice, specifically in relation to public money. The network focuses on transparency, accountability and policy, especially in extractive industries.	DKK 10 million
<b>Twaweza</b>	Innovative social enterprise which produces citizen generated evidence for advocacy with main focus on education and Open Government, including e.g. SDGs. It operates through a countrywide and regional network of CSOs and citizen groups.	DKK 28 million
<b>Foundation for Civil Society (FCS)</b>	CSO funding mechanism focusing on poverty eradication through good governance and citizens' engagement and voice. It secures outreach to minor CSOs and countrywide coverage by providing grants and capacity building.	DKK 40 million
<b>Legal Service Facility (LSF)</b>	CSO funding mechanism working with legal empowerment and access to legal services through countrywide capacity building and funding for legal aid and paralegal service providers. Operates with a strong focus on women's rights and provides interface with government legal system.	DKK 80 million
<b>Femina Hip</b>	CSO with a strong focus on youth and girls' empowerment focusing on promotion of SRHR, economic empowerment and citizen engagement. Offers a media platform for communication and advocacy, as well as a countrywide network of youth clubs with a strong mobilization potential.	DKK 28 million
<b>TAMWA</b>	CSO with a core competence in using evidence based media awareness on GBV to change negative attitudes and build public support for legislative change.	DKK 16 million
<b>Unallocated funds</b>		DKK 25 million
<b>TA, reviews etc.</b>		DKK 7 million
<b>Total</b>		<b>DKK 250 million</b>

Annex 2: Summary outcome framework of the development engagements:

<b>Engagement title</b>	<b>Legislative Support Program II</b>
<b>Outcome</b>	National Assembly more effectively and responsively perform core functions of representation, law-making and executive oversight.
<b>Outcome indicator</b>	Number of MPs who contribute to the formulation of the bills.
<b>Engagement title</b>	<b>Policy Forum</b>
<b>Outcome</b>	Analysis of public resource management is used by the public, policy makers, the media, academia and civil society in their advocacy to improve local and national policy processes.
<b>Outcome indicator</b>	Degree to which PF's members find the PF network valuable in policy engagement processes.
<b>Engagement title</b>	<b>Twaweza</b>
<b>Outcome</b>	Public authorities are more responsive to public demand, and they promote and protect citizens' right to high quality, relevant and meaningful information. Citizens and civil society are increasingly asking for, getting and using information to improve their situation and engage public officials to deepen accountability and improve the quality of public service delivery.
<b>Outcome indicator</b>	Progressive legislation on access to information and freedom of expression enacted, including articulations of processes by which citizens can access information, exceptions, penalties for non-compliance and grievance redress.
<b>Engagement title</b>	<b>Foundation for Civil Society</b>
<b>Outcome</b>	Increased efficiency, transparency, accountability, effectiveness and responsiveness of government.
<b>Outcome indicator</b>	Tanzania ranking score on worldwide Governance Indicators.
<b>Engagement title</b>	<b>Legal Service Facility</b>
<b>Outcome</b>	Increased protection of human rights, in particular for women, through basic legal aid services and legal empowerment.
<b>Outcome indicator</b>	Number of cases reported by women that have been resolved.
<b>Engagement title</b>	<b>Femina Hip</b>
<b>Outcome</b>	Youth adopt the "Femina Family agenda" by changing their behaviors with regards to sexual and reproductive health and rights, economic empowerment, and citizen engagement.
<b>Outcome indicator</b>	Number of Fema Clubs and Club networks that take collective actions to promote the Femina Family agenda on safe sex, social entrepreneurship and active citizenship.
<b>Engagement title</b>	<b>TAMWA</b>
<b>Outcome</b>	Actions are successfully taken by community members and national actors to implement mechanisms to prevent and address GBV including review and change of laws/policies.
<b>Outcome indicator</b>	Number of actions taken by community and national actors including survivors, government bodies, media and Members of Parliament.