

President's Office

Planning Commission

Tanzania Strategy Profiles

Dar es Salaam
December, 2000

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1. Introduction

The following is a profile of the 23 reviewed strategies and initiatives for Sustainable development. The profile covers the following issues except where information was not available: *the origin of the idea of formulating the strategy, major objectives, key stakeholders, methodology, institutional relationship and coordination, current status of implementation and major problems of formulation and implementation.*

The information and data generated from the profiles together with interview responses were used as background information in compiling *the Draft Status Review Report (SRR)*.

This report is presented in four different chapters. The chapter plan is based on the three pillars of Sustainable Development (SD) namely Economic, Social and the Environment. After the introductory chapter, there is chapter two where all strategies dominated by economic priorities are summarized. Chapter three consists of the strategies, which are dominated by social issues while chapter four concentrates on strategies, which emphasize environmental issues. Chapter five presents all the strategies and initiatives with issues cutting across the three SD pillars.

2. Strategies with Economic Emphasis

2.1 Export Development Strategy and Action Plan (A Dynamic strategy to Expand and Diversify Exports 2000 – 2004)

2.1.1 The Origin of the Idea

Taking into account Tanzania's low export supply response, the Government of Tanzania (URT) requested the World Bank to assist in preparing an Export Development Strategy and Action Plan as part of Economic Reform measures which started in 1986. The agreement was reached towards the end of 1994 and the exercise commenced in February 1995. The exercise was completed in June 1996.

2.1.2 Major Objectives of the Strategy

The major objective of Export Development Strategy and its action plan is to "*expand and diversify Tanzania Exports*".

2.1.3 Key Stakeholders involved in the Strategy

(a) Formulation

Planning Commission and Ministry of Finance, Ministry of Industries and Trade, Other 3 key ministries (Agriculture, Natural Resources and Tourism and Prime Minister's office), Bank of Tanzania (BOT).

The Private sector including representatives of exports, public and private sector institutions, donor community and multilateral financial institutions, academic & research institutions, local business community (regional and district representatives), regional representatives, and the media.

(b) Planning

Planning Commission, Ministry of Finance
Bank of Tanzania, World Bank,

(c) Implementation, Management, Monitoring and Evaluation

(The strategy is not yet implemented)

2.1.4 Methodology/Process used to Formulate the Strategy

- (i) A Task Force consisting of 15 senior Government and Private sector representatives worked with a joint World Bank/ED/Team to identify key export development constraints.
- (ii) To deepen the Task Force understanding of the problems identified, specific studies were undertaken by special consultants in particular sectors such as garments, leather, tourism and customs. The main aim of engaging these consultants was to dwell more deeply into these subsectors in order to identify opportunities for accelerating the pace of exports from these subsectors.
- (iii) To understand how export problems have been solved in other countries, which are currently major exporters, the Task Force visited Thailand, Malaysia, Singapore and Mauritania.
- (iv) Based upon the analysis undertaken in the foregoing phases, the task force then produced the first draft of the "*Export Development Strategy and Action Plan*".
- (v) The Task Force members and World Bank sought comments on the first draft from within and outside the Country through workshops and soliciting written comments. Within Tanzania, comments were sought at the regional level and by representatives of the public and private sector. Those comments were reviewed and reflected in the final document.

2.1.5 Current Status of Implementation of the Strategy

The strategy is at the early stage of implementation.

2.1.6 Major Problems during Strategy Formulation

A number of problems emerged during strategy formulation. These problems are presented below:-

- i) Political support
- ii) Financial constraint
- iii) Inadequate donor support especially bilateral competing donors
- iv) Vested interests of the lead institutions in export and investment (Interested in Status Quo situation – fear of change)
- v) The strategy was not widely distributed (Voluminous and language used)

Three things will have to take place if the strategy is to be effectively implemented:-

- (a) political support from the beginning
- (b) support from both bilateral and multilateral international development partners.
- (c) Need for participation of the general public and other government and private sector institutions in order to create awareness and ownership.

2.2 National Debt Management Strategy (External Debt)

2.2.1 The Origin of the Idea

The Government has been implementing Economic Recovery programmes supported by the Bretton Woods Institutions, bilateral Governments and other International Financial Institutions since 1986. In implementing the recovery programmes one critical area of attention which emerged to be a serious constraining factor to the recovery efforts, has been the Debt problem both domestic and external.

The Government conscious of this problem and its constraining effects on efforts towards poverty alleviation, sought the need to prepare a “*Debt Strategy*” to address the issue. Therefore towards this end, the Government in collaboration with various Donors initiated steps for preparing the “*National Debt Strategy in 1995/96*”.

2.2.2 Major Objectives of the Strategy

The major objective of the National Debt Strategy (NDS) is geared towards eliminating the debt burden, slowing the build up of Tanzania's debt and alleviating poverty.

2.2.3 Key Stakeholders involved in the Strategy

a) *Formulation*

Ministry of Finance, Planning Commission, Bank of Tanzania, Sectoral Ministries, Bilateral and Multilateral Donors/Institutions, Ministry of Justice and Constitutional Affairs, Controller and Auditor General's Office, Private Sector and NGO's representatives.

b) *Planning*

Ministry of Finance, Planning Commission, Bank of Tanzania, Bilateral and Multilateral International Institutions.

c) *Implementation*

Ministry of Finance, Planning Commission, Bank of Tanzania. Other Central and Sectoral Ministries, Loan Funded Project Coordinators/Managers, Regions/District Authorities, Bilateral and Multilateral International Institutions, Attorney General's Chambers, Controller and Auditor General, Public/Parastatal Enterprises, Private Sector Institutions, NGO's/CBO's, Media

d) *Management*

Debt Coordination Committee and Technical Debt Management Committee, Ministry of Finance, Planning Commission and Bank of Tanzania.

e) *Monitoring and Evaluation*

Ministry of Finance and Planning Commission, Bank of Tanzania, Controller and Auditor General, Sectoral Ministries, Attorney Generals' Chambers.

2.2.4 Methodology/Process used to Formulate the Strategy

- a) A National Task Force was established to prepare the draft National Debt Strategy document.
- b) Consultation with various stakeholders was conducted through workshops and seminars.
- c) Consultation with Donors and Multilateral Financial Institutions.

2.2.5 Current Status of Implementation of the Strategy

The strategy is in the second year of implementation and progress towards achieving the stated objective is good and encouraging as indicated below:

- i) Debt Coordination Committee is already established
- ii) Institutional strengthening for *Debt Management* at the central and sectoral ministries has been accomplished
- iii) The Government has successfully negotiated with the World Bank and IMF and qualified for the HIPC since April, 2000
- iv) The Government has established *Multilateral Debt Relief Fund* and most creditors are depositing to the fund annually
- v) The Government has successfully negotiated with Non-Paris Club creditors and concluded an agreement, which will allow the country to obtain debt reduction of up to 67% in NPV terms.
- vi) Other agreements/Actions are ongoing and in good progress.

In addition to the above achievements, there is a very strong political support, and all macro and sectoral policies are geared towards this end.

2.2.6 Major Problems During Strategy Formulation and Implementation

a) Formulation

- i. Lack of adequate funds
- ii. The timeframe for preparation was too short to allow broad based participation of the general public
- iii. High illiteracy level among the general public in this area
- iv. Inadequate internal capacity for negotiation and strategy formulation

b) Implementation

- (i) Inadequate public awareness on debt issues particularly the causes and effects of debt
- (ii) High proportion of people confronted with abject poverty
- (iii) Low level of private sector investment
- (iv) Inadequate social and economic infrastructure
- (v) Low pace of economic growth and sustainability
- (vi) Inadequate Government revenue which leads to fiscal gap every year
- (vii) Changing External conditionalities and effects of globalisation and WTO agreements
- (viii) Poor performance of exports
- (ix) Inadequate monitoring and Evaluation

During consultations stakeholders were of the option that the solution to these problems is in the strengthening of macro economic stability and reforms, and in increasing the pace of implementing the *Debt Development Strategy, PRSP and Export Development Strategy*.

2.3 Export Processing Zone (EPZ)

2.3.1 The Origin of the Idea

The origin of the Export processing zone partly came from the Export Development Strategy and Action Plan (EDS), as this is a step toward implementation of EDS. The Zone is a collaborative arrangement decided by the Government and Multilateral International Institutions as part of Economic Reform measures aimed at restoring macro economic stability by improving Tanzania's export performance.

2.3.2 Major Objective of the Strategy (study)

The major objective of establishing EPZ is to exploit the country's comparative advantage, attract foreign capital/investments, stimulate local investment in the industrial sector hence assist in economic development.

2.3.3 Key Stakeholders involved in the Strategy

a) Formulation:

Ministry of Finance, Bank of Tanzania, Planning Commission, Ministry of Industry and Trade, Exporters Association, Tanzania Revenue Authority, Other key Ministries responsible for exports and Donors.

b) Planning:

Ministry of Finance, and Planning Commission, Bank of Tanzania, Multilateral Institutions (Donors), Ministry of Communication and Transport, and Ministry of Lands and Settlements, Development

2.3.5 Methodology/Process used to Formulate the Strategy

- a) The Task of undertaking a feasibility for establishing an Export Processing Zone (EPZ) in Tanzania was a result of a contract with Louis Berger International, managed by Bank of Tanzania and funded by the African Development Bank.
- b) The report was later commented and discussed at various fora before adoption.

2.3.5 Current Status of Implementation

The recommendation of the study is at its early stage of implementation. However, problems were encountered during the formulation of the study. This included problems of resource mobilization, weak stakeholder participation due to time constraint and inadequate legal framework for establishing EPZ.

It was suggested during discussions with stakeholders that some of these problems could be resolved by improving revenue collection, involving relevant stakeholders up to the grassroots level, rationalizing Organizational/institutional framework for EPZ, and establishing specific legal framework for EPZ and Environmental Impact Assessment (EIA) guidelines.

3. Strategies Dominated by Social Priorities

3.1 Country Report on Implementation of the Beijing Platform for Action (Beijing + 5)

3.1.1 The Origin of the Idea

In 1946, the UN Commission on the Status of Women was established in order to facilitate the process of enhancing women's rights. The year 1975 was declared by the UN as the International Women's Year so as to focus public attention throughout the world, on the plight of women. The critical issues of women were then deliberated upon during the *Nairobi Forward Looking Strategies*, the Dakar and Beijing Conferences.

This report reviews the progress made in the implementation of the commitments undertaken by the Government of Tanzania at the 4th *World Conference on Women* held in Beijing in 1995.

Following the Beijing Conference, the Government of Tanzania formulated and adopted an Action Plan known as the *National Sub-Programme for Women's and Gender Advancement* as part of the national strategy. This plan aims at implementing the Beijing Platform of Action within the framework of the Community Development Policy.

3.1.2 Major Objectives of the Strategy

The "*National Sub-Programme for Women's and Gender Advancement*" focuses on four out of the twelve critical issues raised at the Beijing Conference. These four areas of concern, which can be considered as broad development objects, are:

- (i) Enhancement of women's legal capacity
- (ii) Economic empowerment of women and poverty eradication
- (iii) Enhancement of Women's political empowerment and decision making
- (iv) Improvement of women's access to education, training and employment

3.1.3 Key Stakeholders involved in the Strategy

Various international organizations are involved in the implementation of the strategy. These include the United Nations Development Programme (UNDP), UNIFEM, World Bank, ILO, FAO, UNFPA, UNICEF, WFP, DFID, USAID, NORAD, CIDA, WHO, UNIDO, SIDA, DANIDA, GTZ, Royal Netherlands, Irish Aid, AIDOS (Italy), JOICIP, and FHI. National institutions and NGOs which are implementing the strategy include: VETA, EOTF, TGNP, TAMWA, KULEANA, TAWLA, FWETA and UMATI, WLAC, TAHEA, Women and Law in East Africa (T), and Plan International. At the grassroot level, the main stakeholders are the women.

3.1.4 Methodology/Process used to Formulate the Strategy

- ❖ With respect to the enhancement of women's legal capacity, several methods or actions are being pursued as follows:
 - (i) The review of laws which oppress women, and the enactment of new laws which give fair treatment to women. This includes review of the inheritance law, the marriage Act and child custody laws
 - (ii) To carry out legal literacy programmes and mass campaigns as a way of educating the public, both women and men alike, regarding their human rights. This includes teaching various issues related to women in the school curriculum and adult education programmes. In some cases para-legal training is offered to females
 - (iii) Steps are being taken to establish a *Commission on Human Rights in Tanzania* which would include the promotion of the rights of women
 - (iv) Since the Beijing Conference, the Government of Tanzania has passed two laws, which protect the rights of women. One is the *Sexual Offences Special Provisions Act of 1998*, the other is a set of laws known as the *Land Law Act and the Village Land Act of 1999*.

- ❖ Methodologies for the economic empowerment of women and poverty eradication include:
 - (a) The promotion of the establishment of women's groups as a way of making credit facilities available.
 - (b) Training women in entrepreneurial skills, management capabilities, and marketing skills
 - (c) Improving women's access to technology and social services
 - (d) Assisting women in setting up savings and credit societies
 - (e) Establishment of the "*Women's Development Fund (WDF)*" for giving loan support to income-generating projects
 - (f) Establishment of the "*Credit for Rural Enterprises for Women (CREW (T))*"
 - (g) Numerous other credit facilities are operated by CBOs and local and international NGOs.

- ❖ Methodologies for women's political empowerment and decision making
 - (i) Increasing the number of women in parliament and local councils
Women have been mobilized to contest for various seats
 - (ii) Encouraging women to be involved in elections, both as voters and candidates, through media campaigns, public meetings, workshops and seminars
 - (iii) The government plans to ensure that at least 30% of those appointed in

political and public services are women. Gender focal points were set up in all ministries and regional structures

- ❖ Methodologies for improving women's access to education, training and employment
 - (a) Steps to increasing the enrolment of girls in schools by making the school environment more attractive to female students by, for example, increasing the number of female teachers, providing financial support to girls, improving reproductive health education in schools, providing more boarding facilities, and making curricula and textbooks more gender sensitive
 - (b) Establishment of girls' vocational training centers and technical secondary schools
 - (c) Sensitization of parents so that they encourage girls to further their education
 - (d) Launching of short courses relevant to women's needs.

3.1.5 Current Status of Implementation of the Strategy

Generally, the achievements have been short of the goals set. Major constraints have been financial limitations on the part of the government and non-fulfilment of the international obligations (according to the Beijing Platform for Action), including the debt burden.

4. Strategies which Emphasize Environmental Issues

4.1 The National Anti- Corruption Strategy and Action Plan for Tanzania

4.1.1 The Origin of the Idea

In 1966, the Government established the office of Permanent Commission of Inquiry (Ombudsman), the first of its kind in Africa. This was followed by the establishment in 1975 of the *Anti-corruption squad* after enactment of Act No. 16 of 1971, the Prevention of the Corruption Act. This was followed by the 1983 enactment of the *Economic Sabotage Act* which was followed by the enactment of the *Prevention of Corruption Act in 1984*. The year 1995 witnessed several developments. These included corruption being an important agenda in the general election and the enactment of Leadership Code of Ethics Act, Act No. 13 of 1995. At the same time the Government established a Presidential Commission of Inquiry Against Corruption (PCIC). The Commission carried out a diagnostic study of why corruption has become endemic in the country.

The Government views corruption as a public enemy number one. Therefore the above initiatives were taken to fight the problem. The strategy document is a continuation of the government's efforts to provide policy framework to address the problem of

corruption in a systematic way.

4.1.2 Major Objectives of the Strategy

The strategy outlines short term and long term objectives

Long-term objectives

- (i) increased economic growth in Tanzania through strengthening of the basic systems and infrastructures
- (ii) equal treatment of different political, ethical, religious, and cultural groups
- (iii) increased Government revenues
- (iv) improved social equity and stability
- (v) improved efficiency and productivity in the public sector
- (vi) increased investments to Tanzania and
- (vii) improved public awareness in civil society and the private sector.

Short-term (immediate) objectives

- (ii) optimal utilization of Government resources and assets
- (iii) equal access to fair, transparent and effective public services
- (iv) effective and fair execution of Government business transactions and
- (v) effective combat of corruption assured

4.1.3 Key Stakeholders involved in the Strategy

The stakeholders are grouped according to activities performed, namely formulation, planning, implementation management, and monitoring and evaluation.

(i) Formulation

- (a) Rule of Laws and the legal framework institutions, Judiciary, PCB, Police DPP, Justice and Constitutional Affairs.
 - (b) Financial Discipline and Management, Ministry of Finance, Finance Directorates of all Ministries, Bank of Tanzania, Tanzania Revenue Authority, Customs, Licensing Authorities, Controller and, Auditor General, Auditor General.
 - (c) Procurement, Central Tender Board, Ministry of Works, Ministry of Defence, All other Ministries, Pension Funds, Professional Registration Boards.
 - (d) Public Awareness and Sensitisation of their Rights, PCB, All media organs, All ministries, All NGOs, All Civil Associations.
 - (e) Whistle Blowers and Witness Protection, PCB, Police, DPP, Immigration, Prisons.
 - (f) Media, All media organs
- (ii) Planning and Implementation, Judiciary, PCB, Police, DPP, Justice and Constitutional Affairs, Ministry of Finance, Finance Directorates of All Ministries, Bank of Tanzania, Tanzania Revenue Authority, Customs, Licensing Authorities, Controller and, Auditor

General, Auditor General, Central Tender Board, Ministry of Works, Ministry of Defence, All other Ministries, Pension Funds, Professional Registration Boards, PCB, All media organs, All ministries, All NGOs, All Civil Associations, PCB, Judiciary, Police, TRA, All Ministries, All Government Authorities, All Public Corporations, PCB, Police, DPP, Immigration, Prisons, All media organs, DPP, Immigration, Prisons, All media organs

4.1.4 Methodology/Process used to Formulate the Strategy

The process was participatory and spearheaded by the PCB. Several meetings and workshops were conducted. The following meetings or workshops were earmarked as pivotal in the strategy formulation process:

(i) The Workshop to Develop Strategies for a National Programme on Governance, Arusha Momela Lodge 29-31 March 1999.

The workshop invited several senior government officers from the following government institutions: Home Affairs, Lands, Works, Health, Civil Service, Justice and Constitutional Affairs, Finance, Prevention of Corruption Bureau, Universities, the Parliament, Auditor General, the State House, Regional Administration and Local Governments, Education, Local Government Reform Programme, Registrar of Political Parties, TRA.

The following institutions also participated:

United Nations, BAKWATA, TAWLA, USAID, ESAMI, ESRF, Episcopal Conference, Media, Foreign Embassies

(ii) Workshop on Anti-Corruption and Transparency 14th April, 1999 and Meeting on 20 April, 1999.

Participants were drawn from President's Office, Ministry of Home Affairs, Ministry of Works, Civil Service Department, Ministry of Finance, Ministry of Education, Ministry of Health, Prevention of Corruption Bureau, National Electoral Commission, University of Dar es Salaam, Planning Commission, Tanzania Women Lawyers Association, AG's Chambers, United Nations Development Programme, European Commission, Ministry of Lands, SIDA, TCCIA.

The strategy is still being development. However, several institutions have been earmarked for its successful implementation.

4.1.5 Current Status of Strategy Implementation

Significant progress has been made in making government institutions and processes more transparent. Economic and political liberalization has already been actively pursued. Private sector is now playing an increasingly important role. There is increased freedom of expression and association. The government has also restructured its tax and investment policies. At the same time regulatory and administrative procedures have been simplified in numerous government institutions. More generally, and partly as a result of these reforms, Tanzania has experienced improved macroeconomic stability, including a low inflation rate, stable exchange rate, and improved foreign reserve position. In 1998, the Dar es Salaam Stock Exchange Market was launched and work continues to improve Tanzania's capital markets generally.

At the same time, more reforms are still underway. These include initiatives such as simplification of regulatory processes (e.g. investors' roadmap) and fiscal management institutions such as TRA and Accounts General's Department continue to be reformed to enhance their effectiveness. Reforms in the Parastatal Sector are also ongoing in the form of selling or leasing assets (e.g. the Kilimanjaro International Airport and DAWASA) to private operators.

In the area of democratization and local government reforms, the achievement to date include:-

- (i) peace and stability since independence with regular elections
- (ii) recent transition to multi-partism
- (iii) recent government commitment to decentralization
- (iv) the creation of the post of the Minister responsible for Good Governance
- (v) increased freedom of expression and association;
- (vi) commitment of involvement of all gender in decision making.

4.2 The National Tourism Policy of Tanzania

4.2.1 The Origin of the Idea

The first National Tourism Policy of Tanzania was adopted in 1991 to provide the overall objectives and strategies necessary to ensure sustainable tourism development in Tanzania. The outcome of this initiative was the establishment of the Tanzania Tourist Board (TTB), the improvement of the private sector participation and the approval of many tourism related projects in collaboration with the Tanzania Investment Centre (TIC). Following changes both at international as well as the national scene, the revision of the tourism policy was inevitable. This was particularly important given the fact that the government's role was changing from that of being directly engaged in commercial activities, to that of regulation,

promotion, facilitation and service provision.

The revision of the National Tourism Policy in 1998 was a result of considerable changes on the political, economic and social fronts within the country. The changes have led to the expansion of the private sector in tandem with the disengagement of the government from the sole ownership and operation of tourist facilities. While overall goals of the policy remain valid, changes have been inevitable, given the fact that the government's role is changing.

4.2.2 Major Objectives of the Strategy

The objectives of the National Tourism Policy are categorized into two major categories namely, general as well as specific objectives.

The general tourism policy objectives seek to assist in an effort to promote the economy and livelihood of the people, essentially poverty alleviation through encouraging the development of sustainable and quality tourism that is culturally and socially acceptable, ecologically friendly, environmentally sustainable and economically viable. The policy also seeks to market the country as a favoured tourist destination for touring and adventure. The specific objectives are categorized into economic social objectives environmental objectives and cultural objectives.

4.2.3 Key Stakeholders and Institutions involved in the Strategy

The revised Tourism Policy is a result of the involvement of various stakeholders through an interactive and participatory process. The development and finalization of the policy document was a result of the joint and collaborative efforts of resource persons from the Ministry of Natural Resources and Tourism (MNRT) and other government departments and ministries such as the Ministry of Finance, Planning Commission, Vice President's Office, Ministry of Justice and constitutional Affairs, Ministry of Transport and Communication and the Ministry Lands and Human Settlement Development.

Other government departments and/or institutions included Tanzania National Parks (TANAPA, Ngorongoro Conservation, and Tanzania Wildlife Research Institute (TAWIRI). The private sector and NGOs were represented by a number of research institutions and associations including the Tanzania Association of Tour Operators (TATO), Hotel Keepers Association of Tanzania (HKAT) and Tanzania Association of Travel Agents (TASOTA). Others included African Tourism Operators (ATO), Economic and Social Research Foundation (ESRF) and the CHL consultants.

4.2.4 Methodology/Process used to Formulate the Strategy

As noted earlier, the revised Tourism Policy is a result of the interaction and participation

of a number of stakeholders. The process was interactive and participatory, involving stakeholders at different levels namely ministries, government departments and institutions, private sectors and NGOs and research institutions.

During the policy revisions a number of workshops were conducted in Arusha and Dar es Salaam between 1994 and 1998. In Dar es Salaam a total of two workshops were organized. These workshops drew participants from different key stakeholders and the main objective was to look at how best the tourism policy can be revised to suit the changing macroeconomic and political environment.

The Task Force went further and studied policies from other countries such as Botswana and Namibia. A number of domestic sectoral policies were also reviewed such as Forestry, Wildlife, Land and Fisheries.

Moreover, from the onset, the whole exercise has also taken into account opinions, observations, comments and inputs of individuals.

4.2.5 Current Status of Implementation of the Strategy

The ministry did not develop and/or formulate the institutional strategic plan after the 1991 Tourism Policy. It was therefore one of the intentions of the ministry to ensure that the framework of policy implementation was in place after the 1998 revision of the plan of action. This would enable the government not only to evaluate the achievement but also to make some policy corrective measures where necessary. So far, a good many of implementation activities have started. For example, significant investments have been made following a conducive investment environment thus promoting employment.

4.2.6 Major Problems during Strategy Formulation and Implementation

According to the respondents during the interviews, problems were experienced during both the formulation and implementation periods.

Problems during formulation included:-

- (i) Problems related to full and/or adequate participation of the stakeholders. It was very difficult to capture views from all the stakeholders because finance was not adequate.
- (ii) The time and manpower allocated for the exercise did not allow for wider coverage.

Problems encountered during the implementation period are the following:-

- (i) there is lack of implementation plan

- (ii) the stakeholders are not prepared for the exercise because they are not aware of the policy changes. In other words, they don't understand the tourism policy and therefore implementation becomes difficult.
- (iii) financial resources are meagre to the extent of making the policy and/or strategy implementation difficult.
- (iv) overlapping of functions, roles and activities is a common problem. For many years, this problem has fuelled conflicts and encouraged duplication of efforts thus, wastage of resources.

The following examples were given by respondents during interviews to illustrate the above problems.

Example 1: The Ministry of Lands and Human Settlements Development (MLHSD) is responsible for allocating plots for hotel construction while the Ministry of Natural Resources and Tourism (MNRT) is responsible for hotel plans etc. When MLHSD delays the allocation of plots, MNRT suffers considerably in terms of attracting investments and revenue generation.

Example 2: Tanzania Civil Aviation Authority (TCAA) is responsible for issuing permits for Chartered planes while MNRT is responsible for planning for tourists movements. Again when TCAA is bureaucratic, MNRT suffers heavily in terms of revenues and reputation.

For MNRT it becomes very difficult to ensure smooth tourist operations when there are more than one institution incharge for the single operation. The MLHSD could have identified the area for hotels and then hand it over to MNRT who are the main custodians of such economic activities.

4.3 The National Energy Policy (2000)

4.3.1 The Origin of the Idea

The first National Energy Policy of Tanzania was put in place in April 1992. Since then, the energy sector, as well as the overall economy, has gone through profound changes. In line with the recommendations in the National Energy Policy of 1992, the policy has been revised taking into account structural changes in the national economic and global political transformations, which together have led to the restructuring and liberalization of all sectors of the economy. Following these changes, the Government of Tanzania felt it was important for each sector to have or revise policies and strategies so that they suit the new macroeconomic environment.

4.3.2 Major Policy Objectives of the Strategy

Overall Objective

The National Energy Policy overall objective is to ensure availability of reliable and affordable energy supplies and their use in a rational and sustainable manner in order to support national development goals.

Specific Objectives

The specific objectives of the policy include:-

- (i) To establish an efficient energy production, procurement, distribution and end-use system in an environmentally sound manner with due regard to international energy cooperation and gender issues
- (ii) To enhance the harnessing of indigenous energy resources in order to diversify energy services and reduce the dependence on imported petroleum based products.

4.3.3 Key Stakeholders involved in the Strategy

A list of stakeholders (institutions) who participated in one way or another during formulation stage include the Ministry of Finance, Planning Commission, the Ministry of Natural Resources and Tourism and Ministry of Water. Other institutions were the Ministry of Lands and Human Settlements Development, Ministry of Transport and Communication, Ministry of Trade and Commerce and the Swedish International Development Cooperation Agency (SIDA).

4.3.4 Methodology /Process used to Formulate the Policy

During the process of revising the energy policy an interactive and participatory process between the government, stakeholders and relevant groups was an important part of the process in order to incorporate views of market actors and energy consumers to address the complex nature of the sector.

The exercise involved a consultant AF International who also involved the local stakeholders to form a task force. The task force came up with a draft Energy Policy. Among the local consultants and NGOs who were involved in the process are Kipondya & Company (a local consulting firm) and CEEST (a local NGO).

Also important to mention is the fact that AF International was working very closely with the ministry's experts. The task force organised three stakeholders' workshops where the draft policy was discussed and improved accordingly. One workshop was organized for

parliamentarians. In addition, a study visit was carried out to South Africa, Uganda and Sweden.

4.3.5 Current Status of Implementation of the Policy

Regarding the extent of implementation and achievement of the objectives of the strategy, some progress has been made. More energy comes from local sources today than it used to be before the revision of the policy. Approximately 80% of the domestic energy consumption comes from indigenous sources, as exploration works for e.g. fuel have to a certain extent been accomplished. There is coal production at Kiwira where the plan is to expand production from 6 to 30 megawatts. A new hydropower station has just been officially opened at Kihansi in Morogoro region.

4.3.6 Major Problems during Policy Formulation

The major problems which were pointed out by stakeholders as drawback implementing the policy included the following:-

- (i) dependency on foreign assistance
- (ii) inadequate commitment of the key stakeholders
- (iii) financial constraint
- (iv) poor expertise and technological capacity

What is more problematic is, that the solutions to the problems depend on foreign assistance, and there is no clear indication in the document of some kind of political commitment. Nevertheless, stakeholders made the following observations in respect of political commitment: many key stakeholders were involved during the formulation stage. They included members of parliament (MPs) and the ministers through the Inter-Ministerial Technical Committee and the Cabinet. Further, MPs were involved during the stakeholders' workshops, and for the minister's during the approval of the policy.

4.4 National Biodiversity Strategy and Action Plan (NBSAP) Final Draft (September, 1999)

4.4.1 The Origin of the Idea

Tanzania ratified the Convention on Biological Diversity (CBD) in March 1996. The CBD provides for a global consensus for the contracting parties to conserve biological diversity and enhance development opportunities banking on more sustainable uses of biological resources and promoting equitable sharing of accrued benefits. Obligations of the contracting parties are articulated by the CBD for implementation of this global consensus. The provision focuses on Development of National Strategies, plans or programmes for the conservation and sustainable utilisation of biological resources.

4.4.2 Major Objectives of the Strategy

The overall vision which guides the NBSAP is *“to build a society that values all the Biodiversity richness, using it sustainably and equitably, while taking the responsibility for actions that meet both the competing requirements of the present and the legitimate claims of future generations”*.

The goals and objectives of NBSAP are given in each of the sub-sectors i.e.

- (i) Agro-biodiversity
- (ii) Aquatic biodiversity and
- (iii) Terrestrial biodiversity

These objectives are then categorized into broader operational areas which are:

- (i) Policy, regulatory issues and international co-operation
- (ii) Planning and co-ordination
- (iii) Education and information
- (iv) Research and development
- (v) Ecosystem and species conservation and sustainable utilization
- (vi) Biodiversity monitoring and evaluation
- (vii) Capacity building

4.4.3 Key Stakeholders and Institutions involved in the Strategy

Stakeholders participation has been through the following mechanisms:

- (i) Co-operation with developed countries in all matters pertaining to enhancing conservation and sustainable utilisation of biodiversity.
- (ii) Ensuring local communities are involved in decision making regarding land use, management and development
- (iii) Strengthening the co-ordination capacity of the National Land Use Planning Commission (NLUPC) to enhance linkage and reconciling the sectoral plans into cross-sectoral sustainable land use plans
- (iv) Collaborating with the Ministry of Lands, Housing and Urban Development (MLHUD) to ensure efficient implementation of the National Land Policy in respect of biodiversity resources
- (v) Encouraging co-operation between the Ministry of Agriculture and Co-operatives (MAC) and the private sector in developing methods for sustainable use of biological resources
- (vi) Encouraging farmers to use improved seed varieties and productive livestock herds
- (vii) Ensuring that women who constitute the majority of the land users have access to

- land
- (viii) Encouraging banks and other financial institutions to provide both long and short term credit to individuals, groups of people, production, marketing and processing associations and facilitating the private sector and co-operatives to invest in agro-biodiversity resource processing
 - (ix) Ensuring sustainable funding to aquatic biodiversity conservation and sustainable utilization programs through involvement of CBOs, NGOs, the private sector and the international community.
 - (x) Other stakeholders are Fisheries division, TAFIRI, Mbegani Kunduchi, Nyegezi Fisheries Institute, Ministry of Regional Administration and Local Government (MRALG), VPO, NEMC, IRA - UDSM, Ministry of Natural Resources and Tourism, Commission for Science and Technology, Ministry of Water, Tropical Pesticide Research Institute, Institute of Marine Sciences, Ministry of Energy and Minerals. All biodiversity related sectors, institutions, NGO's, CBOs, will be involved in the implementation of the strategy.

4.4.4 Methodology/Process used to Formulate the Strategy

The NBSAP process adopted by Tanzania was formulated on a step by step basis guided by the jointly published guidelines for the National Biodiversity Planning by the World Resource Institute in co-operation with UNEP and IUCN in 1995.

The planning team also underwent a one week training on the formulation of NBSAP. The Vice President's Office (VPO) - Division of Environment (focal point for Convention on Biodiversity) was mandated to establish partnership with other Government sectors and institutions, NGOs, community leaders as well as industry and business community with a view to soliciting balanced and viable inputs for the formulation of the NBSAP.

The VPO established both a National Steering Committee composed of Permanent Secretaries from relevant sectors and Multisectoral Technical Committee to co-ordinate the implementation of the process under the assistance of three consultants and a National Co-ordinator. The consultants were selected with respect to their expertise in three broad areas of biodiversity; namely terrestrial biodiversity, aquatic biodiversity and agro-biodiversity.

An international consultant was also involved in the whole process through provision of initial training and backstopping at various stages of the NBSAP development process.

The process began with a training workshop for the planning team (Team Committee members, the Co-ordinator and the three consultants), conducted by the international consultant in March 1998. Sectoral consultations were launched in May 1998, accomplishing the coverage of the twenty governmental and non-governmental sectors and agencies throughout the country by August 1998. Five zonal consultative

workshops were organised. The workshops focused on identification and analysis of threats, constraints, challenges and opportunities for conservation and sustainable use of biodiversity with accent to selected fragile areas, which elicit limited coverage by current or previous programs. The workshop covered the following zonal areas: Coastal and marine (Tanga), semi-arid lands (Dodoma), Wetlands (Mwanza), Mountainous (Morogoro) and Agricultural lands (Iringa).

On the other hand, national workshops were intended to provide a forum for engaging policy makers in the finalization of the strategy.

4.4.5 Current Status of Implementation of the Strategy

The final draft document has been produced, and a stakeholder workshop was planned for mid August, 2000 to discuss the draft.

Thus, at the time of review the strategy was still in the preparation stage. It should be noted that the process has consulted widely and to a large extent involved relevant stakeholders in the formulation stage as well as identified many actors and stakeholders who would take part in its implementation.

4.5 National Action Programme to Combat Desertification (NAP)

4.5.1 The Origin of the Idea

Tanzania participated in the 1977 Conference on Desertification and made efforts to prepare a Plan of Action. Several studies were undertaken to identify ways and means of combating desertification in the country in the context of the plan of action. Due to lack of adequate financial resources, adequate co-ordination and little participation of affected communities in the planning, design and implementation of the plan; the plan of action did not meet the expectations.

Following the Rio Conference (1992), the United Nations General Assembly established an Intergovernmental Negotiation Committee on Desertification which consulted and negotiated amongst affected countries to produce the Convention to Combat Desertification (CCD) in those countries seriously affected by desertification particularly in Africa. This Convention was adopted in 1994; entered into force in 1996 and Tanzania ratified it in April 1997. *The Convention requires affected countries to formulate National Action Programmes to Combat Desertification using bottom up approach and involving all stakeholders.*

4.5.2 Major Objectives

The main objective of NAP is *“to promote proper management and sustainable use of the resources of arid and semi-arid areas to meet both the local and national needs sustainably”*.

The overall strategy of NAP is based on:

- (a) The participation of all stakeholders in the design and implementation of the programme
- (b) Creation of enabling environment at higher levels to facilitate action at national and local levels.
- (c) The “*use of past experiences*” in combating desertification and/or mitigating the effects of droughts in designing and implementing NAP.

4.5.3 Key Stakeholders and Institutions

The stakeholders and institutions which are expected to be involved in the implementation of the action plan would be:-

Local Communities: including farmers, women, youths, pastoralists, agropastoralists, civil societies and community based organizations:

Non-Governmental Organizations: these supportive organisations cut across all administrative levels and are well placed to enhance popular participation in Government (Local and Central) and Government Institutions:

Private Sector: degradation of natural resources affects the private sector and as such it is in the interest of the private sector to participate in efforts to combat desertification:

Politicians: politicians are well placed to mobilise popular participation; *Research and Training Institutions:* inadequate research data and information constitute a big bottleneck in effort to combat desertification;

Donors: Co-operation, solidarity and partnership of the donor community in the efforts to combat desertification is paramount

Linkages with other Programmes and Priorities: it has been ascertained that social and economic issues including food security are closely linked to land degradation and so are issues like climate change, biodiversity and freshwater supplies. The National Action Programme shall be implemented in the context of these related concerns. Finally Cross

Border Linkages: NAP will be implemented closely linking it to the SADC sub regional action programme to combat desertification and others that address most of these cross border concerns.

4.5.4 Methodology/Process used to Formulate the Strategy

Before describing the process it is important to note that the Government has set up an institutional structure for coordinating and guiding the NAP process. This structure is as follows:-

- (i) *National Co-ordinating Body* (NCB) under the leadership of the Permanent Secretary in the Vice Presidents Office. The main duty of NCB is to co-ordinate and guide the NAP process by making requisite decisions.

- (ii) *Focal Point (FP)*
The Division of Environment in the VPO is the national focal point. The National Co-ordinator leads the NAP Secretariat and the National Technical Committee.
- (iii) *National Steering Committee (NSC)*
The Committee consists of 13 members drawn from various institutions.
- (iv) *NAP Secretariat*
Comprises of five members and reports to the NSC
- (v) *National Technical Committee*
The Committee is composed of 15 members representing keystoneholders and sectors.
- (vi) *Task Force on National Desertification/Environment Fund (ND/EF)*
A Task force of 18 people from various institutions to work out modalities of establishing a ND/EF.

The National Steering Committee and Technical Committee planned and executed the following consultations.

- (a) *Sensitisation and awareness raising*
Four teams toured zones to identify stakeholders, to sensitise them and to raise their awareness on desertification.
- (b) *Awareness through mass media and publications*
Booklets on the Convention have been produced in Kiswahili to increase awareness and information dissemination.
- (c) *Consultations with Institutions*
The Technical Committee carried out consultation with various national institutions to establish their awareness on desertification and identify measures to be taken by these institutions to combat desertification.
- (d) *Zonal Workshops*
Three zonal workshops were held in Dodoma, Iringa and Mwanza. The aim was to build on the consultations carried out at the community, district, region and national level to obtain input for NAP from a wide spectrum of stakeholders.

4.5.6 The Current Status of Implementation

The formulation of the Programme has been completed (August 1999) although implementation has not started.

4.6 National Environment Action Plan (NEAP): - 1994 A First Step

4.6.1 The Origin of the Idea

Following the submission of the NCSSD document to the Government in January 1994, a NEAP team was formed in the Ministry of Tourism, Natural Resources and Environment (MTNRE) which included representatives from the Ministry, the Planning Commission, NEMC (part of the NCSSD Secretariat) and a **World Bank Consultant** to write NEAP. The document “*NEAP: A First Step*”, was submitted to the Government and subsequently approved in June 1994.

4.6.2 Major Objectives

The overall goal of NEAP is “*to achieve sustainable development that maximises the long term welfare of both present and future generations of Tanzanians*”. Five objectives follow from this goal, including:

- (i) to ensure sustainable and equitable use of resources for meeting the basic needs of the present and future generations without degrading the environment or risking health or safety.
- (ii) to prevent and control degradation of land, water, vegetation, and air which constitute our life support system.
- (iii) to conserve and enhance our natural and man - made heritage including the biological diversity of the unique ecosystem of Tanzania.
- (iv) to raise public awareness and understanding of the essential linkages between environment and development and to promote individual and community participation in environmental action
- (v) to improve the condition and productivity of degraded areas including rural and urban, and to promote international co-operation on the environment agenda and expand participation to relevant international programs including implementation of conventions

4.6.3 Key Stakeholders and Institutions

The complexity of environmental problems mean that many sections of government and society are involved in an action plan to deal with the problems. Apart from the Vice President’s Office which has a key co-ordinating role, the following ministries

and agencies have a major part to play in implementing the action plan as lead agencies, to be assisted by key collaborators: The Planning Commission). The Ministry of Agriculture and Co-operatives, The Ministry of Natural Resources and Tourism, Prime Ministers' Office, Ministry of Water, Ministry of Energy and Minerals, Ministry of Lands, Housing and Urban Development, Ministry of Education and Culture, Ministry of Science, Technology and Higher Education, The Universities and The Ministry of Community Development, Women Affairs and Children

Each of these ministries/ institutions is supposed to designate a person or office which is responsible for environmental matters.

The Vice President's Office is the co-ordinating body for all government matters relating to the environmental action plan. The National Environment Management Council will have a major role to play in the implementation of the plan. It will be responsible for facilitating the planning process at the District level, particularly for developing the information, assessing the nature and extent of environmental problems and promoting awareness raising and participation in the implementation plan.

4.6.4 Methodology/Process used to Formulate the Strategy

In 1994 a team was formed in the then Ministry of Tourism, Natural Resources and Environment (MTNRE) which included representatives from the Ministry, the Planning Commission, NEMC (part of the NCSSD Secretariat) and a World Bank Consultant to write NEAP. The document "*NEAP: A First Step*" was submitted to the government and subsequently approved in June 1994. *This document is part of an on-going consultative process, co-ordinated by DoE/VPO.*

4.6.5 The Current Status of Implementation

NEAP is being implemented. The National Environmental Policy is in place and environmental legislation is being worked out. Various sector policies now require EIA as an effective tool. Some districts have prepared their environmental Profiles and some are in the process of preparing.

4.7 The National Conservation Strategy for Sustainable Development (1995)

4.7.1 The Origin of the Idea

The origin of the idea for preparing a National Conservation Strategy (NCS) was within the NEM Act No. 19 of 1983. The methodology, approach and philosophy appropriate to this task was developed by the Exploratory Planning Mission for NCS which submitted its report in November 1989. The work was co-ordinated by NEMC.

As a result of Tanzania's participation in the UNCED in Rio (1992) and the subsequent Agenda 21 documents, the process was renamed the National Conservation Strategy for Sustainable Development (December 1992).

4.7.2 Major Objectives of the Strategy

The goals of the NCSSD processes are:

- (i) to assist the nation in achieving development with conservation by highlighting strategies which consider natural resource issues and priorities
- (ii) to review environment and development related plans, policies and legislation with the aim of recommending for their integration and enforceable legislation
- (iii) to make proposals for promotion of public awareness on environmental management matters
- (iv) to encourage public participation in environmental conservation
- (v) to promote environment related research, adoption of environmentally sound technology and environmental friendly consumer products.

4.7.3 Key Stakeholders and Institutions involved in the Strategy

The lead agencies during implementation of NCSSD included:- Planning Commission, Ministry of Foreign Affairs, NEMC, Ministry of Natural Resource and Tourism, Ministry of Regional Administration and Local Government, Ministry of Agriculture and Co-operatives, Ministry of Education and Culture, Ministry of Community Development, Children and Women Affairs, Non Governmental Organisations, Media, Ministry of Energy and Minerals, Sokoine University of Agriculture, University of Dar es Salaam, Commission for Science and Technology, Ministry of Science, Technology and Higher Education, Ministry of Lands, Housing and Urban Development, National Land Use Planning Commission, Institute of Resource Assessment, Tropical Pesticide Research Institute, Tanzania Forest Research Institute, Ministry of Industries and Trade, Ministry of Labour, Tanzania Bureau of Standards, TANESCO, RUBADA-(Rufiji Basin Development Authority) and TANAPA-(Tanzania National Parks)

4.7.4 Methodology/Process used to Formulate the Strategy

Following submission of the report by the Exploratory Planning Mission for National Conservation Strategy (NCS) to the Government in 1989, a workshop was convened in Dodoma in 1990 and identified priority areas for action within a National Conservation Strategy. At the NCS workshop held in Tanga (1992) participants from a wide variety of specialities contributed their analyses of the pressing environmental problems of Tanzania and prescribed solutions.

Following Tanzania's participation in the UNCED (1992), in Rio and the subsequent Agenda 21 document, the process was renamed NCSSD and its scope widened to include a variety of sectoral specific problems of sustainable development and possible solutions. A wide range of representatives from Ministries participated in a series of seminars conducted in 1993 and provided invaluable inputs into the process. The document was reviewed by the Board of Directors of NEMC and approved on September 30, 1993. The document was subsequently discussed at a meeting of the Steering Committee in February 1994 and approved subject to the changes, which had been proposed.

The NCSSD was presented to representatives of district and regional governments in a weeklong conference held in Arusha in March of 1994. Their contribution (documented in separate proceedings available from NEMC) were also included to enrich the document.

The fourth and final Steering Committee meeting took place on May 2nd, 1995 at which time, changes incorporated were approved and the meeting made some additional minor changes which were included in the final version.

4.7.5 Current Status of Implementation of the Strategy

The planning process for the "*National Conservation Strategy for Sustainable Development*" involved very productive national level, inter-sectoral discussions and a good definition of national perspectives.

At some stage, the three processes (NCSSD, NEAP and Environment Policy) will have to merge and result in a single harmonised document which sets out the policy principles, strategies and actions which originate from these documents. This has not yet been done.

4.8 National Plan of Action to Combat Desertification

4.8.1 The Origin of the Idea

In 1985, the UN General Assembly endorsed the inclusion of Tanzania in the list of countries eligible to receive assistance through United Nations Sudano – Sahelian Office (UNSO) in implementing the Plan of Action to Combat Desertification. UNSO launched a desertification control planning and programming mission, which produced an assessment report in 1986. *One of the projects proposed in that report was the establishment of a Drought and Desertification Control Unit within NEMC.* One of the objectives of that project was to initiate a planning process to combat desertification.

4.8.2 Policy Objectives

The objective of the PACD was *“to show how Tanzania intended to counter act the process of degradation in its dry lands so as to secure the nutritional basis and adequate living conditions for the present and future generations.”*

It is a small plan addressing itself to selected issues and not to all the issues related to desertification.

4.8.3 Key Stakeholders and Institutions

The stakeholders and institutions which were involved in the preparation of the plan of action were:- NEMC and relevant scientific institutes in the country, Ministry of Education and Culture, Radio Tanzania, Ministry of Agriculture and Co-operatives, Ministry of Lands, Ministry of Natural Resources and Tourism, Ministry of Regional Administration and Local Government, and TANESCO.

4.8.4 Methodology/Process used to Formulate the Plan of Action

Following the establishment of *a Drought and Desertification Control Unit* in NEMC, UNSO assisted NEMC and provided a consultant to help the unit in initiating a whole package of activities: planning, monitoring, mapping test areas in the dry lands of the country, organising study tours for senior staff members and holding workshops to sensitise the regional extension officers to the related environmental issues. *At the end of the consultancy term, the UNSO consultant, had helped the staff of the unit to formulate a plan of action to combat desertification in Tanzania.*

4.8.5 Current Status of Implementation

PACD represented only a part of a planning process which had already started in Tanzania by both the Government and development agencies to combat the degradation of the country's natural resources. The document came up with a proposal for seven project profiles and tentative budgets. However, due to lack of financial resources, the proposed projects did not take off.

4.9 The National Forest Policy

4.9.1 The Origin of the Idea

The first National Forestry Policy in Tanzania was enunciated in 1953 and reviewed in 1963 to detail the manner in which the forest and tree resources would be managed sustainably to meet the needs and desires of the society and the nation. In 1988, the

government of Tanzania initiated the preparation of the Tanzania Forestry Action Plan (TFAP). The TFAP was adopted by the Government in 1989 *as a basis for the development of the forest sector. Between 1992 and 1994, TFAP was revised, including the assessment of policy related issues. This was a result of the macro and socio-economic policy reforms implemented in the country.* The new forest policy document was prepared with involvement of relevant stakeholders. This policy was based on an analysis of the ecological and economic needs of the country and availability of human and other resources. The revised TFAP provided a basis for the policy review. The formulation process involved both sectoral and cross-sectoral stakeholder contributions.

4.9.2 The Major Objectives of the Policy

Sectoral Goal

The overall goal of the national forest policy is to enhance the contribution of the forest sector to the sustainable development of Tanzania and the conservation and management of her natural resources for the benefit of present and future generations.

The Objectives

The objectives of the policy are the following:-

- (i) ensure sustainable supply of forest products and services by maintaining sufficient forest area under effective management;
- (ii) increased employment and foreign exchange earnings through sustainable forest-based industrial development and trade.
- (ii) ensure ecosystem stability through conservation of forest biodiversity, water catchments and soil fertility; and
- (iii) enhance national capacity to manage and develop the forest sector in collaboration with other stakeholders.

4.9.3 Key Stakeholders involved in Policy Formulation

Local communities, NGOs, Local government, Forestry and Beekeeping authorities, Other government ministries and institutions and International community. It is expected that these stakeholders will also be involved in the planning, implementation, management, monitoring and evaluation of the policy.

4.9.4 Methodology/Process used to Formulate the Strategy

One of the first steps which were carried out in formulating the policy was to establish a core group (*task force*). The core group included individuals from Forestry, Beekeeping, Environment, and Planning Commission. There was also an international consultant who

acted as a moderator.

The task force studied the macro-economic framework and other sectoral policies. They visited the areas, which had impact to the forestry sector and discussed with the representatives. A total of five workshops were conducted at district, regional and national level.

The final draft of the policy was considered as a ministry proposal, which was then forwarded to the cabinet. The proposal followed the normal procedure of passing through the cabinet secretariat, the Inter Ministerial Committee and finally the cabinet.

5. Strategies with Issues Cutting Across the three Pillars of Sustainable Development namely Economic, Social and the Environment

5.1 National Population Policy

5.1.1 The Original of the Idea

Since independence, Tanzania has conducted three censuses that is in 1967, 1978 and 1988. These have been the major sources of population data. These censuses have indicated that the population of Tanzania increased from 12.3 million in 1967 to 17.5 million in 1978 and reached 23.1 million in 1988. During this period the population growth rate was estimated at an average of 3.2 per annum between 1967 and 1978 and declined to an average of 2.8 per annum during the period between 1978 and 1988. The 1988 Census indicates that there is variation between the regions. For example at regional level the estimated annual growth rates ranged from 1.4 per cent (Mtwara) to 4.8 per cent (Dar es Salaam). On the assumption of a slight decline in fertility and continued falling mortality it is projected that the year 2000 will have a population of about 33 million.

5.1.2 The Major options of the policy

The National Population Policy has the following strategies:-

- (i) Population and development planning integration
- (ii) Population growth and employment
- (iii) Problems of special groups in society
- (iv) Gender equality and women empowerment
- (v) Reproductive Health
- (vi) Environment conservation and sustainable development
- (vii) Education
- (viii) Research, data collection and Training
- (ix) Advocacy and IEC

5.1.3 Key Stakeholders and Institutions involved

The following stakeholders and institutions are responsible for implementing the policy. The Planning Commission, Vice President's Office, Prime Minister's Office, Ministry of Health, Ministry of Education and Culture, Ministry of Agriculture and Livestock Development, Ministry of Labour and Youth Development, Ministry of Community Development, Women Affairs and Children, Ministries of Water, Energy and Minerals, Ministry of Home Affairs, Ministry of Justice and Constitutional Affairs, Institutions of Higher Learning, Mass Media, NGOs and Private Sector, Political parties, Religious institutions.

5.1.4 Current Status of Implementation of the Policy

Since the adoption of the *Population Policy in 1992*, there have been new developments arising from national and international developments. These include the Tanzania Development Vision 2025 and international conferences including the 1992 Conference on Environment and Development, the 1994 International Conference on Population and Development (ICPD), the 1995 Fourth World Conference on Women (FWCW), the Copenhagen Social Summit of 1995 and the 1997 World Food Summit. These new developments have necessitated changes in approaches and policy orientation so as to address:

- i) Population issues in a holistic manner in development plans as well as recognizing the roles of other partners – *civil society, NGOs and the private sector*
- ii) Poverty in its broad dimensions including inequalities in resource use and allocation between women and men and various social groups
- iii) Discriminatory and harmful socio-cultural practices
- iv) Issues related to reproductive health;
- v) The interrelationships between population and sustainable development and
- vi) Basic needs of the people by ensuring productive employment opportunities

5.2 The National Poverty Eradication Strategy

5.2.1 The Origin of the Idea

- (i) In 1961 during the independence, Tanzania declared war against three development enemies - *ignorance, diseases and poverty*
- (ii) The late 1980s witnessed the erosion of the 1960 efforts/war against poverty
- (iii) Early, 1990s "*poverty*" became an issue in the development agenda and was no longer considered a "*distortion*"
- (iv) In 1995, Tanzania joined other nations in their commitment to eradicate poverty by 2010 as a result of the 1995, *World Social Summit* (Copenhagen in

- Denmark)
- (v) 1996, establishment of the *Poverty Eradication Division* in the Vice President's Office and assuming spearheading role in the coordination of poverty eradication initiatives in the country.
 - (vi) In 1996/97, the formulation of the national eradication policy commenced. The process ended with the production of the "*National Poverty Eradication Strategy*" (NPES).

The Formulation of the poverty eradication policy/strategy was one of the to do issues which were identified in the Copenhagen Social Summit.

5.2.2 Major Objectives of the Strategy

- (i) Providing a coordinating mechanism for the implementation of poverty eradication initiatives;
- (ii) Creating an enabling environment for effective poverty eradication efforts;
- (iii) Empowering the poor to participate effectively in poverty eradication programmes;
- (iv) Ensuring full participation of women in poverty eradication initiatives;
- (v) Providing clearly defined roles and responsibilities of different stakeholders in implementing poverty eradication plans and programmes; and
- (vi) Promoting equality of opportunity for men and women to lead a decent and productive life.

5.2.3 Key Stakeholders involved in the Strategy

At Formulation:

- i. Committee of experts from central and local governments,
- ii. District and urban councillors
- iii. Representatives from NGOs from each district in mainland Tanzania
- iv. Women representatives from all regions of mainland Tanzania
- v. Members of parliament
- vi. Donor community
 - (a) UNDP
 - (b) Irish Government
 - (c) The Government of Japan
- vii. Executives from the government, private sector, training and Research institutions and NGOs.

Implementation: Vice President's Office, Poverty eradication advisory committee, Central ministries, Sectoral ministries, Regional level, District level, Ward level, Village level, Household families and communities, Other stakeholders (donor community, NGOs, private sector, trade unions, cooperatives and associations,

grass-root self help groups, and extension workers and change agents).

Managemen: Donor community, Non-governmental organizations, Private sector, Trade unions, Cooperatives and associations, Grass-root self-help groups, Extension workers and change agents.

Monitoring and Evaluation: Vice President's Office, The Poverty Eradication Division of the Vice President's Office, Ministries, Regional Levels, District levels, NGOs.

5.2.4 Methodology/Process used to Formulate the Strategy

The strategy was developed in a participatory manner and many stakeholders were involved at different stages as described below:-

Drafting stage

Committee of experts prepared the initial draft

Formulation stage

- (i) Zonal Workshops (participants drawn from central and local government, district and urban councillors, NGO's)
- (ii) Women's workshop (participants drawn from women groups from all regions in mainland Tanzania)
- (iii) National Workshops (participants drawn from Government, private sector, training and research institutions and NGOs)

Submission for approval

The final draft was submitted to the Gov. for approval in October, 1997.

5.2.5 Current Status of Strategy Implementation

- (i) The office of the Vice President has been mandated to:-
 - (a) co-ordinate and supervise all poverty eradication programmes implemented by different sectors
 - (b) develop poverty monitoring indicators
- (ii) 1999 Commencement of the action plans to implement NPES. However the initiative has been replaced by the development of the *National Poverty Eradication Strategy Paper* (the process is on-going aiming for government adoption in November, 2000).
- (iii) Tanzania is now eligible to the HIPC initiative (April, 2000)

- (iv) Creating an enabling environment for effective poverty eradication efforts
- (v) Creation of the Tanzania Social Action Fund for funding development initiatives at community level
- (vi) Principles of good governance have been prepared and they are now being promoted
- (vii) Strategies for coordinating poverty eradication issues are now being explored (eg. Establishment of the Poverty Eradication Focal Points in the Ministry of Regional Administration and Local Government)
- (viii) The public and private sector have by now internalised the relevance of community participation in the formulation, implementation and evaluation of development initiatives/programmes (e.g Projects in Lindi and Mtwara (RIPS), and Singida regions (Government initiatives)
- (ix) Empowering the poor to participate effectively in poverty eradication programmes
- (x) Information and communication initiatives have been initiated:
 - (a) A directory of Sources of Support to the Poor in Tanzania: A list of institutions has been prepared
 - (b) A newsletter: *MAPAMBANO* reporting poverty eradication in Tanzania is now published
- (xi) Poverty Eradication Monitoring Indicators are now being published (since 1999)
- (xii) Ensuring full participation of women in poverty eradication initiatives;
- (xiii) Micro-credit study targeting the women has been conducted (in collaboration with *Equal Opportunity Trust Fund* (EOTF) – a women empowering NGO
- (xiv) Women are now participating in key poverty eradication steering committees.
- (xv) Providing clearly defined roles and responsibilities of different stakeholders in implementing poverty eradication plans and programmes;
- (xvi) A study to re-assess sectoral, social and productive sector policies is being formulated.
- (xvii) Promoting equality of opportunity for men and women to lead a decent and productive life;

The implementation of this strategy has a very strong political support as indicated/below:-

- (a) The preface of the NPES is endorsed by the Vice President of the United Republic of Tanzania, Hon. Dr. Omar Ali Juma.
- (b) The NPES has been discussed by members of parliament during the formulation process
- (c) The NPES has received a formal approval from the Government.

Further to political support NPES has policy statements covering almost all areas of the economy. These include policy statements for :-

- (i) peoples' income
- (ii) agricultural development
- (iii) developing the industrial sector
- (iv) developing the mining sector
- (v) promoting cooperatives
- (vi) promotion infrastructure
- (vii) resource mobilization
- (viii) promoting education
- (ix) promoting health sector
- (x) promoting water supply and sanitation services
- (xi) employment promotion
- (xii) protection and preservation of environment, and
- (xiii) housing promotion

5.2.6 Major Problems during Strategy Formulation

The following were identified as major problems faced during the formulation of the strategy:-

Problems:-

- (i) poor sectoral and institutional linkages (coordination)
- (ii) accessibility of stakeholders
- (iii) low level of awareness
- (iv) lack of follow up
- (v) inadequate time given
- (vi) bureaucracy
- (vii) inadequate Data
- (viii) lack of Technical Capacity
- (ix) lack of Implementation framework

5.2.7 Emerging Issues

During interviews the respondents raised the following issues for discussion during stakeholders' workshop.

- (i) How does the strategy operate without:-
 - (a) a poverty eradication policy.
 - (b) an implementation plan.
- (ii) How does the National Vision, National Poverty Eradication Strategy, and the Poverty Eradication Strategy Paper relate to each other?
- (iii) *The Guidelines for the Preparation of the First Medium Term Programme for the Implementation of the National Development Vision 20205 are not yet ready, they are still in a draft form. Is there lack of harmonization,*

coordination of these critical initiatives for sustainable national development?.

5.3 MAC Medium Term Strategic Plan (MMTSP) 2000-2005

5.3.1 The Original of the Idea

- (i) The need/desire within Government Ministries, Departments and Agencies (MDAs) to develop efficient and reliable personnel and financial management tools, and
- (ii) The Government through the CSD's Civil Service Reform Programme (PSRP) took up the initiative to introduce strategic planning into the *MDAs*.

5.3.2 Major Objectives of the Strategy

The MMTSP outlines the following broad objectives:

- (i) to promote measures to improve the efficiency and effectiveness of the services in the agricultural sector; and
- (ii) to acquire, retain, develop and motivate personnel for the purpose of efficiently executing its mandates to the levels and standards expected by its clients. Furthermore, MMTSP outlines the following or specific objectives
 - (a) policy development and implementation
 - (b) regulatory and quality control services
- (iii) devolution of responsibilities to local authorities and private sector
- (iv) conducting and coordinating agricultural research
- (v) human resources management
- (vi) capacity for the provision of technical and extension services
- (vii) regional and international cooperation
- (viii) maintaining a national food security services
- (ix) plant and animal disease control
- (x) development of cooperatives

The strategy has just been completed and started being implemented.

5.3.3 Key Stakeholders Involved in the Strategy

During formulation and planning the stakeholders involved included:- MAC Employees (Top leadership, Scheduled officers, Donors (World Bank) - International consultant (only formulation) , and CSD - local consultants

5.3.3 Methodology/Process used to Formulate the Strategy

- (i) The formulation process was a joint effort between MAC and CSD
- (ii) CSD commissioned a team comprised of local and international consultants to guide MAC management through the formulation process
- (iii) Workshops and meetings were held involving MAC top management (Permanent Secretary, Directors, Assistant Directors and Selected Senior officers).

5.3.4 Major Problems during Strategy Formulation and Proposed Solutions

5.4.5 Problems

- (i) Unclear Institutional Set-up
- (ii) Low Level of Awareness
- (iii) Legal Framework and Law Enforcement
- (iv) Inadequate Data

5.4.6 Proposed solutions to the problems

(i) Unclear Institutional Set-up

During formulation process the Government had not approved the MAC's new organization structure. The new structure has now been approved and is operational.

(ii) Low Level of Awareness

The need, the process and expected outputs were not fully known to the management and the rest of MAC staff. Their subordinates represented most of the managers during the formulation process and this affected the level of strategy ownership. It is important to ensure that participants in the formulation process are adequately familiar to the process.

(iii) Inadequate legal framework and law enforcement

Significant number of the identified problems requires review, updating, consolidation, amendment or repealing of the existing agricultural legislation. The regulatory institutions should also be capacitated for effective enforcement of the legislation.

(iv) Inadequate Data

Relevant sector data and information should be made easily accessible. Strengthening of the agricultural information and communication capacity should be a priority of the government as this is one of the important public service that has been retained by the government.

5.4. CSD Medium Term Strategic Plan

5.4.1 The Origin of the Idea

Economic liberalization process compelled the government to initiate reforms in the public sector which would reduce the costs of running the government and improving the public service delivery. The process of improving the quality of public service delivery led to the development of a strategic plan.

5.4.2 The Major Objectives of the Strategy

The Second Phase of the Public Sector Reform Programme (PSRP) has the following goals:-

- (i) to right-size Government operations to core, effective and affordable levels
- (ii) to have in place high performing managers selected on merit in the public service
- (iii) to ensure commitment and high morale among public servants
- (iv) to have public service that performs and delivers quality services, which meet clients' expectations
- (v) to ensure public service operations are carried-out efficiently and cost effectively
- (vi) to develop CSD's capacity to spearhead public service reforms

5.4.3 Key Stakeholders' involved in the Strategy

During the strategy formulation, the following stakeholders were involved:-

- (a) Inter-ministerial Strategic Planning Support Team
- (b) Civil Service Department
- (c) All chief executives in the MDAs

5.4.4 Current Status of Implementation of the Strategy

- (i) the size of the public service workforce has been reduced by 24%
- (ii) control over employment levels has been restored
- (iii) the average real salaries have increased from Tsh 12,000 to Tsh 54,000
- (iv) the organization and senior management structure of the MDAs has been rationalized. e.g the number of ministerial divisions has been reduced by 25%
- (v) civil service pay structure and payroll systems have been simplified. The pay structure has been reduced from 196 grades and 36 different allowances to 45 grades and 7 allowances. Similarly, control over wage bill expenditure has been restored
- (vi) the retrenched civil service have been provided with counselling and training
- (vii) agenda, vision and strategy for decentralization and establishment of

implementation technical team in the Ministry of Regional Administration and Local Government and launching of the Local Government Reform Programme

- (viii) Completion of the restructuring of regional administration as part of local government reform process.

The programme to implement the strategy has been launched by the President and the Chief Executives of the CSD have endorsed the Strategy document

5.4.5 Major Problems during Strategy Formulation

The following problems were experienced during the formulation and planning stages:

- (i) inadequate funds
- (ii) unclear institutional set-up
- (iii) low level of awareness
- (iv) lack of follow up
- (v) legal framework and law enforcement
- (vi) lack of clear focus
- (vii) domination of top-down approach
- (viii) conflicting perception of the formulation teams
- (ix) inadequate data
- (x) the Strategy is still in draft Form.

In addition to the above problems, there is a need to clarify the relationship/level of integration/interdependence between the CSD's Strategic Planning initiative and the Ministry of Finance Medium Term Expenditure Framework initiative.

5.5 The Mineral Policy of Tanzania (1997)

5.5.1 The Origin of the Idea

In recognition of the great potential that the mineral sector has in contributing towards rapid national economic recovery and development, the government thought there is an urgent need to develop and/or formulate the mineral policy. The policy was to guide and direct mineral development and exploitation in the country. This recognition was in line with the changing macroeconomic policy environment in the country. And from the policy document and the interviews, it was noted that the new macroeconomic environment and political changes at national level, which is a result of the changes at international setting, were actually the forces behind development and formulation of the policy.

5.5.2 Major Policy Objectives¹

Overall, the objective is to attract and enable the private sector to take the lead in exploration, mining development, mineral beneficiation and marketing. The primary

¹ The Mission and Vision have also been stated.

objective is to raise the sectoral contribution to GDP, increase the country's foreign exchange earnings, increase government revenue, create job vacancies and protect the environment. The specific policy objectives are:-

- (i) to stimulate exploration and mining development
- (ii) to regulate and improve artisanal mining
- (iii) to ensure that mining wealth supports sustainable economic and social development
- (iv) to minimize or eliminate the adverse social and environmental impacts of mining development
- (v) to promote and facilitate mineral and mineral based products marketing arrangements
- (vi) to promote and develop Tanzania as the gemstone centre of Africa
- (vii) to Alleviate poverty especially for artisanal and small scale miners.

The mineral sector policy is therefore designed to address the following national challenges

- (i) to raise significantly the sector contribution to GDP
- (ii) to increase forex earnings
- (iii) to increase government revenues
- (iv) to create job opportunities
- (v) to ensure environmental protection

5.5.3 Key Stakeholders and Institutions Involved

The key stakeholders of the minerals sector include the private sector, government ministries and departments, research institutions, individuals and the people of Tanzania. The ministries include the Ministry of Finance, the Planning Commission, Ministry of Lands and Human Settlement Development and the Ministry of Natural Resources and Tourism.

The private sector and research institutions include the Mining Companies, Economic and Social Research Foundation (ESRF), different associations such as Tanzania Mineral Dealers Association (TAMIDA), Federation of Miners' Association of Tanzania (FEMATA) and the Tanzania Chambers of Mines (TCM).

5.5.4 Methodology/Process used to Formulate the Policy

As a first step towards formulating the policy a Task Force was formed which was entrusted to prepare "*a policy framework*". After the policy framework was prepared, it was discussed at different for a including in a series of workshops which involved stakeholders at different levels.

The Task Force had to review different literatures including a number of mineral policies from other countries, in addition to making a few study visits in other countries. The final policy document was then approved by different decision-making bodies namely the *Cabinet Secretariat*, *Inter Ministerial Technical Committee* and finally *the Cabinet*.

5.5.5 Current Status of Implementation of the Policy

To ensure a smooth operationalization of the Mineral Policy, a revised Mineral Act was passed by the Parliament in 1999. It is estimated that the total employment in small scale mining in the country is close to 1.5 million up by 300% of the employment ten years ago. There are not less than 60 mining companies in Tanzania most of which are still conducting exploration.

5.5.6 Major Problems during Policy Formulation

A number of problems emerged during the formulation as well as implementation of the policy. Problems experienced during the formulation period include:-

- (i) inadequate financial resources
- (ii) inadequate participation of the key stakeholders
- (iii) financial dependence
- (iv) poor expertise and technological capacity

During implementation of the policy, a number of problems have also been experienced. They are summarized as follows:-

- (i) Transformation of the small scale miners
- (i) Loss of tax revenue due to weak tax administrative frame
- (ii) Inadequate capacity to monitor and evaluate the mining activities
- (iii) Resistance to change on the part of the indigenous population within the mining communities.

It will be noted that most of the solutions to the challenges and/or problems listed above are associated with financial ability and/or foreign assistance. Thus, to be able to resolve most of the problems in the mineral sector, financial infrastructure has to be improved first. Other solutions such as political commitment, change of mindset and institutional coordination though important, are probably secondary.

5.6 Institutional and Legal Framework for Environmental Management Project (ILFEMP)

5.6.1 The Origin of the Idea

In 1995, the Vice President's office (VPO) assumed co-ordination responsibility for environmental management and poverty alleviation in Tanzania. Since then, the VPO has taken the lead in orchestrating a review of the current institutional arrangements and in planning effective operational response to the required change. It is in this context that the VPO launched, in 1998 ILFEMP.

5.6.2 Major Objectives

The overall objectives of ILFEMP are:

- (i) to establish an analytical basis to enable the government make an informed decision on the preferred institutional structure of future environmental management.
- (ii) to draft a new Framework Environment Management Bill which will provide legislative underpinning for institutional reform and the future management of Tanzania environment (ILFEMP Phase II).
- (iii) to identify priority areas and framework for a National Environmental Management Programme.

The specific objectives of Phase I of ILFEMP are:

- (i) to assess central and decentralized capacity to perform key environmental management functions.
- (ii) to describe institutional and organizational options available to government to improve performance, and
- (iii) to recommend actions to establish an operational institutional framework.

5.6.3 Stakeholders and Institutions Responsible for the Strategy

Village and Community Authorities, Wards, Local Authorities, Local Authority Environmental Management Committees (LAEM), Regional Authorities, Sectoral Ministries, Private Sector and Donors.

5.6.4 Methodology/Process used to Formulate the Project

ILFEMP worked in a highly participatory and consultative manner, involving a wide range of stakeholders in both the public and private sector. National and decentralized consultative meetings were held. The first national consultative workshop was held in Dar es Salaam in November 1998. Majority of participants were from the public sector

although donors, NGO's, the private sector, environmental projects and community groups were represented.

Four zonal workshops were conducted in Mbeya, Mwanza, Morogoro and Dodoma. These meetings discussed a wide range of concerns related to the organization and management of the environment at the community, district and regional levels.

5.6.5 Current Status of Implementation of the Project

The report "Options for an Institutional Framework for Environmental Management" Final Report was produced in December 1999. It was circulated to relevant institutions for comments and thereafter was to be submitted to the Cabinet Secretariat. Progress towards the next stage of institutional and legal reform will not take place automatically. There needs to be a planned and managed process, which prepares, implements and monitors change from the present situation to an improved situation.

5.6.6 Institutional Issues

According to Mwalyosi R.B. (1996), environmental issues which cut across several sectors, have in the past been sectoralized themselves. The distances among sectors is wide and in several cases even related sectors are not effectively co-ordinated. Hence, the overlapping responsibilities, conflicts, and subsequent misuse of scarce human and final resources.

Thus, the biggest challenge is how to ensure sectoral integration without greatly affecting the administrative efficiency and convenience. Attempts to address the challenge of sectoral integration has been made with the creation of co-ordinating institutions (The Act establishing NEMC) and the location of such institutions within the office of the Vice President. While the aim was to provide capability to ensure that environmental concerns are followed within all sectors, operationalization of relevant institutions both vertically and horizontally has not been smooth.

Inter sectoral co-ordination was clearly highlighted as a significant problem during virtually all the ILFEMP workshops and consultative meetings.

In the environment area, institutional conflicts are likely to occur due to cross-cutting nature of environmental issues. One sector's interest somewhere, is the other sector's threat or damage. Take for example, mining interests in a national park.

The tendency of having a government department and environmental agency at times disrupts the process of environmental management, especially if these institutions are not assigned clearly defined functions. This type of set up, often duplicates roles and responsibilities. This results in overlapping jurisdictions. In addition, conflicts among institutions involved in environmental management stem partly from the lack of balance between resources and agenda. Ideally, such a balance would clearly define the operation of the institutional policy reform mechanism, preventing distortions within the inter-

organizational power network.

One way to forestall conflicts is to define institutional managers and linkages from the outset by ensuring that resources are sufficient to implement recommended actions. Another approach is to make sure that national environmental policies are co-ordinated at a level above the line ministries.

5.7. Tanzania Development Vision

5.7.1 The Origin of the Idea

The Government and the society initiated the process in general. This was because late 1980s and early 1990s economic reform programmes brought the end of state control of commanding heights of the economy. Private initiatives and enterprises started to assume a leading role for economic and social development. At the same time political pluralism was being introduced. It was therefore felt that there was a need to define a developmental goal so as not to lose direction – i.e *people centered development*

5.7.2 Major Objectives of the Vision

- (i) High quality livelihood
- (ii) Good governance and the rule of law
- (iii) A strong and competitive economy

5.7.3 Key Stakeholders involved in the Vision Formulation Implementation and Management

Vision formulation:

- (i) The Planning Commission
- (ii) Team of Experts from various sectors, namely; Government Ministries and Departments, Representatives of various social settings such as journalists, women, and NGO organizations.
- (iii) The public through the media (radio and newspapers) and were encouraged to provide feedback.
- (iv) The Cabinet Secretariat, the Cabinet and finally the Parliament.
- (v) Prominent individuals e.g. retired Presidents. (*During the formulation and in the review process*)

Vision implementation and management

All the sectors of the economy are responsible for the implementation of the vision. The Planning Commission has the mandate to monitor and evaluate the results of public resources utilization whereas the Ministry of Finance has the responsibility of managing

day to day utilization of the public resources.

5.7.4 Methodology/Process used to Formulate the Vision

- (i) Expert knowledge (team of experts commissioned by the Planning Commission of the President's Office),
- (ii) Conducting symposia,
- (iii) Interviews,
- (iv) Dialogues with various people, and
- (v) Meetings with various social settings in the society

5.7.5 Current Status of Implementation of the Vision

Generally, the extent of achievement is a contention area. Ideally, Vision implementation guidelines should have been out first. The Guidelines are still being prepared. For that reason the implementation is still largely un-coordinated. Some sectors/institutions have already started to implement the vision while others have not.

Although this is the first year of the Vision's 25 years time frame, there are several issues whose initiatives acknowledged the vision and claim to be contributing towards realizing the vision's objectives. Some of the most notable ones are:-

- (i) Public Service Reform Programme (PRSP) 2000-2004 it has two components:
 - (a) Civil service reform programme and
 - (b) Government finance reform programmeThese reforms have enabled Tanzania to qualify for Highly Indebted Poor Countries (HIPC) initiatives;
- (ii) The ongoing formulation of Tanzania Assistance Strategy

The Vision has received almost all the commitment that could be offered by the government. It passed through the Cabinet, has been approved by Parliament, and endorsed by government.

Nevertheless, it was noted during interviews that this process might have negative effects on the ownership of the document by some sectors of the community. If not carefully managed there is a danger that the process and the output could be high-jacked by individuals/politicians for their own benefits.

5.7.6 Emergency Issues

The following issues were raised during discussion with stakeholders in connection with the vision:-

- (i) How binding are the policies identified in the Vision and its Composite Goal

document? What is the current capacity to supervise and monitor compliance beyond the current capacity for monitoring resource utilization?

- (ii) **Participatory culture:** Most planning is done through participatory approaches. However, during implementation and monitoring, there is little if any participatory initiative. What should be done to ensure participatory culture is also internalised in the rest of the process (i.e. implementation, monitoring and evaluation).

5.8. National Fisheries Sector Policy and Strategy Statement

5.8.1 The Origin of the Idea

The need for the *Fisheries Sector Policy* statement was felt in the mid 1980's. This was the time when the country had embarked on policy and institutional reforms in order to revamp the national economy and facilitate the wholesome growth. In August 1988, in Dar es Salaam, a policy-planning workshop was convened to discuss on the sector policy framework. In 1991 a planning workshop was held to discuss on the conservation strategy within the fisheries sector. The workshop recommended a change in the approach to sustainable management instead of the development approach. The Rio declaration of 1992 on Environment and Development contained in Agenda 21 expanded the scope of the areas to be addressed by the fisheries sector policy.

5.8.2 Major Objectives of the Strategy

The Goal

The overall goal of the national fisheries policy is to promote conservation, development and sustainable management of the fisheries resources for the benefit of the present and future generations.

The Objectives

- (i) to put into efficient use available resources in order to increase fish production so as to improve fish availability as well as contribute to the growth of the economy
- (ii) to enhance knowledge of the fisheries resource base
- (iii) to establish national strategic research programme that is responsive to the fisheries sector
- (iv) improving fisheries products' utilization and their marketability
- (v) develop national training and educational programmes based on assessed needs and the use of national and international training institutions optimized
- (vi) to encourage and support all initiatives leading to the protection and

- (vii) sustainable use of the fish stock and aquatic resources
- (viii) protect productivity and biological diversity of coastal and aquatic ecosystems through prevention of habitat destruction, pollution and over exploitation
- (ix) promote sound utilization of the ecological capacity of water based areas as a means of generating income and diet
- (x) promote effective farm and fish health management practices favouring hygienic measures and vaccines
- (xi) improve involvement of the fisher communities in the planning, development and management of fishery resources
- (xii) improve availability, accessibility and exchange of fisheries information
- (xiii) incorporate gender perspective in the development of the fisheries Sector
- (xiv) strengthen collaboration and cross-sectoral issues between the fisheries sector and other sectors
- (xv) develop and strengthen inter-sectoral co-operation in general fisheries development to minimize operational conflicts
- (xvi) pursue a continuing fisheries integrated programme of effective management of coastal zone to meet the ecological and social economic needs of the present and future generation
- (xvii) to strengthen regional and international collaboration in the sustainable exploitation, management and conservation of resources in shared water bodies
- (xviii) effective utilization of the Exclusive Economic Zone promoted and achieved.

5.8.3 Key Stakeholders Involved in the Strategy

The main stakeholders who were involved in the preparation of the strategy included:- Fisheries Department, Local Government, Local Community, NGOs, Private Sector, Government Agencies and Regional and International Community. The extent of involvement of these stakeholders varied from one stakeholder to the other.

5.8.4 Methodology/Process used to Formulate the Strategy

The need for the Fisheries Sector policy statement was felt way back in mid 1980's. A policy-planning workshop was convened in August 1988, in Dar es Salaam to discuss on the sector policy framework. In October 1991 a planning workshop was held on Mafia island to discuss on the conservation strategy within the Fisheries Sector. This came about due to increased pressure on the fish stock from excessive exploitation and destructive resource use practice. The workshop recommended the change in the approach to sustainable management instead of the development approach.

The formulation of the National Conservation Strategy for Sustainable Development (NCSSD) and National Environmental Action Plan (NEAP), expanded the scope of the areas to be addressed by the Fisheries Sector policy. The role of the fisheries in the overall environmental framework was defined with the mandate to ensure aquatic

environmental protection through sustainable management practices.

The draft fisheries sector policy document was then revised to take on board all those changes and recommendations made. A national workshop to discuss on the revised document was held in Dodoma, in June 1993. The draft proposal was sent to the cabinet for adoption in 1994. Unfortunately the process for adoption took longer than anticipated and the sequence of events that took place between that time and 1997 led to rendering some of the statements obsolete.

The new document took on board the present role of the government as the custodian of policy and co-ordination. The increased devolution of powers to the private sector, increased the role of the community involvement in the planning and implementation and the taking into account of issues of gender balance and poverty alleviation. Further input into the document was taken from the National Fisheries conference held in Mwanza in September 1996.

The National meeting to discuss on the fish quality improvement and related investment proposals held in November, 1996, resolved that implementation and decision making functions would be carried out by the following:-

(a) *Implementation*

Ministry of Natural Resources and Tourism, Local Government, NGO, Private Sector, Regional and International Community and Government Agencies and other State machinery,

(b) *Decision making*

Ministry of Natural Resources and Tourism, Ministry of Water, Ministry of Industry and Trade, Ministry of Home Affairs, Ministry of Defence, Ministry of Law and Constitutional Affairs, Ministry of Lands, Tanzania Investment Centre (TIC), Ministry of Regional Administration and Local Government, Research Institutions and SADC regions (shared water bodies)

5.8.5 Current Status of Implementation of the Strategy

The masterplan has been drafted and implementation process started in November 1990. Priority has been given to publicise the policy and sensitise the communities as a whole in Kiswahili. Unfortunately, The translation of the policy in Kiswahili for easy dissemination has proved to be a problem because the translated Kiswahili is very technical and not easy to be understood by the experts and the communities. As part of the effort, to sensitize the public, the Ministry organized a policy enlightenment session to the members of parliament during one of the parliamentary sessions.

The major problem encountered during implementation of this strategy is the breakdown in communication between the Ministry and the district staff. Since the implementation of retrenchment programme and the local government reforms, all fisheries employees are currently under MRALG. For this reason the both the communication and command

chain have been broken down between the district level and the Ministry. It was suggested during discussions that one of the possible ways of resolving this problem is to sensitise other district officers especially those whose functions are relate to the fishery sector to assist the fisheries sector.

5.9 Tanzania Assistance Strategy (TAS)

5.9.1 Origin of the Idea

The idea of preparing TAS came from Donors and was shared by local Tanzanians. It dates back to the mid 1990's. The report of the Group of Independent Advisers on Development Co-operation Issues between Tanzania and it's Aid Donors (The Helleiner Report, 1995) and the agreed notes between Tanzania and its development Partners in January 1997 were the main source of the idea of this initiative.

5.9.2 The Major Objective of the Strategy

TAS is a Government initiative aimed at restoring local ownership and leadership as well as promoting partnership in designing and executing development programmes. It is also about good governance, transparency, accountability, capacity, and effectiveness of aid.

5.9.3 Key Stakeholders involved in the Strategy Formulation and Planning

(a) Formulation

Ministry of Finance and the Planning Commission, Key and priority sector ministries, various NGO's, selected private sector institutions, Government agencies such as BOT, TRA, donors and multilateral financial institutions, academicians, etc.

a) Planning

Multisectoral Technical Working Groups, other relevant stakeholders coopted during Zonal workshops and technical meetings, donors and multilateral financial Institutions, and academicians.

5.9.4 Methodology/Process used to Formulate the Strategy

It is reported that TAS was formulated through a broad-based participatory approach under the co-ordination of the Ministry of Finance (MOF). A TAS secretariat was established in the MOF and provided a technical support to a TAS Working Group which was responsible for overseeing the formulation process. The TAS Working Group comprised of senior Government officials, Donors/Multilateral financial institutions, private sector, NGO's, academic, and research institutions. It is also stated that consultations were facilitated through meetings, seminars, and workshops at Zonal and

National levels.

5.9.5 Major Problems during Strategy Formulation and Implementation

The following problems were reported to have been encountered during strategy formulation and implementation.

a) Formulation

- i) Conceptualization and internalization of the idea
- ii) Extent of stakeholders participation
- iii) Time constraint
- iv) Donor co-ordination and agreement

b) Implementation

- i) Harmonisation of this initiative with other on-going and new initiatives
- ii) Streamlining and institutionalisation of the strategy on the existing institutional framework.
- iii) Donor co-ordination and management
- iv) Transparency and accountability
- v) Enforcement on the implementation of TAS and funding.
- vi) Vested interests (Local/Foreign).

5.10 Poverty Reduction Strategy Paper

5.10.1 The Origin of the Idea

The original idea came into place from multilateral financial institutions. The paper was prepared as a response to the enhanced HIPC initiative under which framework, Tanzania has been declared eligible for debt relief. Decision point to that effect was reached in early April 2000. The resources expected to be freed up from debt relief will be channelled towards poverty reduction. The PRSP is the framework to translate the process of poverty reduction into more prioritized action and to develop impact assessment indicators.

5.10.2 Major Objective of the Strategy

PRSP focusses on three critical dimensions of poverty i.e. income poverty, deficiencies in human capabilities, survival and social well being and containing extreme vulnerability. Specifically the strategy entails:-

- (i) A strategy to address income poverty entails increasing opportunities and capabilities of the poor to earn a decent income
- (ii) With regard to improve human capabilities, the main targets relate to developing a better educated and healthy workforce

- (iii) For survival, the long term objectives is to restore life expectancy to 52 years by 2010
- (iv) For social well being, objective is to ensure that majority of the people have a vice to influence the country's development process and enjoy a high degree of personal security consistent with human rights provisions.
- (v) For vulnerable groups, the major objective is to sustainably manage extreme vulnerable groups to poverty which include orphans, the elderly and the handicapped.

5.10.3 Key Stakeholders involved in the Strategy Formulation and Planning

(a) Formulation - All stakeholders including:

Central and sectoral Government ministries and regions, Local Government Authorities, Private sector representatives, Community and civil society representatives (villagers and councillors), NGO's representatives, Members of Parliament, Donor community and multilateral institutions, Training and Research Institutions and Media and informal sector representatives.

(b) Planning

Team of experts from key ministries using basic background documents/papers/studies, experts from local research institutions, donor community and multilateral institutions, members of parliament, the Cabinet

(c) Implementation, Management, Monitoring and Evaluation.

(The strategy has not yet reached these stages)

5.10.4 Methodology/Process used to Formulate the Strategy

Participatory process in poverty reduction initiative did not start with the preparation of PRSP in Tanzania. Other initiatives, such as the National Poverty Eradication Strategy (NPES - 1997), Tanzania Development Vision 2025, Tanzania Assistance Strategy (TAS) and the Medium Term Expenditure Framework (MTEF) were also formulated through a broad based participatory approach and became a solid basis for the PRSP.

Building on the experiences above, the preparation process of PRSP was steered by a committee of the Cabinet and assisted by a technical committee comprising officials from key ministries. The Technical Committee was charged with responsibilities of preparing the interim PRSP prospectus, preparation of Zonal workshops, preparation of initial report on the PRSP, preparation of the National workshop and finally the PRSP document. Zonal workshops which aimed at involving and soliciting views from the grassroot stakeholders were held in seven zones covering all regions in the mainland Tanzania. A total of 804 participants attended the zonal workshops including 426 villagers.

The Draft PRSP benefited also from the comments by the Donor community at the consultative Group (CG) meeting and comments from the joint World Bank/IMF Mission. Members of Parliament also got the opportunity to provide their views on poverty reduction strategy. In summary the key processes of preparing PRSP were the following:-

- i) Organisation of the PRSP preparation process
 - (a) A committee of twelve ministers and the Governor of the Bank of Tanzania were formed to steer the process of preparing PRSP
 - (b) A technical committee was set up to serve the committee of Ministers and prepare the PRSP through a consultative process
- ii) The interim PRSP was prepared by the Technical Committee
- iii) Seven zonal workshops were conducted and a total of 804 participants comprising 426 villagers, 215 councillors, 110 District Executive Directors (DED) and 53 members from NGO's. attended the workshops. The attendance by gender indicate a proportion of 22 percent women and 78 percent, men
- iv) Presentation of the status of the PRSP process to the consultative Group (CG) meeting
- v) Initial draft of the PRSP was then prepared by a team of experts from key ministries. The basis of the PRSP was the zonal workshops complemented by inputs from the background papers, specific studies and other workshops and consultations with various stakeholders. Experts from local research institutions also assisted the team of experts in consolidating the draft PRSP
- vi) The government convened a consultative meeting with the Donor community to seek comments on the draft PRSP
- vii) Consultation with members of Parliament to brief them and solicit their comments on the concerns and priorities identified by the zonal workshops
- viii) National workshop on PRSP was conducted comprising Permanent Secretaries, Regional Commissioners, Representatives of the donor community, Multilateral Institutions, Private Sector, NGOs, Media and informal sector representatives
- ix) The draft PRSP was also presented at the Retreat workshop of Regional Administrative Secretaries (RAS)
- x) Presentation of PRSP to the Cabinet
- xi) Submission to the World Bank/IMF

5.10.5 Current Status of Implementation of the Strategy

Though the strategy has not yet started to be implemented, it is highly supported politically.

5.10.6 Major Problems during Strategy Formulation

The problems encountered during strategy Formulation include:-

- (a) Time constraints
- (b) Financial constraints
- (c) Low literacy level of most stakeholders
- (d) Preparation of effective M & E System and institutional framework.

During interviews the stakeholders proposed as solutions to the above mentioned problems, the operationalization of M & E System with stakeholders, mobilization of the required resources and constant political support.

6. Conclusions and Recommendations

6.1 Conclusions

- (i) Many stakeholders appear to be not very clear with the concept of “*national strategies for sustainable development*”. The concept “*strategy*” was difficult to conceive and so was “*sustainable development*”.
- (ii) Clarification is needed regarding what constitutes “*strategy for sustainable development*”.
- (iii) There are more than 20 strategy documents in Tanzania and more than 30 initiatives. Consultations with key stakeholders who participated in the preparation of the strategy documents suggest that most of them were prepared due to global changes and availability of external assistance. Internal forces played an insignificant role.
- (iv) There is a discrepancy in the sequencing of initiatives for sustainable development. Cases exist where there is a policy but no strategy or vice versa. Many strategies are prepared but are not derived from the same focal point. This suggests that there is no strategic alliance between various sector initiatives. Such a situation makes implementation of sustainable development initiatives difficult.
- (v) The process of preparing strategies needs more participatory input of stakeholders at all levels, that are from parliament to local communities.

6.2 Recommendations

- (i) **Enhancing the perception of the Grand Picture/Vision.**
The “*Vision*” document is in place. But it needs to be widely disseminated and widely understood. This necessitates sensitization and advocacy in a language which is understood by all that is

Kiswahili.

(ii) *Enhancing Perception of Sustainable Development*

There is need to hold dialogues at all levels in order that all stakeholders see the need for sustainable development.

(iii) *Enhancing capacity for sustainability*

Most strategies appear to be externally influenced. External support was reported to run through all the processes of developing a strategy. Areas of capacity building which need to be enhanced in order to reverse the situation are:-

- (a) human resource development
- (b) infrastructural development
- (c) financial capacity
- (d) information and communication development.

