



Department  
for International  
Development

# **Operational Plan 2011-2016**

## **DFID Tanzania**

Updated December 2014



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## Introduction

In 2013 the UK became the first G7 country to meet the United Nations target of spending 0.7% of gross national income on international development. The Department for International Development (DFID) uses that investment to help countries to lift themselves out of poverty and leave poverty behind. Operational plans set out to the public how we plan to deliver results across policy areas and for every country we work in. These plans clearly explain why, and how, DFID is targeting its resources and what we expect to achieve; covering the period up until March 2016.

DFID is focused on spending in the right ways, on the right things, in the right places. The portfolio of our projects is already shifting to deliver a more coherent, focused and ambitious approach to economic development. We are helping to build strong and investable business environments in developing countries and improving access to finance for entrepreneurs.

Improving the prospects for girls and women in developing countries is a priority. Investing in girls and women is the smart thing to do, as well as the right thing to do. By unleashing their potential, we see returns for girls and women themselves, their families and communities, and for their economies and countries. No country can successfully develop if it leaves half its population behind.

Life-saving humanitarian assistance remains one of DFID's most fundamental responsibilities. When disaster strikes or conflict erupts we are first on the ground to support the most vulnerable people. We are also increasing our efforts to help those countries that are at higher risk of natural disasters to become more resilient in the first place.

DFID continues to drive value for money in everything we do on behalf of the British taxpayer. We have improved our procurement and programme management, increased our internal audit oversight and we are ensuring that staff have the skills to deliver the Department's priorities.

On the international stage we are working hard to agree a new set of global development goals to replace the Millennium Development Goals when they expire next year. We are determined to secure a clear and inspiring set of goals for the post 2015 development framework that leave no one behind.

Increasingly we will take new and innovative approaches and we will work with new partners. This will include businesses who are increasingly major development players. During the Secretary of State's time as co-chair of the Global Partnership for Effective Development Cooperation, DFID played a key role in encouraging different development actors to work together and use internationally agreed principles for aid and development effectiveness.

As our operational plans set out, our approach to international development is ambitious and innovative. We are determined to ensure that every pound DFID spends has the biggest possible impact on the ground. Ultimately by investing in developing countries, we can end aid dependency for good and build a better, more prosperous world for us all.

## Context

Tanzania has made impressive development gains since the transition from state run socialism to a market economy in the 1980s and 1990s. Gross Domestic Product (GDP) growth rates averaged 7% a year over the last decade<sup>1</sup>. Substantial investment from donors has helped Tanzania make good progress against four of the eight Millennium Development Goals (MDGs), improving life chances for the average Tanzanian dramatically. Almost all children (boys and girls) are now enrolled in primary school; deaths from malaria have halved; HIV prevalence has stabilised and the child mortality rate has fallen by 45%<sup>2</sup>. Tanzania has the potential to become a thriving middle income nation and a regional trading hub. It is rich in natural resources: minerals, hydrocarbons, fresh water and fertile land, and is the most stable state in the East African Community, strategically located along trade corridors that link its Indian Ocean ports of Dar es Salaam, Mtwara and Tanga to six landlocked neighbours.

Unfortunately, the rapid growth of the last decade has not significantly dented income poverty for most Tanzanians<sup>3</sup>. Growth has been limited to capital intensive sectors such as mining and telecoms, and to urban centres like Dar es Salaam<sup>4</sup>. Population growth – Tanzania's population is forecast to increase from 43 million to 75 million by 2030<sup>5</sup> – is much faster than job creation; under 10% of the adult population is formally employed<sup>6</sup>. Small and informal businesses, which drive wealth creation, are hampered by a lack of finance, poor transport and unreliable electricity. Income earning opportunities are particularly limited for women. The overwhelming majority of Tanzanians still live in rural areas and are dependent on smallholder farming, where growth rates and productivity have stayed low. Vulnerable to a changing climate and without improved seeds or fertilisers, most smallholders struggle to grow a surplus they can sell – or even to feed their family. If they do have goods to sell, they find it hard to access markets where they get a fair price<sup>7</sup>.

Impressive growth rates have not always translated into significant poverty reduction, but the recent household budget survey suggests that there has been a reduction in poverty and inequity. 44% of the population were below the international poverty line (\$1.25 per day) in 2011/12 – a reduction from 55% in 2007. Rates of extreme poverty have also fallen. There is some evidence of a reduction in inequality, but the change is slight<sup>1</sup>. The needs remain huge: the quality of education is poor, so many children leaving primary school are not functionally literate, over 30 million people use inadequate sanitation<sup>11</sup>, 42% of all children are stunted through chronic malnutrition<sup>12</sup>, natural resources are over exploited<sup>13</sup>, it is one of five countries in the world with the most malaria deaths<sup>14</sup> and one woman in every 25 will die in childbirth<sup>15</sup>. Tanzania's size, its poor infrastructure and a rapidly expanding population present serious challenges to providing basic services equitably across the country. And the recent dramatic expansion in some services such as schooling means that quality is a major issue, as demonstrated by falling school completion rates<sup>16</sup>. Girls and women are less likely to get a full cycle of secondary education, and cannot get the reproductive services they want<sup>17</sup>.

The government of Tanzania acknowledges these issues and has introduced a new focus on delivery (Big Results Now) to prioritise its development strategies and address capacity weaknesses, but it is still struggling to achieve its aims. Tanzania is an emerging democracy. The election in October 2010 was only the fourth multi-party election in the country's history and was regarded as step forward in the democratisation process, especially in Zanzibar where a Government of National Unity shows signs of breaking a legacy of political violence. However, there were weaknesses in the electoral process that have yet to be remedied and low voter turnout. Delays to the planned biometric voter registration and the recent postponement of the constitutional review (which involved considerable popular participation) have also raised concerns with the political process.<sup>19</sup> Civil society has grown in strength, and political freedoms have largely been maintained; the forthcoming elections will determine if this will be sustained. Progress has slowed in important areas such as reforming the

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<sup>1</sup> The Gini coefficient has reduced from 0.39 to 0.36.

business environment. Corruption remains a brake on development in Tanzania, a burden for the poor and a waste of scarce resources. Tanzanians report that corruption has increased in recent years, although this may be at least partly due to growing willingness to criticise the regime. There have been some modest successes in tackling petty corruption, but very few high level convictions.

Donors and other development partners will need to work closely together to support Tanzania in reaching its potential. Tanzania remains aid dependent: assistance from donors financed about 20% of the government budget in 2012/13<sup>20</sup>. There are over 40 active donors in a wide variety of sectors, from multilaterals such as the World Bank to proactive civil society organisations and emerging donors such as China, India and Brazil. The changing relationship between government and donors is still being negotiated, as aid instruments and sources of income change and as new partners increase their support. The UK has been one of the biggest bilateral donors in Tanzania and under this plan we will continue our leadership role, working even harder to make sure that all aid in Tanzania is as effective as possible.

# Vision

## Overview

DFID Tanzania's overarching objective is to see Tanzania reduce the poverty of its people and become independent from aid, which will require a shift to sustainable growth which delivers jobs and raises rural incomes. DFID's plan for the next five years therefore increases support for the critical role that the private sector and market systems play in combating rural poverty through greater competition, investment and regional integration. Our funding will contribute to the public investment needed to make economic growth in Tanzania more inclusive and equitable. And DFID's programme will safeguard these achievements by helping government work better for its people. This plan is aligned to the objectives set out in the government of Tanzania's five year National Strategy for Growth and the Reduction of Poverty (2010/11 to 2014/15), the Five Year Development Plan (2011/12-2015/16) and Big Results Now (BRN) priorities. It has three strategic objectives:

- 1. Wealth creation.** DFID will scale up programmes to increase the incomes of the rural poor and improve rural infrastructure, increase access to finance, increase energy provision, help prepare for the effective use of gas resources, improve resilience to climate change, reduce the cost of doing business and, in our regional integration programme, reduce trade and transport costs that limit the competitiveness of Tanzanian exports.
- 2. Delivering the Millennium Development Goals.** DFID will build on progress in the provision of basic services to improve service quality and address key areas where the Government of Tanzania is not able to meet the needs of the poorest and most marginalised, concentrating in areas where we have a comparative advantage.
- 3. Getting Government to work better and helping Tanzanians hold their Government to account.** DFID will help build a more accountable democratic state including supporting the electoral process that responds to people's needs, and help Tanzanian citizens access and use information on their services, entitlements and rights. DFID will also strengthen the government's ability to manage the economy and make better use of its financial resources, with the goal of ending dependence on aid.

## Alignment to DFID and wider UK Government priorities

In addition to poverty reduction, the UK's interests in Tanzania are consolidating a democratic partnership, enabling a strong private sector, and making sure that Tanzania remains an anchor for regional stability in East Africa. The UK government also has an interest in helping Tanzania access technical know-how and attract inward investment, including from UK businesses, to take advantage of its strategic location and abundant natural resources - including potential offshore oil and gas reserves. DFID will work with the British High Commission and the private sector to improve the business climate and strengthen Tanzania's ability to prosper in the regional and global economy, under the High Level Partnership for Prosperity. Through its contribution to the TradeMark East Africa Tanzania Programme, DFID will help to deliver on the UK's Africa Free Trade Initiative.

This plan is strongly aligned to the delivery of DFID's Structural Reform priorities. In particular, girls and women are central to this plan. DFID will help more girls complete primary and secondary education, give more women a choice over pregnancy and promote women as community leaders, farmers and entrepreneurs (see the Gender Annex for more details). DFID Tanzania's second cross cutting priority is climate change; this plan recognises the risks and opportunities to Tanzania's development posed by climate change. Following DFID Tanzania's Strategic Climate Programme Review (2010), the focus of our engagement is to help Tanzania access climate finance - including funding available from the International Climate Fund – develop resilience to the adverse

effects of climate change and ensure effective delivery of projects through government, private sector and civil society partners.

**What we are no longer doing**

DFID Tanzania will reduce and eventually cease to use General Budget Support (GBS) during the period covered by this plan, as the 2010 independent Country Programme Evaluation suggested that GBS was not the most effective way to deliver results in the current circumstances. We will continue to work through government systems, directing our efforts to where we get most impact, can build capability and achieve value for money. In 2015-16 no GBS will be provided, but SBS in Education and other sectors will continue depending on the government's continued commitment to tackling corruption.



## Results 2011/12-2015/16

**Headline results** (those with a \* directly attributable to DFID. In all other cases, DFID is contributing to the results)

Pillar/ Strategic Priority	Indicator	Progress towards results (including year)	Expected Results <sup>2</sup> (end year included)
Wealth Creation	Rural men and women raise their incomes	180,000 from 2011/12 to 2013/14	563,500 people over five years to 2015/16
Wealth Creation	Additional people have access to financial services	223,780 (140,800 women) directly, 2.1m indirectly (1 million women) from 2011/12 to 2013/14	741,000 people over four years to 2014/15 (75% women) An additional 50,000 directly in 2015/16*
Water and Sanitation	Rural population given new access to improved water source	1.798,000 from 2011/12 to 2013/14	1.15 million people over four years to 2014/15 2.2 million over five years to 15/16*
Education	Children supported by DFID in primary and lower secondary education	506,000 children (250,000 girls) supported in 2011/12. In 2012/13 of 419,000 children (208,000 girls) supported. Provisional results of 302,000 children, (150,000 girls) supported in 2013	350,000 every year for four years (50% girls), with an additional 35,000 in 2013/14 and 100,000 in 2014/15 supported in lower secondary*
Health	Contraceptive provision for Tanzanian women, giving them a choice over pregnancy (measured by Couple Years of Protection provided)	1.6 million couple years protection provided from 2011/12 to 2013/14.	2.95 million couple years of protection provided over five years to 2015/16*
Health	Number of insecticide treated bed-nets distributed with DFID support	0.8 million bednets distributed in 2011/12 and 0.9 in 2012/13. 2013/14 data is under review.	4.8 million bed-nets distributed over four years to 2014/15*
Climate Change	Number of people better able to cope with the effects of climate change	7,416,000 people (131,000 directly and 7,284,000 indirectly) over 3 years	650,000 people over four years to 2014/15

<sup>2</sup> Expected results for 2014/15 are the results commitments made in the 2013 version of the Operational Plan rather than current forecasts of results.

Governance	Number of people supported to have choice and control over their own development and to hold decision makers to account	5.4 million people supported by end of 2013/14	4 million people over four years to 2014/15* 6 million people over five years to 2015/16*
Climate change	Number of people served by low cost clean energy products and services since 2012/13	<i>New Indicator</i>	¾ million (2015/16)
Governance	Additional people in Tanzania registered for tax (Baseline 2012/13)	<i>New Indicator</i>	½ million (2015/16)
Governance	Number of people who vote in elections supported by DFID	<i>New Indicator</i>	9,900,000 (2015/6)

## Headline Results

In 2015/16 DFID Tanzania's portfolio will continue its shift towards supporting economic growth that has the potential to reach poor people. Growth, jobs and incomes are the key to helping people lift themselves out of poverty for good. DFID Tanzania has recently started a new programme to improve rural roads and helping poor people to gain legal rights over their land at low cost. We have pipeline programmes addressing constraints preventing small holders from growing their businesses around energy, power and connectivity. Agriculture will continue to be a substantial focus, our rural incomes target has been adjusted to take account of the time it takes to deliver results in this area. We are supporting the government of Tanzania to increase its tax base to fund the delivery of the health services, education system and infrastructure that people everywhere rely on.

DFID Tanzania will continue to engage directly with the government. Although moving out of GBS, we will find other ways to strengthen the ability of government systems to deliver results, including through providing finances through government systems. Our programmes will focus upon improving quality, and supporting local management and accountability. We are also encouraging innovation through a challenge fund supporting new technologies and new ways of working in the provision of health, education and water and sanitation. This should improve services for all, but particularly the lives of those girls and women who are currently most disadvantaged.

We are seizing the opportunities emerging from the government of Tanzania's Big Results Now initiative on water and education. On water, we have been able to increase the ambition of our results. And in education we are shifting our focus to enhancing quality. In seven disadvantaged regions of Tanzania, we are improving the quality of education for over 2 million children in 3,800 primary schools through improvements in school management and teaching practice; we are aiming to train 7,000 school leaders and 40,000 classroom teachers by the end of 2015. We will also reward progress in key areas of education delivery through a new Payment for Results sector budget support programme.

To ensure the benefits of growth reach the most vulnerable, we will explore how we can support the implementation of social safety nets. We will also work in a number of the poorest regions to address stunting and malnutrition, which compromises the life chances of many Tanzanians.

We will continue to support girls' and women's reproductive health choices through support to family planning commodities, and enable more women to access family planning services by working through private providers. We will work through reproductive health providers to support women who have experienced gender based violence.

To reflect the on-going risks and opportunities in the context of elections and the rewriting of the constitution, we will sustain the relatively high level of current investment in supporting Tanzanian efforts to deepen democracy. We will sustain support to Parliament, political parties and support elections in 2015/16. Support to strengthen Tanzania's performance on human rights and media freedom will continue. In the case of human rights, we will seek to increase the focus on our new engagement in women's rights. We will also increase our focus on more opportunistic and potentially higher-impact (and lower cost) civil society driven anti-corruption initiatives.

We are tackling the vulnerability of poor people's livelihoods to climate shocks and scarcity of natural resources. We will prioritise investments in managing natural resources such as water and forestry, working through government and with civil society. In our support to the energy sector we will support improved rural energy access and the development of renewable energy where it is the least cost development option.

## Evidence supporting results

There is a good range of evidence on Tanzania that provides a detailed picture of the nature of poverty and the constraints to inclusive growth. The evidence shows that income poverty has only slightly declined in the past decade despite rapid growth. Whilst social services have expanded in health and education, quality remains an issue and services are not distributed evenly nor equally accessed by men and women. The core evidence base informing this plan comes from six main sources:

1. Official statistical data from household surveys and management information systems, particularly the 2011/12 Household Budget Survey for income poverty, the 2009/10 Demographic and Health Survey for health data and the Education and Health Management Information Systems for delivery of government services.
2. A review of progress under the 2005-10 Tanzanian poverty reduction strategy (Mkukuta), conducted in 2010 by the government and external researchers.
3. DFID-led studies, including ones on climate change (2010), pro-poor growth focussing on the role of gender (2011), our Country Governance Analysis (2010) and our Country Poverty Reduction Diagnostic (2014).
4. The Country Programme Evaluation of DFID Tanzania (2010), which provided independent evidence on the use of Budget Support and results.
5. Additional research and analysis from independent Tanzanian sources such as the Ifakara Health Institute, a respected Tanzanian health research organisation.
6. Qualitative evidence from a DFID funded documentary "Village Voices", tracking progress in poverty reduction in remote villages 2005-2009.

This evidence underlies all DFID Tanzania's programmes, and provides a strong base for the assessment of need and monitoring. However, in order to determine expected results we have drawn on further sources of evidence. DFID has conducted specific analysis of needs and unit costs on, for example, providing contraceptive commodities and toilets in schools. We have also used evidence from previous experiences of similar programmes, for example, in scaling up programmes to support civil society. DFID has used information from well-designed sector programmes with partners, for example in water and secondary schooling, and lastly we have used national targets in areas where our budget support will contribute, such as school enrolment and providing skilled birth attendants.

The projected results are considered realistic because the interventions have been carefully shaped to respond to the evidence of need and effectiveness. In a few cases, where proposals include new and innovative areas of work the projection of results is inevitably less strong and will require rigorous evaluation. Where expected outputs are dependent on external factors such as the size of the government of Tanzania's overall budget and the sterling exchange rate, a conservative approach has been taken to estimating results.

### Value for Money (VfM) rationale

The 2010 evaluation of DFID Tanzania's country programme played a key role in determining high level priorities by i) providing robust evidence on the VfM of previous investments and ii) recognising the need to enhance support for sustainable private sector wealth creation - the driver of growth – in order to achieve better results and VfM. The portfolio has evolved by consolidating and scaling up successful approaches that deliver VfM at acceptable risk, with new programmes that draw on pilot programmes and international best practices to ensure good VfM. For example, wealth creation interventions are designed to catalyse private sector investment, thereby achieving a multiplier effect on our funding, whilst sharing risks with the private sector and promoting the longer-term sustainability of our interventions. DFID will continue to work through the state where there is a proven VfM approach to delivering predictable results at reasonable costs but we will focus our interventions to maximise the impact of our engagement. Unit costs across the programme have been analysed and are broadly comparable with other countries in the region. Where this is not the case, there is a good explanation – for example, the size and low density of Tanzania's population. We monitor and report on unit costs to ensure that they do not increase and to gather evidence to inform future design and appraisal work.

## **Delivery and Resources**

### **Instruments of delivery**

This plan marks a rebalancing of DFID Tanzania's programme. DFID will continue to deliver results through support to the government of Tanzania's budget, while delivering more programmes directly, by working with government and a range of partners beyond government, notably civil society organisations and the private sector. We will also move to the use of results based instruments where we think this can provide incentive for reform. The guiding rationale behind our delivery choices is an understanding of what works and which partner or instrument will be most effective in delivering a particular result in Tanzania. This balance of instruments will be kept under review.

### **Other Delivery Mechanisms and Partners**

DFID in Tanzania will work increasingly with independent organisations outside government to deliver the programme. This will include working with civil society groups to help people demand greater accountability from the government of Tanzania, and to enable people to enjoy their rights. For example, in the education sector DFID will work with civil society organisations to change attitudes towards gender-based violence in schools. Importantly, DFID will increase its work directly with the private sector, including using funds to provide the seed capital needed to encourage private sector investment and innovation – for example, setting up challenge funds designed to spur innovation in the renewable energy and agribusiness sectors. In addition, we will look for opportunities to complement and strengthen the CDC Group's work in Tanzania.

### **Multilateral Organisations**

Many donor and development organisations work in Tanzania, making it a crowded environment, so good co-ordination is essential. DFID is building partnerships with a range of donors and plays a leading role in the donor community, ensuring that there is a sensible division of labour in country and leveraging others in order to increase the impact of DFID's work. DFID works closely with other Budget Support donors to increase transparency and accountability and is currently a member of the Budget Support Management Group. We will use the analysis from DFID's Multilateral Aid Review to identify risks and to make sure that we get good value for money from working with multilateral partners. With all our partners and across all our programmes, we will monitor fiduciary risks closely and will conduct rigorous commercial appraisals during procurement processes, getting greater detail on unit costs. DFID will also set up contractual requirements for partners to adopt greater transparency and reporting on results.

### **Other Country Activity**

DFID will work with or through the government of Tanzania when the aim is to improve the delivery of a core public service across the whole country. Examples of this approach include using sector or general Budget Support, particularly in areas where there is evidence the government is delivering results. However, where there are particularly difficult issues that need to be addressed, we provide funding and expertise for activities for targeted initiatives, often with other donors. For example, although access to education, especially at primary level, has increased significantly, Tanzania is struggling to improve educational outcomes, with exam pass rates very low. DFID is therefore providing further funding to help improve the quality of education provided as well as specific support for girls.

### **Maximising the impact of our people**

We will:

- continue to review our residential accommodation contracts;
- draw more extensively on DFID internal staff rather than using external consultants;
- examine whether we can release DFID office space and make rental savings;
- monitor training costs carefully, continuing to make sure that training is sharply focused on developing skills that support delivery of results;

- minimise out of country travel, making more use of video and telephone conferencing;
- saving on utility and energy costs by introducing alternative low carbon options such as smaller generators, solar energy, low energy bulbs and more efficient appliances.

## Planned Programme Spend

Pillar/Strategic	2011/12		2012/13		2013/14		2014/15		2015/16 updated 18/9/14
	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Total Resource and Capital £000
Climate Change	1,113		2,852		3,929		3,050	7,000	
Education	20,055		43,159		42,488	200	50,110	230	
Global partnerships	513		148		1,047		890		
Governance and security	44,543		33,323		42,623		38,110		
Humanitarian	2,011		4,785		14,494				
Poverty, hunger and vulnerability	2,402		1,517		1,398				
Water and Sanitation	10,793		19,532		9,469		4,160		
Wealth Creation	38,062		28,854	1,200	30,975	5,826	31,510	10,880	
Health	21,030		14,682		22,729		19,150		
Golden Thread									
<b>TOTAL</b>	<b>140,522</b>		<b>148,852</b>	<b>1,200</b>	<b>169,152</b>	<b>6,026</b>	<b>146,980</b>	<b>18,110</b>	<b>208,200</b>

\*Expenditure figures for 2015/16 are indicative. DFID works in a variety of challenging environments, including fragile and conflict affected areas. Humanitarian work is often reactive and can be scaled up or down. An element of flexibility within funding allocations is necessary to ensure that we can balance the need for long term planning alongside the ability to respond where necessary to changing requirements

## Planned Operating Costs

	2011/12	2012/13	2013/14	2014/15	2015/16 (estimate at 19/9/14)
	£'000	£'000	£'000	£'000	£'000
Frontline Delivery Costs – Pay	1,529	1,914	2,366	2,262	
Frontline Delivery Costs – Non Pay	826	1,377	1,352	1,338	
Administrative costs - Pay	215	194	127	122	
Administrative costs – Non Pay	143	174	141	118	
<b>TOTAL</b>	<b>2,713</b>	<b>3,659</b>	<b>3,986</b>	<b>3,840</b>	<b>3,745</b>

*Note that our actual admin budget for 14/15, adjusted for a supplementary staffing payment to the FCO, was: Pay – £152k, non Pay - £118k, total £270k)*

\*Expenditure figures for 2015/16 are indicative. DFID works in a variety of challenging environments, including fragile and conflict affected areas. Humanitarian work is often reactive and can be scaled up or down. An element of flexibility within funding allocations is necessary to ensure that we can balance the need for long term planning alongside the ability to respond where necessary to changing requirements

### Efficiency savings

Delivering Programme Efficiencies	Details	Residual Cost in the SR period £'000
Strategic Reprioritisation	Total annual budget support will reduce by 30% on the indicative commitment in the 2010/11 baseline.	140,000

Administrative Cost Savings Initiative (for 2014/15 and 2015/16 the main savings are expected to be in efficiency gains rather than cash savings)	2011/12			2012/13			2013/14			2014/15		
	FTE	PAY £'000	Non Pay £'000	FTE	PAY £'000	Non Pay £'000	FTE	PAY £'000	Non Pay £'000	FTE	PAY £'000	Non Pay £'000
Reduction in Consultancy Payments			10			3			3			
Reduction in Travel			10			10			10			
Reduction in Training			10			10			10			
Reduction in Estates & Property Costs			100			10			10			
Reduction in costs as a result of Office Restructuring	2		24			10			10			
Other Reductions			40									
<b>Total</b>	<b>2</b>	<b>0</b>	<b>194</b>	<b>0</b>	<b>0</b>	<b>43</b>	<b>0</b>	<b>0</b>	<b>43</b>	<b>0</b>	<b>0</b>	<b>0</b>



## Delivering Value for Money

Maximising the impact of every pound that we spend in Tanzania on poor people's lives

### Challenges

DFID Tanzania's programmes offer good value for money (VfM), delivering results whilst keeping administrative costs low. Since 2010, DFID has substantially increased the number of direct programmes it manages in Tanzania and is building VfM principles into this area of work and carefully considering appropriate delivery mechanisms to achieve value. We want to make sure that the value we get from programmes delivered through government improves. And as the programme and the staff needed for implementation changes, DFID will ensure that it maintains the good VfM on operating costs. To help us meet these challenges, a VfM Strategy and Action Plan is being implemented. Performance against the Action Plan is monitored and captured in Quarterly Progress Reports. The Plan covers the following areas.

### Actions to improve the Value for Money of DFID's direct programming

DFID Tanzania continues to address VfM issues in the design and implementation of its expanding direct programmes. Our actions include building staff awareness and ability to implement the VfM action plan and learn lessons through peer reviews of existing programmes. The VfM Adviser has provided training and coaching support for staff, particularly advisory and project staff, and works with them to ensure that their programmes can demonstrate VfM at both design and implementation. DFID also raises awareness of the VfM strategy in our work with partners - other donors, multilateral organisations, civil society, and private suppliers - in order to find opportunities to reduce costs and leverage better results. Finally, DFID strengthened systems and procedures to:

- Build VfM considerations into all business cases for new programmes, including VfM metrics such as unit costs to cover the results value chain and appropriate delivery mechanisms using knowledge of supply and partner markets to inform project feasibility and costs;
- Engage with the Procurement and Commercial Department and the local procurement manager to source programmatic activities in a way that maximises the quality of services and minimises costs;
- Ensure internal quality control procedures focused on VfM are followed, particularly in reviewing programmes;
- Systematically review initial estimates and existing log frames and indicators to ensure effective monitoring of VfM metrics and where possible, update with new and/or improved metrics;
- Manage partners and suppliers to drive value improvements throughout programme delivery.

### Actions to improve Value for Money of spending through Budget Support and other direct support to Government

DFID continues to increase the Government of Tanzania's capacity to analyse the VfM of its spending by improving its collection data on delivery and results. We support joint Public Expenditure Reviews (including by loaning a staff member to the World Bank economic team), which are a way to analyse the efficiency of Tanzanian Government spending. For example, a recent review has resulted in the Government taking action to close tax loopholes. We will use our engagement in the budget support group and influential position as co-Chair of the Public Financial Management donor group to push for further reforms in public finances and to keep a focus on the VfM of Government expenditure by:

- Increasing the results focus of the Budget Support dialogue, in collaboration with other partners. We have successfully developed a more focused performance assessment framework in the past year;
- Supporting the Auditor General to improve financial accountability by conducting independent audits of the government's operations;
- Supporting project and programme interventions to increase transparency and accountability, so that Tanzanian citizens and parliamentarians can hold their government to account;
- Working with development partners to implement agreed principles on the use of allowances for government of Tanzania staff, to get better value from delivery through government systems.

# Monitoring and Evaluation

DFID Tanzania will improve the office's monitoring and evaluation systems to reflect the changing programme and new priorities. These systems are designed to make sure we deliver the results described in this plan.

## Monitoring

**How:** All of DFID's programmes will have a monitoring framework which will track progress in delivering outputs. At the same time, DFID will improve the tools and skills of Tanzania's national statistical system so that we can (1) use it to measure higher level outcome indicators for the whole country and (2) collect data broken down by sex in order to understand better the different impact of our programmes on girls and women.

**Who:** DFID programme staff will assess performance in relation to the detailed indicators in the results framework, maintaining a regular and challenging dialogue with delivery partners to hold them to account and making field visits to assess progress directly.

**When:** At a minimum each programme will be monitored annually. Progress towards Operational Plan objectives will be reviewed every six months and recommendations will be made to the head of office where performance needs to improve.

**What:** Monitoring information will be used to check whether the programme is succeeding and to reconsider approaches where necessary. The information will be used to determine areas of strong and weaker progress, so that remedial action can be taken where progress is slow.

## Evaluation

We are implementing a detailed evaluation strategy developed in 2011 to assess our programmes as part of the Operational Plan. The approach varies depending on the type of programme, but DFID Tanzania aims to build a culture of evaluation through working with partners, and supporting them to ensure evaluations are carefully planned, conducted and used. The evaluation strategy will be revised annually in the light of experience and emerging guidance on best practice

A number of formal independent evaluations are being implemented or planned, and we will ensure that all areas of new and innovative work (such as proposed pilots on results based financing in water and education, and on social protection) are independently evaluated. An independent joint donor evaluation of the impact of GBS has been carried out in Tanzania, and DFID contributed to and used these results to feed into our own assessment and new programming. As part of our overall evaluation strategy we will examine whether more programmes require independent evaluations. DFID Tanzania will increase our ability to evaluate programmes. Our results adviser helps the office make sure all programme evaluations are done to a high standard, and that results are communicated appropriately and we will continue to build the capacity of all our programme staff to manage and plan evaluations.

## Building capacity of partners

In general, Tanzania's national surveys are of reasonable quality, but they need continuing financial support. The economic and routine data sets need improving, and population estimates were outdated, with implications for a number of key indicators such as school enrolment rates. Our strong engagement with the National Bureau of Statistics and the poverty monitoring system allows us to identify weaknesses and build improvements over time. DFID Tanzania supported the 2012 Population and Housing Census and will continue to strengthen the National Statistical System and expanding data collection and dissemination activities.

DFID will also build local capacity in conducting evaluations as we move forwards with our evaluation strategy. We will work with both the partners who are delivering programmes and local research institutions and independent researchers like the Ifakara Health Institute so that they can assess programme delivery.

## Transparency

Transparency is one of the top priorities for the UK government. It helps people see where money is going and for what purpose. It helps improve value for money and makes governments everywhere more accountable to their citizens. DFID is a world leader in aid transparency and has an ambitious vision for both DFID and its partners. We will ensure that we play our part in continuing to work towards that vision – set out in a suite of commitments the Aid Transparency Guarantee (ATG), Aid Transparency Challenge (ATC) and DFID's Open Data Strategy.

### **Actions to ensure DFID meets its commitments in the UK Aid Transparency Guarantee**

Transparency – making detailed information about the UK's development work freely available - will help make UK aid more effective, and is a priority for the UK government. DFID Tanzania will meet the commitments in the UK Aid Transparency Guarantee in the following ways:

1) We will **publish comprehensive details of all new projects and programmes** on DFID's website:

- Putting in place management incentives to ensure information is of high quality, in plain English and provided on time.
- Providing summaries of our projects in Swahili so that more Tanzanians can read them.

2) We will **promote greater access to information by local actors** so they can hold decision makers to account by:

- Working with civil society organisations who make government financial information accessible and useable at the national and local level.
- Supporting independent organisations that generate information on public services for Tanzania and working with civil society organisations who promote better use of media and new technology to gather and disseminate information.
- Providing information about our programme to the government of Tanzania's Aid Management System and encouraging others to do the same.

3) We will **create opportunities for those affected by our projects to provide feedback** by:

- Ensuring feedback is collected during project annual reviews and evaluations as well as from beneficiaries when staff go on project field visits.

4) We will **encourage our partners (the government of Tanzania, other donors and civil society) to promote transparency** in their work in Tanzania, including:

- Requiring delivery partners to explain in their project proposals how they will promote transparency and collect feedback from the poor who benefit from the project.
- Encouraging our implementing partners to start or continue to seek feedback from Tanzanian citizens (for example, the Tanzania Revenue Authority's taxpayer perception survey and the government of Tanzania's Views of the People survey).
- Supporting the government of Tanzania in its commitment to make financial information accessible and useable by many Tanzanians
- Encouraging ministries to regularly update their line ministry websites with key statistical information relevant to each sector that will then be accessible to all citizens (particularly in education, health and water).
- Encouraging the government of Tanzania to pass planned legislation on freedom of information.

## Annex A: Changes to Operational Plan

Page Number	Change made to operational Plan	Reason for change
3	Poverty indicators updated	To reflect the reduction in poverty and inequity levels in Tanzania (figures scheduled to be published in November)
4	Global Budget Support narrative changed	To reflect DFID Tanzania's decision to cease to use General Budget Support (GBS) based on the 2010 independent Country Programme Evaluation
6	Wealth Creation result on rural men and women raising incomes extended from four to five years	Target has been adjusted to take account of the time it takes to deliver results
6	Health result on contraceptive provision for Tanzanian women extended from four to five years	Reallocation of resources towards economic growth programming has delayed progress on this result
6	1 new result added on Climate Change	To reflect DFID Tanzania's increased International Climate Fund programming
7	2 new results added on Governance	To reflect programming activities supporting the 2015 Presidential Election in Tanzania and improvements in tax administration
8	New narrative section on Headline Results	To reflect programming shifts affecting the final year of the current Operational Plan

## Annex B: Human Rights Assessment

The UK recognises that the realisation of all human rights underpins sustainable development. Through its development programmes, the UK aims to support civil society and governments to build open economies and open societies in which citizens have freedom, dignity, choice and control over their lives; and institutions that are accountable, inclusive and responsive.

### Human Rights Context:

Economic and social rights: Tanzania's long-term incremental improvement in the Human Development Index reporting (HDI Score 0.476, ranking 159 out of 187 UNDP, 2013) reflects improvements in school attendance, life expectancy and per capita income. 77% of children attend primary school compared to 59% (2001) and there is remarkable expansion in secondary school enrolment. Child mortality rates have fallen by 45 %. However, despite improvement, absolute levels of poverty and inequality remain high (Inequality adjusted HDI: 0.346). 28 % of the population are living below the basic poverty line and people in rural areas are poorer than those in urban. The CIRI Human Rights Data confirms a stable, but poor record of workers' rights in Tanzania (score of 0 throughout 2005-2010). Heavy-handed policing as part of security operation around mining sites has resulted in some fatalities and abuse, particularly in North Mara.

**Non-discrimination:** Tanzania scores better than its neighbours on gender inequality but discriminatory practices in relation to inheritances, sexual violence, early child marriage and FGM persist. Tanzania scores 0.718 on Global Gender Gap Index 2014, an improvement compared to 2013 (0.553). The Gender **Inequality Index** ranks Tanzania 124 out of 152 countries (2013). According to a 2011 UNICEF survey, almost 33% of girls and 13.4% of boys under the age of 18 had been victims of sexual violence. FGM/C although declining is still widespread with prevalence rates of 15% in 2010 compared to 18% in 1996 (TDHS 2010). In 2013, over 1,670 deaths due to mob violence and allegations of witchcraft were reported (2013 LHRC). Homosexuality is criminalised and victims could face 30 year jail terms (mainland) or 14 years for male and 5 years for females in Zanzibar. Tanzania has rejected the recommendations of the UPR review on the rights of LGBTI persons. Discrimination on the basis of disability, religion or ethnicity is prohibited by law although access to basic services is limited for people with disability to due lack of appropriate infrastructure and public attitude towards PWDs.

**Civil and Political rights:** Fundamental freedoms are generally respected. Nonetheless some restrictions on freedom of assembly, association, rights of expression have been noted. On-going issues relating to the treatment of the media and journalists are a cause of concern. Freedom House assesses Tanzania as "*partly free*" (2014). Tanzania is a signatory to most of the important human rights conventions but the challenge lies in the practical implementation of its international and domestic commitments. The Universal Periodic Review reported in 2011 and the Government accepted 96 of the 153 recommendations put forward, but rejected 4 (following March 2012 plenary a total of 119 recommendations were accepted and 45 rejected). Implementation is to be reviewed at the next UPR process in 2016. The death penalty remains in statute, despite an 18 year effective moratorium.

**Direction of Travel:** There has been little overall discernible change in the level of general adherence to human rights norms. Economic and Social Rights: access to social services has improved and this trend is set to continue. Non-Discrimination: some progress in gender equality in education and health has been reported, but there remains a static or slightly declining trend in other reporting. In line with the conclusions of the 57th Session of the UN Commission on the Status of Women of March 2013, Tanzania renewed its commitment to fight against all forms of violence against women and girls, particularly domestic violence and trafficking. However, on-going concerns remain for a number of minority groups such as pastoralists and people living with albinism. Civil and political rights: the manner of the conclusion of the constitutional review and a potential referendum may raise public tensions, with media freedom and freedom of assembly appearing to be under increased pressure from excessive use of force by police, in the run up to the 2015 elections.

### DFID's Approach:

DFID will continue to support positive trends on social and economic rights through our support to programmes executed by government, and other development programmes aimed at improving rural livelihoods and social services in maternal health and education. DFID and FCO will engage the private sector and government around extractive issues and adoption of the voluntary principles. We will improve access to rights and strengthen service delivery, empowering Tanzanian citizens to engage effectively with the state in pursuit of their basic rights and services, including a strong emphasis on rights of women, youth and PWDs. Through existing programmes, we will help strengthen voice and accountability through building greater confidence amongst citizens to express opinions, strengthening organisations such as parliament and the auditor general, and supporting peaceful and credible elections. The UK will continue to monitor work closely with the government, CSOs and international development partners to promote human rights, including placing a strong focus on respecting human rights in the underlying principles governing aid to the government.

## Annex C: Gender

Tanzania has undertaken substantial policy and legal reforms to address gender inequality and empower girls and women. As a result, Tanzania has achieved gender parity in primary education and increased the participation of women in politics and decision making authorities, particularly in the public sector. However, despite these achievements, the majority of women in Tanzania are still locked into traditional roles and subject to unequal levels of income. Women in Tanzania spend 14% of their day on unpaid care work; they have longer working hours and are less educated than men. Compared to men, women find it more difficult to access resources such as land and finance. They have poor access to health services including reproductive health care, are paid less than men, and have limited participation in economic activities so have benefitted very little from growth<sup>22</sup>.

Our work with gender is underpinned by two key pieces of evidence: the DFID Tanzania Country Governance Analysis, which assesses the overall environment in relation to gender, and an Inclusive Growth study commissioned by DFID, which provides an analysis of women's participation in the economy. We will deliver our programmes by working with partners best suited for different contexts, which means working through the private sector for women's economic empowerment, through civil society organisations to promote girls and women's rights, and with multilateral organisations or through government where they can deliver large programmes across the country. A gender champion, drawing on DFID Tanzania's expertise in social policy and governance, will hold teams to account in delivering on gender and complying with the new Gender Act. The Operational Plan includes complementary strategic interventions for girls and women in the following areas, in line with Structural Reform priorities:

**Girls transitioning into secondary education:** DFID will work with government to help to increase the number of girls completing primary education and transitioning into secondary by supporting 75,000 girls in completing primary school and 40,000 girls in completing secondary school. We will improve the quality of education received by training more teachers and investing in schools' infrastructures, including sanitation facilities, as well as helping combat violence against girls in school by supporting improvements in school management and leadership.

**Economic empowerment:** DFID will promote economic empowerment of women through scaling up successful programmes that provide business skills training, mentoring, market access and access to financial services to women. This means that 280,000 female farmers will increase their incomes and 560,000 women will gain first time access to finance.

**Water supply, sanitation and hygiene:** We will work with the government of Tanzania to provide 650,000 people in rural communities with water, reducing the often substantial distance girls and women walk to collect water.

**Promotion of choice:** DFID will give 950,000 women per year a choice over pregnancy, averting 1.3 million unwanted pregnancies, 208,000 induced abortions, 4,200 maternal deaths and 75,000 child deaths. We will work through reproductive health providers to support women who have experienced gender based violence.

**Political empowerment:** DFID will increase women's participation in democratic and political processes by providing voter education to 10 million citizens disaggregated by target groups (women, youth etc.), as well as enabling approximately two million women to access information on their entitlements and rights.

**Nutrition:** We will support a National Food Fortification Programme to help improve maternal anaemia and reduce rates of stunting for children under the age of five.

**Protection of Women's Rights:** DFID will support the protection of women's rights to land, property, safety and security. Three thousand paralegals will be trained who will support over 30,000 women with cases of sexual and gender based violence. The support will make legal aid available in at least 40 districts that until now have no legal aid service facilities at all. DFID will support several CSOs (through AcT and FCS) that provide protection services and advocacy around FGM and Forced Early Marriage.







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