

5.0. CROSS CUTTING ISSUES

5.1. Overview

The Government initiated a process to integrate cross cutting issues in Poverty Reduction Strategy and budget. This chapter highlights status of progress and achievements in six identified areas which include elaboration of rural development strategy, environment, HIV/AIDS, Gender, Governance and Employment. It includes also discussion on the implementation status of the Local Government Reform and Development of Human Capital.

5.2. The Rural Development Strategy

The overall objective of the Rural Development Strategy (RDS) is to provide a strategic framework for coordination of strategies concerned with the development of rural communities. In particular, the RDS supports the implementation of the Poverty Reduction Strategy and will create a development environment that will enable rural communities and households to achieve sustainable livelihoods. In this respect the Rural Development Strategy identifies short and medium term priorities to support sustainable livelihoods, and contribute to the long-term goal of sustained economic growth as outlined in Vision 2025.

The Policy Context of RDS

The Rural Development Strategy has linkages with other major policy initiatives, all of which are complementary to one another (See box 6 below).

Box 6: Major policy initiatives linked to RDS

- The Tanzania Development Vision 2025 - TDV (1999).
- The National Poverty Eradication Strategy-NPES (1998).
- Tanzania Assistance Strategy -TAS (2001).
- The Poverty Reduction Strategy Paper-PSRP (2000)
- The Agriculture Sector Development Strategy- ASDS (2001)
- Rural Development Policy (Draft 2001)
- Community Development Policy (1996)
- National Employment Policy (1997)
- Sustainable Industrial Development Policy (1996)
- National Micro Finance Policy (2000)
- Agriculture and Livestock Policy (1997)
- Mineral Policy of Tanzania (1997)
- Tanzania Women in Development Policy (1998)
- National Environmental Policy (1997)
- SME Development Policy (2002)
- The Wildlife Policy of Tanzania (1998)
- National Forestry Policy (1998)
- National Fisheries Sector Policy and Strategy Statement (1997)
- Health Sector Reform (1994) as updated
- Education Sector Reform and Development Programme (1999)
- Cooperative Development Policy (1997)
- Rural Water Policy (1997)
- Women Development and Gender Policy (2000)
- Road Sector Development Programme (1997)
- National Land Policy (1995)

The Dimensions of RDS:

The Rural Development Strategy defines:

- An institutional framework for co-coordinating and linking sector specific strategies and programmes for the development of the rural population.
- The roles of central Government, local authorities, the private sector and civil society in the implementation and monitoring of rural development programmes.
- The key linkages between sector specific strategies and programmes, and how those linkages will be strengthened.
- The gaps in current policies and strategies, including implementation constraints, and outline of strategic actions to address those gaps.
- The criteria for identification of geographical differences and measures to redress regional disparities.
- The coordination mechanisms.
- The criteria for monitoring and evaluating the implementation of the Rural Development Strategy.

The realization of rural development in the context of the country's development vision largely depends on the pace of growth in the agricultural sector, the adoption of a positive mindset by the rural society, and focus on capacity building for the institutional framework in the rural areas. In this context, measures are directed towards attaining the following:

- High quality livelihood
- An enabling and peoples empowering environment
- Self-reliance and self-sustenance
- Trade and international competitiveness

The Strategy:

A cohesive strategy for rural development in Tanzania involves four categories of strategic interventions; (i) promoting pro-poor growth; (ii) increasing opportunities and access to services and assets of the poor; (iii) reducing risks and vulnerability; (iv) adherence to good governance.

Improving the living standards of the rural people will depend on improvements on several initiatives. These include intensifying and commercializing small-holder agriculture, providing infrastructure and services, improving access to economic and social services such as education, health, land, financial services and markets, and ensuring sustainable management of the natural resource base. Effective management of resources, ensuring social well being, and developing the capacity to cope with climatic, economic and social threats are also important.

Next steps:

The Rural Development Strategy is the framework for the implementation of the Rural Development Policy, and will enhance the realization of the Poverty Reduction Strategy as it focuses on areas where 80 percent of the country's population lives.

- The RDS will establish and strengthen the link between growth of rural economy and macroeconomic policies.
- Strengthening the implementation of the local government reforms for efficient service delivery.
- Strengthening good governance and poverty reduction linkages/efforts.

5.3. Environment

The Government has, in collaboration with stakeholders, initiated a process aimed at the integration of environment into the PRSP. Priority actions were identified and the progress achieved on these priority actions since June 2001 is as follows:

- The Government appointed 'environment champions' to serve in the technical working groups of the poverty monitoring system. The 'champions' provide technical expertise as well as advocating environmental/livelihoods issues into the PRS process. Terms of References for the 'champions' were developed and an initial briefing meeting on the PRS process was held in May 2002.
- In addition a wider 'think-tank' of environmental experts was formed to (a) provide the four champions with additional expertise as required and (b) be able to provide inputs to other PRS related fora that go beyond direct participation in the four technical working groups of the PMS.
- Potential partners for data delivery and the development of an environment module to be included in the Tanzania Socio-Economic Database were identified and contacted.

- The Government conducted a workshop to formulate a comprehensive programme on the integration of environment into the Poverty Reduction Strategy process. A wide group of stakeholders comprising different government institutions, academia and NGOs brainstormed on objectives, outputs and potential activities of the forthcoming programme. The programme will focus on broad-based capacity building, data management and advocacy to systematically address poverty-environment linkages. It will provide the means to implement the main priorities agreed upon during the June 2001 consultative meeting as well as a range of additional activities.
- The Division of Environment in VPO and the National Environmental Management Council with technical advice from the champions developed an initial proposal for integration of environment as a crosscutting issue into the PER/MTEF process.

Next steps:

The forthcoming programme on integration of environment into the PRS process will address:

- Capacity strengthening of key government institutions to foster the integration of environment into the PRS process including transformation of these institutions from production oriented agencies to resource management agencies.
- Improving access to and utilization of poverty-environment related data in the PRS process and at local level planning, building on the ongoing poverty monitoring work and existing data systems, e.g. the TSED, and the PO-RALG M&E system.
- Establishment of a set of relevant national and sub-national level indicators and targets to track poverty-environment changes, and to monitor impact of policy interventions.
- Improving knowledge and awareness on poverty-environment linkages through a broad based advocacy, sensitization and dissemination strategy. This will include, among others, the consolidation of existing good practices, additional research, training and other forms of dissemination, targeting government, civil society and the private sector.
- Strengthening institutional framework for environmental management, including rationalization of roles and responsibilities, review of priority sectoral policies and development plans, identification of gaps and overlapping issues that would hamper enforcement of relevant rules.
- Initiation of a process with a view to reviewing existing laws and regulations governing the utilization and management of open access resources (coastal fisheries and forests) and initiate implementation of community-based management of these resources.
- Commencement of the consolidation of various laws governing environmental management in a single environmental framework law.

5.4. HIV/AIDS

Progress and Achievements:

The Government has continued its efforts to address HIV/AIDS pandemic. The following achievements have been made so far:

- (a) An Act of Parliament to formally establish TACAIDS was passed by Parliament and became operational on 21/1/2002, giving TACAIDS the legal power to operate.
- (b) A special DAC HIV/AIDS group has been formed to work with government to address HIV/AIDS issues.
- (c) Advocacy and sensitization workshops and seminars for religious leaders, civil-military alliance and workplace interventions were undertaken.
- (d) HIV/AIDS/STI surveillance is carried out and reported annually by the National AIDS Control Programme under the Ministry of Health. Monitoring the trend of the epidemic is also a high priority.
- (e) HIV/AIDS has been included in the PER/MTEF process. HIV/AIDS activities have been mainstreamed in budgets of all sectors. During 2001/02 T.Shs.7.3 billion was set aside for HIV/AIDS activities, out of which, T.Shs, 4.0 billion was local funds and T.Shs.3.3 billion was foreign grants. Due to low institutional capacity at this formative stage, a good proportion of those funds could not be utilized.

Next steps:

- Following the endorsement of TACAIDS' organizational structure, the formation of its secretariat is at an advanced stage.
- The national multi-sectoral strategic framework for HIV/AIDS will be finalized during this fiscal year. The framework will spell out priority areas and programmes for intervention.
- The Commission will continue with its mandatory role of policy formulation, strategic planning, advocacy, monitoring and evaluation and public dissemination of information on HIV/AIDS through electronic and print media as well as other dissemination channels.

5.5. Gender

Overview:

In 2000/01 the Government continued to address capacity development problem within Government Ministries/Sectors to implement the Women and Gender Development Policy. This included mainstreaming gender into poverty reduction strategy and budget through MTEF/PER process.

Progress and achievements:

- A draft terms of reference for mainstreaming gender in the Public Expenditure Review has been developed. As part of engendering the PER process, some tools and gender training activities were developed to support planners/budget officials in priority sectors to mainstream gender in MTEF budget processes. A needs assessment on the establishment of gender focal points in sectors has been completed.
- A draft National Strategy for gender development and a draft framework for implementation of the women and gender development policy have been developed. These will be shared with a wide range of stakeholders, before finalization.
- The sector development strategies and programmes which were developed in 2001/02 were engendered through participation of gender experts during preparation and consultation process. The poverty monitoring process has also been engendered by including gender experts in its technical working groups.
- The Inheritance and Marriage Act 1971 and Laws relating to children have been reviewed to address key gender concerns.
- In view of the high prevalence of HIV/AIDS among young women and girls, a community-based strategy framework for the protection of women and children against HIV/AIDS/STIS has been developed.

Lessons Learned:

- Engendering policies is a continuous process. However, it is taking time to change people's attitudes towards gender. The process is also constrained by insufficient skills in gender analysis and limited financial resources.

Next Steps:

- The institutionalization of gender in central and local government machineries will be continued through establishment and strengthening of gender focal points.
- Women and gender development policy will be operationalized through mainstreaming gender into poverty reduction strategies and training of key staff in priority sectors on mainstreaming gender in the MTEF/PER and strengthening of gender analysis in the poverty monitoring system. Review of gender discriminatory laws will also be intensified with a view to amending them.
- The Ministry of Community Development, Women Affairs and Children in collaboration with other stakeholders will also develop gender monitoring and evaluation tools and techniques.⁶

5.6. Governance

Progress and Achievements

During fiscal year 2001/02, the government continued to undertake various interventions aimed at bolstering good governance. The interventions were directed towards reduction of corruptive practices, improving public financial management and strengthening of the judicial system. Specific undertakings during the year included:

- Use of mass media in the anti-corruption strategy and action plans. Mass media were involved on various occasions including public rallies, seminars, regular meetings, newsletters, posters, leaflets and radio programmes to raise awareness of the public on anti-corruption strategy and action plans.
- The Ethics Secretariat has been given authority to receive anonymous complaints, thus being able to conduct proactive investigation against leaders suspected to break the code of ethics.
- Following progress in implementation of the Anti Corruption Strategy, Tanzania has been ranked 71 out of 106 countries as compared with the 91 position held previously in the transparency international corruption perception survey.
- Reporting capabilities have been enhanced especially with regard to Government activities at the regional level. Each Sub-Treasury is on IFMS (though on a stand alone mode) due to technical problems that are being worked out.
- A Country Financial Accountability Assessment (CFAA) was carried out for fiscal year 2001/02 with the involvement of development partners. Measures to integrate CFAA recommendations into a broad public finance reform programme are being discussed.

⁶ The name of the Ministry has been changed to “Ministry of Community Development, Gender and Children”

- The Ethics Division of the Civil Service Department has been conducting several information, education and communication activities to create a greater awareness among public servants of their responsibilities, rights and avenues for reporting cases of misconduct.
- The Government continues to improve the PER process as a vehicle to review public expenditure performance.
- The Government is committed to improving the salaries of public servants particularly professional, technical and managerial staff. Pay increases were effected for this year and the Government continues to be committed to the pay reform under the public service reform programme that will ensure improved service delivery.
- The Government has set up a coordination mechanism in the Chief Secretary's Office (Good Governance Coordination Unit-GGCU) to ensure that all complementary activities are well harmonized for maximum impact on improving governance. The GGCU has developed a reporting format that will enable better follow-up of their undertakings.
- MDAs have developed anti-corruption action plans that are incorporated into the broader strategic plans being put in place as part of the public service reform programme.

Next steps:

The government, in collaboration with development partners, will continue to strengthen the process of reporting within the context of the National Anti Corruption Strategy and Action Plan (NACSAP). In particular, it will begin to report on a number of cross-cutting functions of government to minimize corrupt practice. The Government will also facilitate the development of an Anti Corruption Strategy for local governments, private sector, civil society and the mass media. Further, the government will continue to support initiatives to strengthen the capacity of CSO, NGOs and mass media to enable them to participate fully in the war against corruption.

5.7 Employment

Overview:

The government has noted with deep concern the fact that although the ongoing reforms in Tanzania have resulted in economic growth recovery and recorded macro-economic stabilization, such growth does not seem to have made a substantive improvement in enhancing access to productive and quality employment among the majority of Tanzanians, especially the youth.

The government has thus prepared a Country Action Programme (CAP) for employment creation under the PRS process. The programme has identified 17 project areas covering institutional

capacity building, employment promotion, support to SMEs, job creation through agricultural production, smallscale mining, and labour intensive infrastructure. The projects include those designed to enhance capacity building for policy analysis and coordination of employment creation initiatives including provision of key inputs into the employment creation activities. They also include those which address cross cutting issues, namely, gender mainstreaming, support to people with disabilities and prevention of further spread of HIV/AIDS.

Progress and Achievements:

Demand – Driven Skills Training Programme for Employment Promotion

- The programme conducted training in 19 districts. The training included various types of farming (crops, vegetables, fish, animal husbandry and poultry keeping), carpentry, masonry, beekeeping, small business, tailoring, food preparation and nutrition. The total number of trainees was 348 of which 167 were males and 181 females.
- The government has upgraded the employment section of the Department of Labour to a fully-fledged division on employment with qualified staff and working facilities. The division is responsible for employment promotion and other related matters.
- A Labour Exchange Centre has been established in Dar es Salaam. A total of 3,131 job seekers have been registered (30% females, 70% males) of which 63% are youths (20-35 years). Professionally the registered job seekers comprise 31% University graduates, 24% secondary education graduates, 15% college education and 18% primary education leavers. Out of total job seekers, 1,357 were referred to employers for job interviews and employment, out of which 119 were hired. 423 job seekers were provided with job search information and advice to enhance their chances of success in their efforts to look for jobs on their own. 108 registered job seekers were provided with vocational guidance and counseling.

Addressing the problem of Child Labour

- In collaboration with stakeholders the Government has prepared a National policy to guide interventions against child labour.
- The national child labour survey has been carried out to establish the extent of Child labour in the country. A total of 4.8 million children have been identified to be working in various economic sectors including the most hazardous types of work.

- The Government has formed the National Inter-Sectoral Coordination Committee responsible for coordination of programme interventions.
- Through the coordination by the Child Labour Unit, about 4,000 children have been withdrawn from worst forms of labour in Iringa, Mbeya, Singida, Morogoro and Ruvuma regions. They have now been provided with suitable alternatives including formal education and skills training.
- About 800 poor families have been supported to undertake income-generating activities. This has reduced parents' dependence on child labour and has enabled them take up parental responsibilities. This has been successful in Iringa, Singida and Ruvuma regions.
- The Government is coordinating the implementation of the programme against worst forms of child labour in 11 districts; out of which 8 districts have already set up district implementation and coordination mechanisms while the remaining 3 are being contracted.
- The Government is reviewing labour laws to ensure that children are protected against employment.
- **Social Welfare Services:**

In collaboration with other partners the government has rehabilitated the Orphan Centre building at Kurasini and has constructed a workshop at Upanga remand home for equipping inmates with necessary skills for self-employment.

Next Steps:

The Government will continue to implement CAP with particular focus on demand-driven skills programme at district level. Other activities planned to be carried out include:

- Finalization of the National Employment Policy
- Finalization of the Child Labour Policy
- Finalization of the Elderly Policy
- Revision of outdated labour laws
- Strengthening of the Dar es Salaam Labour Exchange Centre and establishment of Labour Exchange Offices in each region

- Review of micro credit schemes for youth, women and other groups.
- Finalization of new SME Policy.

Costing of interventions:

Table 22: Demand driven skills training programme (2002/03-2004/05)

Components	Budget (Tshs. Million)				
	2002/03		2003/04		2004/05
	Allocation	Estimated	Allocation	Estimated	Allocation
Training additional people in districts already covered and extending to other districts	76.0	276.0	76.0	276.0	76.0
Equipment	4.0	4.0	4.0	4.0	4.0
Other costs (Admin)	20.0	20.0	20.0	20.0	20.0
TOTAL	100.0	300.0	100.0	300.0	100.0
RESOURCE GAP		200.0		200.0	

5.8 Local Government Reforms

An Overview:

Restructuring of LGA's is an ongoing process which is aimed at reorganization of structures of LGAs to meet the challenges of delivery of quality services. The reform programme facilitated and backstopped the preparation of councils' strategies and performance indicators. This was done in collaboration with sector ministries and was aimed to ensure that sector policies, service standards and staffing levels are captured in the Councils' restructuring exercise. The reform programme has also provided financial support for restructuring activities and capacity building within local authorities.

Progress and achievements:

A draft framework for participatory planning and budgeting at the local level was developed. Steps have been taken to streamline institutional and legal framework to pave the way for the decentralization process. Measures taken include establishment of Legal Harmonization Task Force to advise on interventions for pushing forward the sector law harmonization exercise.

During 2001/02, Councilors' and grassroots leaders' training materials and guidelines were developed with the aim to operationalize the Local Government Staff Regulations of 2000. The reform programme provided a manual to guide LGAs to enhance revenue collection from own sources and popularize a handbook for management of finances at primary school level.

The Fiscal Decentralization Task Force (FDTF) was established in November 2001 with the objective of establishing stronger coordination on the implementation of fiscal decentralization so that councils can have stronger financial autonomy. Key issues for the implementation of fiscal decentralization include assessment criteria for selection of councils for greater financial autonomy and capacity building for LA staff to enable them manage the process. The ultimate objective is to have all councils qualify for the greater financial autonomy.

Challenges:

The reform programme is confronted with the following challenges:

- Blockages which are stalling financial decentralization including provision of block grants to LGAs.
- Blockages which are hampering the progress of decentralizing the management of staff by LGAS.
- Lack of skilled and properly motivated manpower for the Councils.
- Various sectoral laws not in consonance with the government resolve to decentralize authority, responsibilities and resources to the people through their LGAs, and
- Institutional set-up that does not facilitate speedy and smooth implementation of the reforms.

Next Steps:

During this fiscal year the programme will continue to implement the following activities under the LGRP Medium Term Plan (2002/03-2004/05):

- Training Ward Executive Officers, councilors and leaders at grassroot level.
- Training of regional secretariat staff on poverty auditing.
- Continue with the LGAs restructuring process.
- Publish and distribute booklets on good governance and the LGRP in general.
- Educate and sensitize the general public on the LGRP through radio and TV programmes.
- Assist LGAs to prepare framework for local anti-corruption plans and monitor their implementation with PCB.

- Finalize and implement a framework for participatory planning and budgeting.
- Provide in-house training to LG staff to improve management of finances and enhance financial accountability.
- Provide training to LG staff on implementation of Integrated Financial Management System (IFMS).
- FDTF to finalize the methodology for selection of councils for greater financial autonomy, involving data collection, analysis and reporting.
- Design of alternative formula-based method of allocating grants to enhance transparency and ensure the system is sensitive to policy changes.

5.9. Human Capital Development

Human capital development is critical for the success of the PRS. The Government has decided to monitor progress on the development of human capital under PRS's cross cutting issues. The focus will continue to be on strengthening leadership and management qualities, meritocracy, restoration of ethical conduct, gender equality and pay reform. These are ongoing activities which will be continued and tracked under the Public Service Reform Programme for the Central Government and the Local government Reform Programme for the local authorities.

The public service reform and the local government reform programmes will develop through a consultative process, indicators to monitor progress on capacity building for the central and local government respectively. Progress and achievements in developing and strengthening human capital will then be assessed through use of indicators and reported in the PRS monitoring framework.

The Government recognizes that children and young people are key to sustained future workforce. Specific sectors contribute to improving conditions for children and young people, notably in education and health. Critical cross-sectoral concerns, including the struggle against HIV/AIDs, need to be given more attention especially as they relate to children and young people. The government will thus continue its efforts to identify and address specific problems affecting children and young people in the context of Poverty Reduction Strategy.

Progress and Achievements:

- Increasing enrolment in primary schools
- Maintaining high immunization rates

Challenges:

- Increasing support for most vulnerable children and livelihoods for young people.
- Increasing coverage and use of insecticide-treated nets, especially in poor households.
- Improving quality and performance in primary education, especially performance of girls.
- Improving access to education for those who are being left out and those who had dropped out of primary schooling.
- Reducing rates of malnutrition in young children through greater attention to child-care and feeding practices, easier access to water and fuel supplies, and involvement of men in caring for young children.
- Improving rates of attended births nationally to match the experiences of some surveillance sites.
- Strengthening capacities of communities and local authorities for participatory planning processes which are inclusive of children and young people.
- Strengthening provision of technical training for young people.
- Supporting establishment of network of youth-friendly health services.
- Expanding support for livelihood strategies for young people.

Next Steps:

- Expand consultation with representatives of children and the young.
- Review plans and budgets from the perspective of children and the young and reallocate resources according to emerging priorities.
- Provide increased support for most vulnerable children.
- Support, monitor and document experiences in innovative programmes to improve livelihoods of children and the young.