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# INCLUSIVE DEMOCRATIC GOVERNANCE

Strategy Paper

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# **INCLUSIVE DEMOCRATIC GOVERNANCE**

## STRATEGY PAPER

## I. INTRODUCTION

This strategy paper sets out UNDP Tanzania's governance programme 2016–2021. The programme goal is effective, transparent, accountable and inclusive governance, in line with the principal objectives set out in the Tanzania Development Vision 2025 and Zanzibar Vision 2020, which include peace, stability, unity and good governance. The specific objectives of UNDP governance support are further aligned with the priorities set out in the National Five-Year Development Plan II, including ensuring systems and structures of governance uphold the rule of law and are democratic, effective, accountable, predictable, transparent, inclusive and free from corruption at all levels; improving public service delivery to all, especially the poor and vulnerable, including access to justice; promoting human rights for all, particularly for poor women, men and children and vulnerable groups; and ensuring national and personal security and safety of property. They are also further aligned with the priorities set out in the draft Zanzibar Strategy for Economic and Social Transformation, including accountable, transparent and corruption-free governance systems and structures, and increased access to justice, respect for the rule of law, adherence to basic human rights and greater participation in the democratic process. These are: achieving quality and good life for all; good governance and the rule of law; and building a strong and resilient economy that can effectively withstand global competition.

The goal of UNDP governance support is in line with the African Union (AU) Agenda 2063 aspirations, namely, prosperity based on inclusive growth and sustainable development; good governance, democracy, respect for human rights, justice and the rule of law; peace and security; and people-driven development which unleashes the potential of women and youth. The UNDP governance support seeks to contribute to the achievement of Sustainable Development Goal (SDG) 16 that states *“Promote peaceful and inclusive societies for sustainable development; provide access to justice for all; and build effective, accountable and inclusive institutions at all levels.”* Appreciating the integrated nature

of the SDGs the support also seeks to contribute to other goals, in particular SDG 17 on Global Partnerships, SDG 5 on Gender Equality and SDG 10 on Reducing Inequalities.<sup>1</sup>

The UNDP governance programme conforms to the United Nations Development Assistance Plan (UNDAP II) 2016–2021 for Tanzania as a key integrated part of UNDAP thematic results area for democratic governance, human rights and gender equality. It, in particular, contributes to making national governance more effective, transparent accountable and inclusive as well as ensuring it leads to the outcome women's political participation and leadership. A UNDAP Thematic Results Group on democratic governance, human rights and gender equality is foreseen to coordinate, monitor and report on the implementation of these outcomes. It will do so in collaboration with the other Thematic Results Groups which focus on inclusive growth, health and resilience.

## II. BACKGROUND AND CONTEXT

Tanzania aspires to become a middle-income country by 2025 through increased industrialisation for economic transformation and human development. In doing so, the government underlines the importance of good governance and the rule of law, as well as peace and stability, in creating wealth and sharing benefits, emphasizing that people must be empowered to hold leaders and public servants accountable for their performance (Tanzania Development Vision 2025). In working with Tanzania to achieve this aspiration, UNDP brings a strong record of supporting the country to improve democratic governance, through specialised expertise and international good practices and networks. Key results from this support include strengthened parliamentary committees on budget preparation and oversight, budget cycle and gender budgeting and mainstreaming; enhanced capacity of electoral monitoring bodies on the Mainland and Zanzibar on elections management; establishment of multi-stakeholder dialogue at both national and

<sup>1</sup> Annex 1 provides an overview of how UNDP Governance support is aligned with national development priorities and the SDGs.



local levels that served to mitigate and prevent political tensions; development of national level and Zanzibar specific anti-corruption strategies, increased capacity of anti-corruption institutions and Zanzibar specific sector action plans, increased anti-corruption awareness, and strengthened civil society to engage in combating corruption; development and implementation of the Zanzibar Legal Sector Reform Strategy in collaboration with the Zanzibar Ministry of Justice and Constitutional Affairs; development of the National Human Rights Action Plan and capacity built for coordination and monitoring of its implementation.<sup>2</sup>

The Economic Report on Africa 2015 takes cognizance of the fact that Africa has the potential to experience growth greater than that of the East Asian countries through industrialisation.<sup>3</sup> In recent years, Tanzania has seen impressive economic growth and a growing potential for the extraction of natural resources. With the move towards middle-income status and increasing

industrialisation, there are concerns about growing corruption in both public and private sectors. The Government has been quick in placing this as a top priority. Increased wealth also requires increased levels of accountability and in that sense inclusive institutions and awareness amongst the general population to hold the leadership accountable. It is expected that the private sector will both increase its investment in the development of the industrial sector in the country and benefit from the ensuing industrialization drive. This should be matched with increased capacities at national and subnational levels, to allow for a more equal and fruitful engagement on the potential benefits to the communities and populations most impacted, as well as to fully harness the capacities of the youth. This would require a strengthened and informed local government, sensitised policies and regulatory frameworks that take into account potential risks to the general population, informed and adequate representation by political leaders, civil society and equal participation of men, women and youth in decision-making at all levels.<sup>4</sup> In addition,

<sup>2</sup> UNDP Sustainable Human Development Pathways; UNDP Assessment of Development Results. Evaluation of UNDP Contribution. United Republic of Tanzania.

<sup>3</sup> United Nations Economic Commission for Africa, (2015) "Economic Report on Africa: Industrialisation through Trade."

<sup>4</sup> According to Tanzania's 7th and 8th Consolidated Report on the Implementation of the Elimination of all forms of Discrimination against Women (CEDAW), challenges to women's full participation in public life and politics remain

access to justice and human rights also need to be further improved by strengthening the capacities of the justice system, institutions and citizens' legal and human rights empowerment. This is essential in contributing to an enabling environment for strengthened governance service delivery and enhanced participation. The government has also identified the drive to mobilise national resources for development as a top priority in line with the Addis Ababa Agenda for Action. Moreover, the national government aims to use alternative development financing as leverage for development initiatives. Within this context, governance is a binding thread linking all different areas and a driver for transforming the current development model into a model that is more "people-centred", inclusive, equitable, productive, resilient, risk sensitive and environmentally sustainable.

The Government of Tanzania's (GoT) vision exists within a global and regional reality that cannot be ignored and with a potential to derail plans and undermine results. These issues include the rise of violent extremism; effects of regional instability; impact of mixed migration; and changing global economic conditions. Indeed, the rise in violent extremism in the sub-region is particularly evident in Uganda, Kenya and Somalia. With the porous borders and changing nature of violent extremist groups who are leveraging on new technology to broaden their reach, this is an important risk factor in the sub-region that needs to be taken into consideration at national level. The political upheaval in neighbouring Burundi has a direct impact on Tanzania with the inflow of refugees, adding to the several thousand other Burundian and other refugees already hosted in the country. The potential impact on social cohesion, land access and the environment, economic opportunities and government service delivery is a very real concern for national and local authorities. Furthermore, it poses security challenges and has the potential to destabilise the sub-region. Meanwhile, the mixed migration crisis has led to a re-direction of a substantial portion of development aid and changing global economic conditions place further pressure on revenue and investment streams in the region. Responding

due to factors such as cultural practices and inadequate resources.

to these challenges through continuous analysis and flexible programming will be essential to maximise impact and reduce risk.

Through its Governance Programme, UNDP will support Tanzania in meeting the democratic governance development challenges through six integrated components:<sup>5</sup> *(i) Effective and Responsive Legislatures; (ii) Citizens' Voice and Participation; (iii) Preventing and Responding to Violent Extremism; (iv) Improved Access to Justice and Human Rights Promotion; (v) Supporting Public and Private Anti-Corruption Initiatives in Tanzania; and (vi) Development Effectiveness.*

### III. PROPOSED APPROACH

The UNDP democratic governance programme applies a human rights based and people-centred approach to governance programming. As such, the programme promotes inclusive national ownership of democratic governance principles, processes and institutions. This approach applies the following principles:

- (a) More **people-centred** by ensuring people<sup>6</sup> are informed and are part of the decision-making and planning processes on issues that affect their lives. This involves complementing upstream interventions, such as policy design, legal frameworks and institutional capacity building, with an increased focus on downstream interventions empowering people to have a voice and demand accountability. Scaling up information and communication technologies, including increased use of mobile/digital technology for citizen

5 The democratic governance programme approach and the rationale are guided by the Transforming our World: The 2030 Agenda for Sustainable Development (SDGs); Changing with the World: UNDP Strategic Plan 2014-2017; UNDP Corporate Strategic Plan, Tanzania United Nations Development Assistance Plan II 2016-2021 (UNDAP II); and, UNDP Tanzania Country Programme Document 2016 – 2021 (CPD). The rationale and approach further draw on extensive analysis and consultations conducted in the development of the UNDAP II and the CPD. It also draws on good practices and lessons learned from the previous governance programmes and projects, as well as stakeholder consultation on the UNDP programme strategy for Democratic Governance.

6 The focus is on inclusion. Therefore, there should be no exclusion based on gender, political affiliation, religion, ethnicity, locality, age or other factors.

engagement, will provide innovative channels for citizens to make their voices heard and demand accountability.

- (b) Stronger ***inclusive national ownership*** demonstrated by an inclusive process which involves both state and non-state actors in identifying priorities and developing national strategies and programmes. This principle shall be carried forward in the implementation of the projects, which will aim at addressing technical and other capacity needs, as well as articulate clearly defined exit strategies which pass on responsibilities to relevant partners and institutions.
- (c) Greater ***strategic focus*** by limiting the scope to five transformational and inter-linked democratic governance development components, which have been defined taking into consideration both UNDP's past achievements and comparative advantage in handling emerging issues.
- (d) Better ***integration*** by moving away from isolated multi-projects towards projects with clear linkages with UNDP's Inclusive Growth and Resilience pillars and which are better coordinated with other UN agencies and key partners.
- (e) Innovative ***south-south and triangular cooperation*** by facilitating exchange and mutual learning between Tanzania and other relevant countries in innovative ways that follow the government approach and priorities, including through the use of communications technology. This will enable Tanzania not only to learn from others but also to share its good practices.

#### IV. PROGRAMME FOCUS AREAS

Consideration will be given to mainstreaming gender equality and women's empowerment, focus on youth, anti-corruption, conflict sensitivity and promotion of the SDGs -- in particular SDG 16 which states 'Promote peaceful and inclusive societies for sustainable development; provide

access to justice for all; and, build effective, accountable and inclusive institutions at all levels' -- throughout the programmes.

#### Component 1: Support to Effective and Responsive Legislatures

*Objective: To support the National Assembly (NA) to more effectively and responsively perform core functions of representation, lawmaking and oversight of executive actions.*

This component will support the NA to more effectively and responsively perform core functions of representation, lawmaking and oversight of executive actions which are crucial to democratic governance in Tanzania. It will strengthen mechanisms, proceedings and regulations of institutional structures with a focus on enhancing the operations, support and outreach of the parliamentary committees, and will contribute to greater transparency and accountability of the institution.

UNDP cooperation with the NA will build on its achievements and UNDP's record of impartiality, being a partner of choice, promoter of innovation in governance and advocate of democratic norms within the framework of Deepening Democracy Project (2007-2010) and under the Legislatures Support Project (2011-2016). UNDP has contributed to strengthening the capacity of parliamentarians to improve legislation, oversee government actions better for effective service delivery to the population. Relevant strategies, guidelines, as well as involvement of independent experts, have resulted in improvements of Parliament's performance and the quality of members' contributions, enhanced transparency of the institutions' oversight, improved communication between parliamentarians and their constituents and increased involvement of CSOs and think tanks with parliamentary committees and secretariats. The government is being held to greater parliamentary accountability for policy implementation and for public spending as a result of the improved skills and knowledge of NA

members. Women members who make up more than 30% of the NA have been empowered to a new degree through gender sensitive planning and targeted interventions as well as through direct support to Cross Party Women Caucuses in the NA (TWPG). NGOs, research bodies and other civil society organisations increasingly influence parliamentary debates and decisions as a result of closer partnerships with parliamentary committees and Members of Parliament (MPs). In addition, increased legislative capacity has resulted in notable improvement of legislative proceedings and debates.

Despite progress, there are challenges such as ensuring that the NA continuously improves and is able to respond strategically and effectively to changing public demands for representation and oversight. With the deepening of democracy in Tanzania, the society is increasingly expecting Parliament to scrutinise more and hold government to account. The development of information, communication technology and effective media coverage of political developments has increased the visibility of parliaments and politicians. Tanzanians are becoming more aware of their right to hold MPs accountable, albeit awareness is still limited and progress relatively slow.

The proposed new programme cycle will bolster democratic governance by strengthening the representational, oversight, and legislative capacity of the parliamentary committees. As appropriate rules, regulations and procedures are established and further operationalised, as well as better understood by committees, this will have an overall positive impact on the performance of committees' duties. The committees will be able to carry out their representational, lawmaking and oversight roles to more efficiently respond to citizens' needs and ensure that progress is made towards the successful delivery of planned policies and projects through consistent quality control and monitoring of government actions.

The intervention will support mechanisms and processes that will help MPs reach out to constituencies and facilitate improved citizen participation in parliamentary affairs. By strengthening the parliamentary committees'

effectiveness to review and analyse legislation and represent constituents, the programme will contribute to the passage of better laws that improve public services and address citizens' needs. Fostering greater parliamentary oversight of executive actions will positively affect how the government develops and implements its own programmes, both in terms of fiscal management and accountability, as well as achievement of programme objectives. The programme cycle will support committee hearings and constituency outreach, including oversight field visits, to increase the committees' legislative, oversight and representational role and make committees more responsive to the public needs in the Tanzanian context.

The component will support the legislatures to utilise various ways of public input into the lawmaking process and government oversight including through the utilisation of modern technologies. The programme cycle will strengthen the secretariats of both legislatures to help them deliver effective services to MPs and help build sustainable, modern internal parliamentary staff management structures and practices. By developing the capacities of members and staff for legal drafting, budget analyses and gender mainstreaming, they will be better placed to support committees and MPs to carry out oversight, lawmaking and representation roles and improve their understanding of and ability to use external inputs.

UNDP will, in particular, support the NA to progress towards becoming more effective and responsive to citizens' needs, and operating in accordance with international good practices for democratically functioning parliaments through:

- 1) Increased capacity of parliamentary committees to scrutinise Bills, monitor government activity and engage citizens,
- 2) Enhanced capacity of the National Assembly and its staff to support the work of MPs to be more accessible and open to all citizens,
- 3) Increased capacity of the National Assembly to oversee government activities and expenditures, including with regard to SDGs,
- 4) Gender equality promoted throughout the work of the National Assembly
- 5) Promoted cross-party cooperation in the NA through all-party working groups and
- 6) Enhanced capacity of the Offices of

the Speaker & Clerk to effectively cooperate with stakeholders.

**Component 2: Citizens’ Voice and Participation**

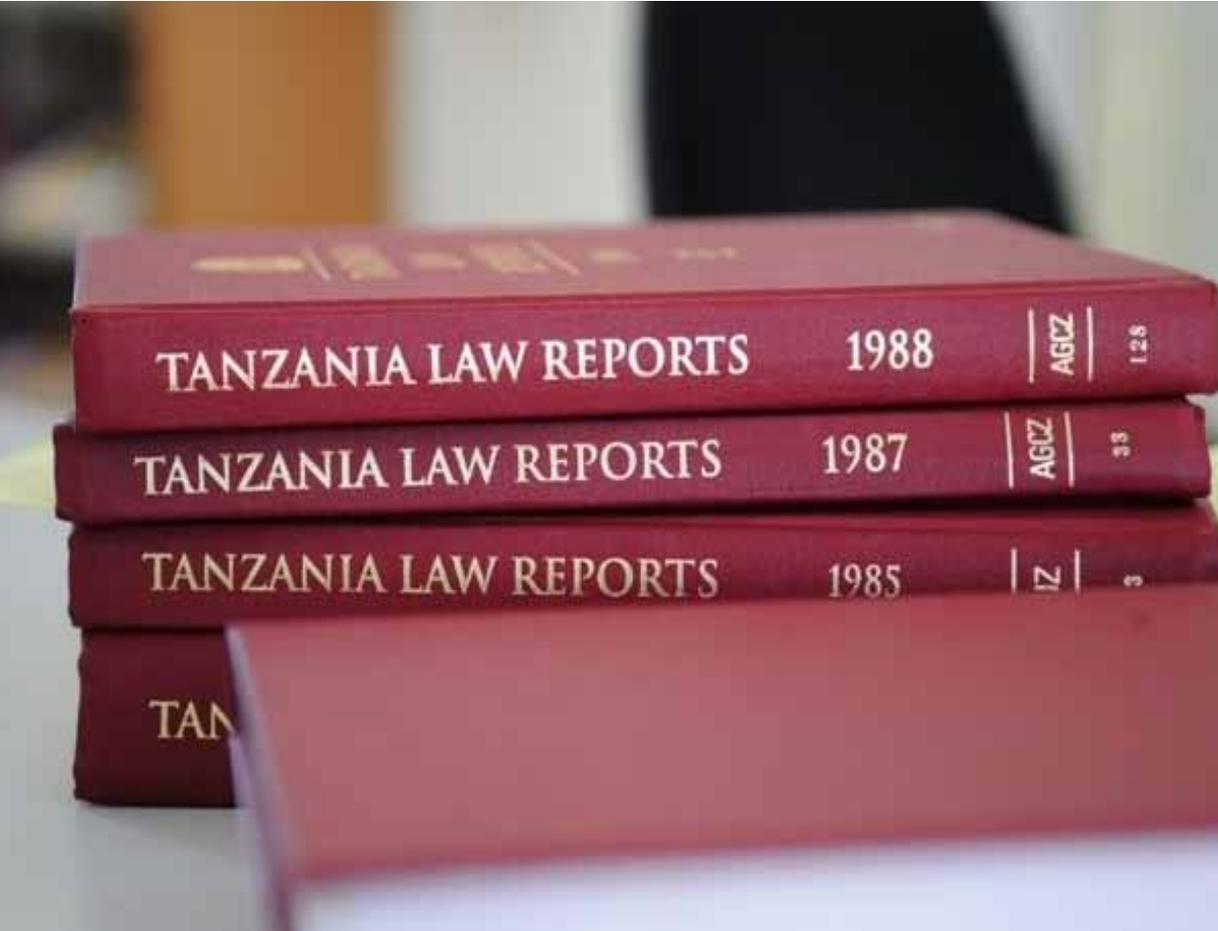
*Objective: To ensure inclusive participation of citizens in decision-making processes so to contribute to good governance and sustainable peace and development.*

To support citizens’ voice and participation, this component focuses predominantly on downstream community engagement through dialogue platforms for effective citizen engagement in development as well as sustainable peace. The previous UNDP programme cycle focused on inclusive participation of citizens in the electoral process and to ensure a peaceful electoral environment. Key results from the previous UNDP programme cycle include improved engagement between electoral management bodies and electoral stakeholders, empowered women, youth and people with disabilities to participate in elections and politics,

and establishment of multi-stakeholder dialogues at both national and local levels that served to mitigate and prevent rising tensions.

The new programme cycle takes a more holistic approach. The first main area of support will continue to build upon earlier UNDP support dating back to 1995 to promote citizen’s participation and give them a voice in decision-making processes including parliamentary processes, elections and related civic engagement platforms, as well as promote citizen’s awareness to hold their government and leaders accountable, for example on issues of good governance, human rights and sustainable development.

The second main area of support will be to promote platforms through which citizens can address emerging socio-political challenges especially those which negatively affect democratic governance, stability and peace. These range from growing tensions between local communities and international companies in the rapidly growing extractive industries sector; land and water disputes especially among



agriculturalists and pastoralists; inter-pastoral conflict and cross-border cattle raiding; local level political tensions; tensions as a result of mixed migration; the regional and local impact of violent extremism; as well as gang related activities, particularly involving male youth.<sup>7</sup> In order to respond to these emerging challenges UNDP will, among other things, enhance its support to Tanzania's Infrastructure for Peace<sup>8</sup> as established in 2013 following the signing of the "*Maseru Declaration on a Framework for Peaceful Development in Southern Africa*." This support will entail multi-stakeholder dialogue platforms<sup>9</sup> which seek to address development and social challenges as well as potential or existing conflicts in a participatory and inclusive manner. Stakeholders in this dialogue process will include local communities, local government, faith-based and civil society organisations, political party representatives, women's organisations, and the private sector and youth organisations, depending on the context. As these issues cut across UNDP's three programme areas, namely, Democratic Governance, Inclusive Growth, and Environment and Climate Change, these platforms will be used as a tool for effective community engagement across all three of them.

Complementary support to the dialogue platforms will be provided for ongoing sound context analysis involving academia, research and policy institutions not only to inform current work but also to identify emerging issues or challenges. The second area of complementary support is to strengthen the network within the Infrastructure for Peace<sup>10</sup> to ensure sharing of analysis, good practices and lessons learned, as well as promoting coherence and complementarity among the different actors.

7 Robertson, L (2014). "Elections Related Conflict in Tanzania." P.41

8 A dynamic network of interdependent structures, mechanisms, resources, values, and skills which, through dialogue and consultation, contribute to conflict prevention and peace-building in a society.

9 In the previous programme cycle, UNDP supported capacity building on dialogues and in collaboration with stakeholders produced a handbook on "Community Dialogue for Sustainable Peace" based on the Tanzanian experience.

10 The Infrastructure for Peace meetings are convened by UNDP with national stakeholders, and meetings held on a quarterly basis.

The intended outputs are 1) Empowerment of women, youth and vulnerable groups to participate in decision-making processes at all levels; 2) Enhanced national peace infrastructure to mitigate and prevent conflicts; and 3) Promotion of evidence-based policy making and programming.

### Component 3: Preventing and Responding to Violent Extremism

*Objective: To reduce the likelihood of incidences arising from violent extremism.*

Violent extremism has been on the rise globally, and is evident in the East African sub-region. The particular challenge posed is that these groups operate across territorial borders, effectively use social media, and engage in active recruitment. Although relatively stable compared to its neighbours, the United Republic of Tanzania can be classified as an "at risk" country due to its proximity to known logistical hubs of extremist groups, porous borders and number of incidences and individuals linked to terrorist activities in Tanzania. In 2015, the Global Terrorism Index, which quantifies the direct and indirect impact of terrorism in a country, ranked Tanzania as the 45<sup>th</sup> most impacted country by terrorism compared to a ranking of 119 in 2012. As the challenge of violent extremism continues to grow there has been a shift from a security focused approach to a more holistic one, which aims to include systematic preventive steps to address the underlying conditions that drive individuals to radicalise and join violent extremist groups.

At the regional level, in order to address this challenge, UNDP has developed a broad multi-country Africa Regional Project aimed at responding to cross-border nature of the challenge, which it is implementing in part with the regional organisations. In Tanzania, the UNDP project, which is derived from the regional project, will focus on a development response to addressing the structural causative or perpetuating factors and their implications in the rise of violent extremism focusing on rule of law, disengagement, socio-economic factors,

media and technology for counter-narratives, community resilience strategies and gender specific engagements.

The intended outputs are: 1) National institutions and communities are empowered to prevent and address violent extremism; 2) At risk youth and vulnerable people in hot-spot areas benefit from livelihood initiatives; 3) Communities and religious institutions are resilient to the effects of violent extremism (capacity to prevent and respond to violent extremism); and, 4) Women are empowered to play a leading role in prevention and response to violent extremism.

**Component 4: Improved Access to Justice and Human Rights Promotion**

*Objective: To support Tanzania to improve access to justice and human rights promotion to contribute to national development priorities.*

Human rights, justice and sustainable development are interdependent and mutually reinforcing. The 2030 Agenda for Sustainable Development and the 17 SDGs seek to realise human rights for all and envisage a world of

universal respect for human rights and human dignity. Access to justice is a fundamental human right<sup>11</sup> and a target of SDG 16<sup>12</sup>, as well as a key means to defend other rights and achieve other SDGs and the AU Agenda 2063. Support to access to justice and human rights will strengthen the capacity to respond to emerging issues and leave no one behind.

UNDP has supported Tanzania to enhance its justice system and make it more accessible, including through support to capacity building of judicial officers, Local Government Authorities (LGAs) and law enforcement institutions, as well as civil society, to advocate human rights<sup>13</sup>. UNDP has supported Tanzania to formulate and launch a National Human Rights Action Plan (NHRAP) with a monitoring and evaluation framework and provided support to build the capacity of the Commission for Human Rights and Good Governance (CHRAGG), as well as ministries, departments, agencies and LGAs to coordinate and monitor its implementation. These activities may provide critical elements for broad-based

11 Article 8 of the Universal Declaration of Human Rights stating Article 14 of the International Covenant on Civil and Political Rights.  
12 Target 16.3: "Promote the rule of law at national and international levels and ensure equal access to justice for all".  
13 UNDP: Tanzania Country Programme Document Reporting Period 2007-2010.



change.<sup>14</sup>

Despite notable improvements in the national regulatory framework and in the overall knowledge and skills of legal professionals following the Tanzania Legal Sector Reform Strategy initiated in 2006/7, there are persistent challenges, including those related to access to justice and response to gender related cases.<sup>15</sup> The concept of the rule of law, including respect for human rights and legal traditions, is not widely understood and applied, and there is insufficient protection of the rights of the poor and the marginalised. Efforts to develop the justice sector are held back by inadequate infrastructure, corruption, uneven national coverage and access, and structural legal, customary and religious biases against women and children. Access to justice for many Tanzanians is still hampered by the high cost and limited availability of legal aid, corruption and limited knowledge and awareness of the law and human rights by the public and law enforcers. In Zanzibar, shortcomings of the legal sector also include: inadequate institutional and operational capacity; poor infrastructure; delays in the delivery of justice, and poor legal practice and procedures; corruption; absence of a framework for legal training and education; and underfunded courts which lead to justice delayed.<sup>16</sup>

Ongoing UNDP support to the Legal Sector Reform in Zanzibar has provided a comprehensive Zanzibar Legal Sector Reform Strategy facilitating legal review, new legal aid policy and strengthened capacity of the justice sector institutions.<sup>17</sup> UNDP will further support the implementation of the Zanzibar Legal Sector Reform Strategy with increased emphasis on downstream support to increase access to justice mechanisms, legal aid support and legal empowerment of poor and marginalised men, women and children.

In Mainland Tanzania UNDP will support justice

14 UNDP (2015), Assessment of Development Results. Evaluation of UNDP Contribution. United Republic of Tanzania.

15 Mid-Term Review of the Legal Sector Reform Programme, 2009, page ii-v.

16 Davids and Maliti (2015): Tanzania Situation Analysis: in Support of UNDAP II.

17 UN Tanzania (2016): Governance Working Group Summary Report for Mid-Year Review 2015-16.

and human rights partners to improve access to justice and human rights protection through: 1) Improved national human rights coordination, monitoring and reporting; 2) Enhanced institutional capacity of national human rights institutions; 3) Improved national coordination of and support to legal aid; 4) Strengthened application of human rights in the administration of justice; and, 5) Enhanced human rights and legal awareness and empowerment. Gender equality and empowerment of women and youth will be mainstreamed and particular attention will be paid to vulnerable groups.

### **Component 5: Supporting Public and Private Anti-Corruption Initiatives in Tanzania**

***Objective:** To support the government's anti-corruption initiatives both in public and private sector institutions as well as citizen's capacity to engage in the fight against corruption, targeting both Union and Zanzibar institutions.*

At the national level UNDP has supported Tanzania's anti-corruption initiatives for the past 15 years. Through financial and technical assistance, UNDP has supported the development of anti-corruption strategies, such as the National Anti-Corruption Strategy and Action Plan (NACSAP), NACSAP II and NACSAP III that aim to restore the integrity of public resource mobilisation. One of the key results arising from UNDP's support to NACSAP is increased awareness on anti-corruption issues amongst the general public, as evidenced by the Independent Evaluation Office's ADR report: "Under NACSAP II awareness increased especially through anti-corruption clubs."<sup>18</sup>

As a result of UNDP's support, Zanzibar Anti-Corruption and Economic Crimes Agency (ZAECA) is increasingly recognised by the public and stakeholders as an effective anti-corruption institution, and ZAECA has consolidated the number of complaints received on an annual basis

18 Assessment of Development Results; Evaluation of UNDP contribution, 2015



(53), cases investigated (34) and cases referred to the office of the Director of Public Prosecutions (4) at a record high level, in particular showing a 21% increase in the number of cases investigated<sup>19</sup>. ZAECA is establishing a baseline and developing an action plan and a monitoring and evaluation (M&E) framework which will be operationalised to address sector specific corruption in tax administration and petty corruption in service delivery. This is the result of UNDP's assistance with developing the institutional capacity of ZAECA, Zanzibar anti-corruption law and Zanzibar Anti-Corruption Strategy.

With an evolving economic environment, a government agenda to stamp out corruption and a more demanding and better informed population, the issue of anti-corruption in Tanzania is as relevant today as ever. With increasing evidence that 'grand corruption' and petty corruption continue to persist, largely due to weak internal controls and lack of compliance with anti-corruption legislation, the potential impact on the economic health of the country is worrisome. There is fear that if left unaddressed, corruption will undermine the country's

industrial growth through the distortion of markets, undermining of public and private sector integrity, erosion of trust and confidence to enable external investment and potentially slow down the country's move to middle-income status. Having taken targeted anti-corruption action mostly to make up for limited tax revenues; the government has already demonstrated how anti-corruption efforts can contribute to raise the necessary financial resources for increased delivery of key public services, such as access to healthcare and education.

In order to respond to these challenges, in the coming programming cycle, UNDP plans to provide financial and technical support to the government's anti-corruption initiatives once the needs are clearly discerned. The support will also be extended to the private sector covering issues related to illicit financial flows and natural resource management (linking with the resilience pillar). In Zanzibar, UNDP will continue to support the strengthening of the institutional and policy capacity of ZAECA and enhancement of sector specific anti-corruption including through fostering citizen's engagement.

<sup>19</sup> Zanzibar Anti-Corruption and Economic Crimes Authority, 2015

## Component 6: Development Effectiveness

*Objective: To support the Government of Tanzania (GoT) in Mainland and Zanzibar to improve the effectiveness of a partnership framework for development finance that responds to the changes in the aid environment and enhances transparency and accountability of external funding.*

Since 2004, UNDP has been supporting the GoT in advancing a genuine and country-owned aid management framework. UNDP's support has been instrumental in three broad areas of: policy and strategic framework, dialogue structures and aid statistics.

UNDP support has contributed to the following three key results: development of a Joint Assistance Strategy, development compact in Zanzibar and Aid Management Platform software. The latter enables the GoT to produce quality Official Development Assistance (ODA) reports with a higher degree of completeness and analysis. This enhances transparency and accountability of ODA reporting.

The results achieved have laid strong foundations for the medium term: building on the track record of the Ministries of Finance of both Mainland and Zanzibar, these investments are likely to last beyond the duration of the current project, and more importantly open new avenues for the forthcoming Five-Year Development Plan (FYDP) II priorities: expand access and monitoring of development financing. The current aid effectiveness and dialogue architecture in Tanzania is shifting from a focus on donor harmonisation and alignment to a broader approach on development financing. At the third International Conference on Financing for

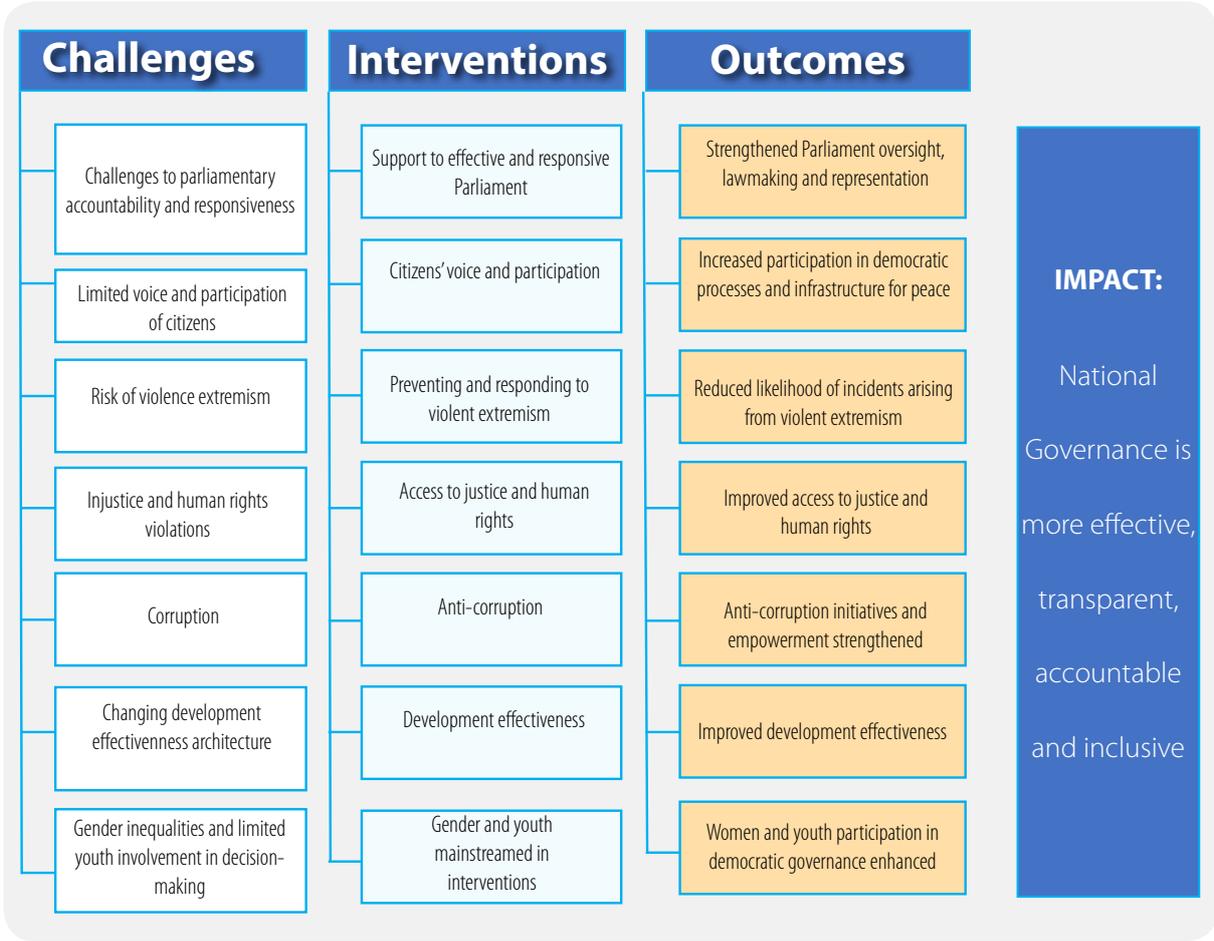
Development (FfD) on 16<sup>th</sup> July 2015, an outcome document -- the Addis Ababa Agenda for Action (AAAA) -- was agreed upon. The AAAA points the way to the mobilisation of resources, technologies, and partnerships needed to reach development milestones. The AAAA reaffirms targets for ODA and emphasizes the need to build capacities for domestic resource mobilisation. Different sources of finance are expected to complement and reinforce each other through partnerships across governments, the private sector, civil society and academia.

In Tanzania, the dialogue mechanism and processes need to be adapted to be fit for purpose, taking into account the changes in the development cooperation landscape, particularly the reduction of ODA as a proportion of total development financing and Tanzania's decreasing dependency on Organisation for Economic Cooperation and Development donors. The volume of donor financing (external grants and concessional loans) relative to the total government expenditure has declined dramatically over the past decade, from 44% in 2004/05 to 19% in 2013/14. According to the latest estimates it has dropped to 14% in 2014/15.

The purpose of this component is to support the GoT in Mainland and Zanzibar to improve the effectiveness of a partnership framework for development finance that responds to the changes in the aid environment and enhances transparency and accountability of external funding. Three areas of work will form the basis of our support: at the strategic level provision of support to the GoT to enable a transition from an ODA driven dialogue to a broader development financing platform; secondly, support the analysis of the prospects of mobilising non-traditional sources of financing for the SDGs; and finally, enhance monitoring and tracking of finance flows through the Aid Management Platform.

# Theory of Change:

## Diagrammatic Representation of the Theory of Change for Inclusive Democratic Governance



### V. LINKAGES WITH OTHER PILLARS:

UNDP will build on existing experiences and scale up linkages between the Democratic Governance pillar and the Inclusive Growth and Resilience pillars. Areas of collaboration include:

- ❖ Support to the localisation, implementation and monitoring of the SDGs.
- ❖ Area-based programming on the work related to extractive industries and wherever else possible.
- ❖ Capacity building of parliaments and relevant partners to engage Parliament and the public in key inclusive growth, environment and climate change issues. This includes strengthening the capacity of the Financial Intelligence Unit (FIU) and

their partners to address more robustly illegal financial flows.

- ❖ The Democratic Governance pillar's ongoing conflict analysis will be used by all pillars to ensure that the interventions are not only context specific and conflict sensitive, but also inform any changes arising from evolving contexts or emerging issues.
- ❖ Dialogue platforms as avenues to channel citizens' voice will also be used to address issues arising from the Inclusive Growth and Environment and Climate Change programmes.
- ❖ Targeting and engaging youth who are involved in or vulnerable to recruitment by gangs in livelihoods programmes under

the Inclusive Growth pillar.

- ❖ Through the Anti-Corruption component, and in partnership with UNODC, collaborate with the Environment and Climate Change pillar on support to environment and wildlife protection to further address wildlife corruption and crimes.
- ❖ Strengthen linkages between Democratic Governance and Inclusive Growth aspects of domestic resource mobilisation, tax administration, curbing tax evasion and corruption.

## VI. PARTNERSHIPS

As part of this new approach, UNDP will not only strengthen traditional partnerships with government, bilateral and multilateral entities, as well as other UN agencies through the One UN approach, but also develop new partnerships with the private sector, civil society and faith-based organisations, as well as research and policy institutes.

Possible areas of engagement with the private sector include forums for dialogue between the public (including LGAs) and private sectors on issues related to governance, such as how to collaboratively deal with corruption, addressing both the demand and supply sides; building capacity for the governance of industry umbrella bodies; and creating forums for engagement with the legislature on bills related to the private sector, such as with the growing extractive industry. Civil society will be engaged in targeting poor and marginalised men, women and youth to strengthen their voices and participation in democratic institutions and processes, increased access to the rule of law and issues of accountability and transparency. Faith-based organisations will continue to play an important role in dialogue platforms at local level, thereby contributing to further development of the infrastructure for peace. With the dearth of data, research and policy institutes will be engaged in providing evidence based research to inform programmes. In addition, as a promoter of thought leadership and innovation, UNDP can provide a space for

engagement between academics, practitioners and other actors to address current and future challenges in inclusive democratic governance.

Democratic Governance as a fundamental component of development involves various actors. Bearing this in mind, UNDP will continuously engage with other actors, such as the African Development Bank (AfDB), World Bank (WB) and others to ensure coherence and complementarity of engagement.

## VII. SUSTAINABILITY AND EXIT PLAN

To ensure there is ownership of the projects by national partners and thus sustainability of the activities after the projects come to an end, the programmes will support national priorities, involve key stakeholders in programme design and implementation, strengthen existing structures as well as support capacity building of national partners so that these latter can effectively mainstream project activities in plans, budgets and regular functions. UNDP will also empower and build the capacity of beneficiaries to promote and defend their rights and freedoms and hold the government accountable for ensuring the same rights and freedoms. As part of the exit plan, activities will be planned in such a manner that they will progressively pass on to national partners during the lifespan of each project, and be incorporated in their plans and budgets.

## VIII. MONITORING AND EVALUATION

Robust M&E frameworks will be developed for the five components to track progress on this pillar and to demonstrate how it will contribute to the wider Country Programme Document (CPD) in conjunction with the other pillars.<sup>20</sup> Results will be tracked based on annual plans through joint monitoring visits by UNDP and other stakeholders, quarterly progress reviews and annual programme portfolio reviews, and reports. The mid-term and final evaluations will focus on common thematic outcomes and results to inform programme design and advocacy.

<sup>20</sup> The M&E Plan will be aligned to UNDAF II (2016-2021), Country Programme Document (CPD) and the UNDP Strategic Plan (2014-2017).

## ANNEX 1: OVERVIEW OF HOW UNDP GOVERNANCE SUPPORT IS ALIGNED WITH NATIONAL DEVELOPMENT PRIORITIES AND THE SDGS

UNDP Support	Tanzania Priorities	Zanzibar Priorities	Agenda 2030
<p><b>Overall goal:</b></p> <p>National governance is more effective, transparent, accountable and inclusive</p>	<p><b>Tanzania Vision 2025:</b></p> <p>Peace, Stability and Unity.</p> <p>Good Governance</p>	<p><b>Zanzibar Vision 2020:</b></p> <p>Achieving peace, political stability, good governance, integrity, national unity and social cohesion.</p>	<p><b>SDGs:</b></p> <p>16. Peace, Justice and Strong Institutions</p> <p>17. Partnerships for the Goals</p> <p>5. Gender Equality</p> <p>10. Reduced Inequalities</p>
Objectives	Tanzania Five-Year Development Plan	Zanzibar Strategy for Economic and Social Transformation (draft)	SDG Targets
<p>1. To support the National Assembly to more effectively and responsively perform core functions of representation, lawmaking and oversight of executive actions.</p>	<p>4.3.8.i. Ensuring systems and structures of governance to uphold the rule of law are democratic, effective, accountable, predictable, transparent, inclusive and corruption-free at all levels.</p>	<p>7.1.1. E1. Governance systems and structures are accountable, transparent and corruption free.</p>	<p>16.6 Develop effective and accountable institutions</p> <p>16.7 Ensure participatory decision- making</p> <p>5.5 Ensure women’s participation and equal opportunities</p> <p>10.2 Promote inclusion</p> <p>10.3 Ensure equal opportunity</p>
<p>2. To ensure inclusive participation of citizens in decision-making processes at all levels to contribute to good governance and sustainable peace and development.</p>	<p>4.3.8.i. Ensuring systems and structures of governance to uphold the rule of law are democratic, effective, accountable, predictable, transparent, inclusive and corruption-free at all levels.</p> <p>4.3.8.iv. Ensuring national and personal security and safety of properties.</p>	<p>7.1.1. E1. Governance systems and structures are accountable, transparent and corruption free.</p> <p>7.1.1. E3. Increased access to justice, respect for the rule of law, adherence basic to human rights and greater participation in the democratic process.</p>	<p>16.1 Reduce all forms of violence and related deaths</p> <p>16.6 Develop effective and accountable institutions</p> <p>16.7 Ensure participatory decision- making</p> <p>16.a Strengthen relevant national institutions</p> <p>5.5 Ensure women’s participation and equal opportunities</p> <p>10.2 Empower and promote inclusion of all</p> <p>10.3 Ensure equal opportunity</p>

<p>3. To support Tanzania in preventing and Responding to Violent Extremism.</p>	<p>4.3.8.iv. Ensuring national and personal security and safety of properties.</p>	<p>7.1.1B1. Increased employability through skills development of youth, women, men and people living with disabilities in both rural and urban areas.</p> <p>7.1.1C5. Enhanced national capacity to prepare and respond to all types of emergencies (natural, health, and man-made) in a timely and effective manner.</p>	<p>16.1 Reduce all forms of violence and related deaths</p> <p>16.a Strengthen relevant national institutions</p> <p>5.5 Ensure women’s participation and equal opportunities</p>
<p>4. To support Tanzania to improve access to justice and human rights promotion to contribute to national development priorities.</p>	<p>4.3.8.ii. Improving public service delivery to all, especially the poor and vulnerable, including access to justice.</p> <p>4.3.8.iii. Promoting and protecting human rights for all, particularly for poor women, men and children, the vulnerable groups.</p>	<p>7.1.1. E3. Increased access to justice, respect for the rule of law, adherence basic to human rights and greater participation in the democratic process.</p>	<p>16.3 Ensure equal access to justice</p> <p>16.a Strengthen relevant national institutions</p> <p>5.1 End discrimination against women and girls</p> <p>10.2 Empower and promote inclusion of all</p> <p>10.3 Ensure equal opportunity</p>
<p>5. To support the government anti-corruption initiatives both in public and private sector institutions, as well as reinforce citizen’s capacity to engage in the fight against corruption, focusing on both Union and Zanzibar institutions.</p>	<p>4.3.8.i. Ensuring systems and structures of governance to uphold the rule of law are democratic, effective, accountable, predictable, transparent, inclusive and corruption-free at all levels.</p>	<p>7.1.1. E1. Governance systems and structures are accountable, transparent and corruption free.</p>	<p>16.5 Reduce corruption and bribery</p>
<p>6. To support the Government of Tanzania in Mainland and Zanzibar to improve the effectiveness of a partnership framework for development finance that responds to changes in the aid environment and enhances transparency and accountability of external funding.</p>	<p>5.4.1.5 The Government recognises that external support needs to be rethought beyond the traditional definition to include private-private financial flows; private-government flows; technology transfers; and aid-for-trade approach. Thus, the Government will continue to attract Official Development Assistance (ODA) in the form of grants and loans. The source of Foreign Financing will include among others: issuing sovereign bonds and soliciting concessional loans.</p>	<p>8.1 Improved resource mobilisation performance</p>	<p>17.1 Strengthen domestic resource mobilisation</p> <p>17.9 Enhance effective targeted capacity building</p> <p>17.14 Enhance policy coherence for sustainable development</p> <p>17.16 Enhance global partnership for sustainable development</p> <p>17.18 Enhance capacity building support to developing countries</p> <p>17.19 Develop sustainable development progress measurements</p>





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**United Nations Development Programme**

182 Mzinga way, Off Msasani Road

Oysterbay

P.O Box 9182, Dar-Es-Salaam, Tanzania

Tel: +255-22-2195000 - 4

[www.tz.undp.org](http://www.tz.undp.org)

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