
**POPULATION AND DEVELOPMENT STRATEGIES
SUB-PROGRAMME (1997 - 2001)**



UNITED REPUBLIC OF TANZANIA



UNFPA FNUAP

UNITED NATIONS
POPULATION FUNDS

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EXECUTIVE SUMMARY

Outputs and Strategies

In 1986 the Government, with UNFPA assistance, created the Population Planning Unit (PPU) with the aim of building the country's institutional and technical capacities for the integration of population variables into socio-economic planning processes; along with the creation of the National Population Committee, as a multi-sectoral and multi-disciplinary advisory body on population programmes and policy. PPU's main function was therefore to coordinate the formulation, and thereafter, the implementation, of the National Population Policy (NPP). The NPP was finalized and adopted in 1992.

The main goal of the Fourth UNFPA Country Programme of Assistance to the United Republic of Tanzania (1997-2001) is to contribute towards the improvement of the health and well-being of the people, and meeting the national population and development goals. The country's critical challenges in the PDS thematic area as identified in CP include the weak institutional and operational mechanisms; lack of implementation of national policies and reforms; weak coordination; inadequate integration of population variables into development plans and programmes; and shortage of timely, reliable, gender-desegregated and relevant qualitative and quantitative data for policy formulation, implementation, monitoring and evaluation.

In this regard, the PDS sub-programme is designed to institutionalize inclusion of population issues and concerns in development policy dialogue, and to integrate population factors into socio-economic development plans and programmes. To this effect, the PDS sub-programme will strengthen national capacity to ensure that all development strategies include population considerations; integration of the national population policy and programmes within national development strategies, that fully reflect the respective needs of women, men and adolescents; to strengthen national data system and analytical capabilities to provide timely, reliable, and relevant information for policy formulation, programme development and monitoring and evaluation; and to promote policy-relevant and operational research.

The primary objectives of the fourth country programme, in the PDS thematic area, will include the following:

- i. promoting the integration of population in development plans and programmes;
- ii. strengthening of the implementation of population programmes, and their coordination, monitoring and evaluation;
- iii. strengthen data collection activities and analytical capacities, to provide timely and relevant information for policy formulation, programme development, monitoring and evaluation;
- iv. collection and processing of specific data sets to measure the achievement in gender equality, equity and empowerment of women; and, analysis of factors that facilitate and that hinder its achievement;
- v. promote policy-relevant and operational research in support of population programmes that respond to emerging macro-economic and social policies; and

- vi. capacity building in support of implementation of the national population policy and programmes.

The sub-programme will aim at achieving the following outputs:

- i. Strengthening the capacity of the Planning Commission to integrate population variables in development plans and programmes, and to monitor those variables;
- ii. Strengthening the capacity of the Planning Commission to coordinate, monitor and evaluate the implementation of the national population policy;
- iii. Strengthening data collection activities for policy and programme development and implementation;
- iv. Establish and sustain a population information network, to promote the planning, implementation and evaluation of population programmes and activities;
- v. Increase commitment and support of population-related policies and programmes by policy makers and community leaders; and
- vi. Increase support, understanding and appreciation of gender concerns by policy makers and community leaders.

Institutional Arrangements and Execution Modalities

The sub-programme is nationally executed; with the Planning Commission as the coordinating agency and the focal of all UNFPA-funded population programmes and activities in the country. The Planning Commission is also the executing agency for PDS sub-programme. The Zanzibar Planning Commission is responsible for the coordination and the execution of the PDS sub-programme in Zanzibar. The Population Planning Unit at the Planning Commission and the Zanzibar Population Planning Unit at the Zanzibar Ministry of Planning and Investments are charged with identifying information gaps and coordinating provision of policy-relevant population information; establishing guidelines for the implementation, monitoring, evaluation and reviewing of the population policy and programmes.

i. Programme Level

The Planning Commission is the overall coordinator of the national population programme. The NPP and the National Programme for the Implementation of the NPP establish the *Tanzania Council for Population and Development (TCPD)* as the highest policy making body on all population issues. Its main functions include the provision of overall guidance and management of the population programme. The TCPD meets at least once a year. Under the TCPD there is established a steering committee - *the Policy Implementation Steering Committee (PISC)*, the official organ charged with coordination, monitoring and evaluation of the population policy and programmes. *The National Population Committee (NPC)*, a multi-sectoral and inter-disciplinary technical committee, is charged with advisory functions. Its main functions include giving technical advice to the PC as needed for population policy formulation and implementation; and advising the PC on all issues pertaining to population and development. The three organs - *TCPD, PISC and the NPC* - will be serviced by a secretariat - *the Population Planning Unit (PPU)*. The PPU is charged with providing technical and administrative services to the three

organs.

ii. Sub-Programme Level

The PC is also the overall co-ordinator of the PDS sub-programme. The PC, through the Department of Human Resource Development Planning (HRDP), of the Planning Commission, will develop, review and issue policy guidelines as necessary, on all operational matters. The population planning units on the mainland and Zanzibar will be strengthened, mainly through on-the-job training. There are three principal implementors in the PDS thematic area, the Government, training and research institutions, and NGOs.

HRDP will ensure the coordination of all interventions in PDS. HRDP will receive implementation reports from PPU, at least once every calendar quarter. The HRDP will organize quarterly meetings to deliberate on the reports. The quarterly meetings will involve all other PC departmental heads.

The handling of sub-programme resources will be the responsibility of the HRDP Director, on behalf of the PC Permanent Secretary. All requests for advances, reimbursements or support will first be reviewed and endorsed, or otherwise, by the HRDP Director, before submission to UNFPA. The Ministry of Finance will be copied all communications concerning financial transactions.

For Donor-donor co-ordination, in the thematic area, will be strengthened through sub-programme bi-annual meetings. All the donors in the sector would be invited to the meeting. The meeting will discuss and review progress of implementation of the population policy and programmes, and recommend future course of action. The meeting will also be an opportunity to discuss current and emerging issues in the sector.

In Zanzibar a similar institutional framework exists for sub-programme co-ordination.

iii. District Level

The district has been declared and has remained the basic unit of Tanzania's decentralization and the planning system. As seen from the "bottom", it is the first level at which formal plans are prepared, and the control of implementation and physical progress starts. Within the framework of the District Council, a multi-sectoral committee on population shall be established to develop, spear-head, facilitate and coordinate population programmes and activities in the district.

Monitoring and Evaluation Plans

The Planning Commission is preparing guidelines and performance indicators for the coordination and monitoring of project activities under the PDS sub-programme and the country programme as a whole. PPU will undertake bi-monthly monitoring/technical backstopping visits to the regions and the pilot districts.

In addition, and in keeping with established UNFPA Monitoring and Evaluation guidelines, the sub-programme as well as the component projects will be monitored at all levels of implementation through:

- i. field monitoring visits, sub- programme implementation and annual country reviews, quarterly substantive and financial progress reports and holding of meetings to review the reports;
- ii. mid-term programme reviews, PDS sub-programme evaluation;

Following this an in-depth sub-programme evaluation will be undertaken before the country assessment process:

- iii. end-of-project/sub-programme reviews in 2001: and
- iv. to the extent possible, CST advisers will participate in all the above undertakings.

In this connection two evaluations will be conducted during the programme/sub-programme cycle. This will comprise the mid-term evaluation in October/November 1999 and an independent evaluation at the end of the country programme.

At the component project level, quarterly sub-programme management meetings will review progress of implementation, plan activities for the following quarter and adjust workplan of the component projects. Annual Project Review meeting will review strategies, institutional settings and other relevant issues of component project implementation. At the sub-programme level, sub-programme review meeting will be organized once a year to review the progress of all the component projects in the sub-programme, level of achievement of outputs and take joint decisions about implementation issues, coordination and complementarity of activities. This will be followed by the Annual Country Programme Review.

The Principal Assumptions and Risks

The principal assumption is that Government is committed to the implementation of the national population policy and programmes. It is also assumed that Government will allocate the required financial and material resources, and the skilled personnel for taking charge of all tasks of programme management, coordination, monitoring and evaluation. Furthermore, it is assumed that Government is committed to sustainability of population programmes.

The principal risk would be Government's failure to meet these expectations, especially counterpart funding. Another related risk is the low level of morale, skill mix and complexity, for programme execution.

Estimated amount planned for each component:

The approved allocation for the PDS sub-programme is US \$4 million of which US\$ 1 million will be from multi-bi sources and the rest will come from regular resources. The allocation of the resources will as follows:

<u>SN</u>	<u>COMPONENT PROJECTS</u>	<u>PERCENTAGE</u>	<u>US \$</u>
1.	*The 1998 Population and Housing Census of Tanzania (URT97/P03)	29	1,169,900
2.	**Strengthening Population Policy Coordination and Implementation in Tanzania	37	1,470,000
3.	**Strengthening Population Policy Coordination and Implementation in Zanzibar	14	553,000
4.	Strengthening the capacity for Demographic Analysis and Dissemination of Data	10	400,000
5.	The Family and Development	5	200,000
6.	Reserve	5	207,100
	<u>GRAND TOTAL</u>	<u>100.00</u>	<u>4,000,000</u>

An estimated US \$250,000 was spent in 1997.

- * This is an on-going component project approved in May 1997.
- ** Pipeline component projects already developed and attached to the PDS sub-programme document submitted to AFD

1. THE RATIONALE FOR THE SUB-PROGRAMME

1.1 Country Programme Context

The Fourth UNFPA Country Programme of Assistance to the United Republic of Tanzania was approved by the Executive Board in January 1997, in support of Government's efforts to achieve the goal of sustainable and continuing improvements in the quality of Tanzanians specifically the Country Programme was formulated with the aim of contributing to the achievement of the objectives of the National Population Policy and the National Programme for the Implementation of the National Population Policy. The Country Programme is therefore designed to contribute towards the achievement of the following by the year 2001:-

- (a) reducing the total fertility rate from 6.3 (1988) to 5.0;
- (b) reducing the annual population growth rate from 2.8% to 2.5%;
- (c) reducing the maternal mortality ratio by 50% of current value;
- (d) reducing infant mortality 115 to 80 per 1,000 live births;
- (e) reducing the proportion of adolescent pregnancies and the rate of HIV transmission by 50%;
- (f) enhancing gender equality, equity and empowerment of women; and
- (g) improving the availability of timely, reliable qualitative and quantitative data, and enhancing coordination among agencies involved in research and data collection activities.

Demographic indicators of Tanzania are typical of sub-Saharan Africa. In the 1988 census the country's population was 23.1 million, of whom 0.6 million resided in Zanzibar. About 51 percent of the population were women. MMR stands at 529 (TDHS, 1996); CBR at 52 per 1,000 population; and CDR at 17 per 1,000 population. The level of maternal and infant deaths is unacceptably high, and considerable proportion of these deaths are preventable. TFR declined between the 1991/2 and the 1996 TDHS, from 6.3 births to 5.8 births. About half of the population consists of dependents - *children 0-14 years, and old age population above 65 years*. Current population growth rate is estimated to be 2.8 percent per annum, having declined from 3.0 percent in 1957 - 1967 and 3.2 percent in 1967 - 1978.

Tanzania has a young population age structure. More than 45% of the population is under 15 years of age, while only less than 5% is of age 65 years or more. This broad-based population pyramid has further potential for growth, as large numbers continue to enter the reproductive age range of 15 - 49 years. The prevalence of teenage childbearing is also still common in the country. The situation of adolescents in Tanzania causes considerable concern. Adolescents engage in sexual activity which often times lead to unwanted pregnancy, early childbearing, forced marriages, sexually transmitted diseases, HIV/AIDS and rampant abortions with adverse health consequences. A large number of adolescents are primary school drop-outs who join the equally large number of unskilled and unemployed rural-urban migrants.

The population of Tanzania has trebled from 7.7 million in 1948, to 23.1 million in 1988. In contrast, the national economy has been on the decline and the resources available per head have been correspondingly dwindling. The high rate of population growth has adversely affected economic development generally, and more specifically the provision of basic social services. Tanzania is one of the poorest countries in the developing world with an annual per capita GDP estimated at less than US\$ 200. With a limited revenue base coupled with stringent Structural Adjustment Programme (SAP), there has been a major shift in the social services sector, and a resultant cost-sharing scheme for health services. The consequences of this has been a sharp decline in the quality, availability and accessibility of basic social services, most notably health and education. The quality and expansion of these services is unlikely to occur until such a time the national economy is strengthened and corresponding decline in population growth rate is achieved.

The above mentioned goals were determined by Government on the basis of a detailed analysis of the Tanzania situation which reflects very low social indicators in terms of nutrition, sanitation, health status and life expectancy, maternal health, general and functional literacy, and access to safe water supplies.

The Arusha Declaration of 1967 reaffirmed the need for investing in basic social services. As a result, Tanzania invested heavily in basic social services down to the village level, with emphasis on strengthening district management, multi-sectoral collaboration and community involvement. Its early impressive achievements were, however, vitiated by the economic crisis that begun in the 1970s. For example, in 1992 it was estimated that per capita spending on public health was \$3.50 versus the estimated \$12 that would be required to achieve the goal of health for all. With the introduction of free market economy, the earlier gains are being eroded, especially since the mid-1980s. Consumers are now being asked to contribute to the cost of their own health care, education etc. This may undergo further changes with the recently initiated health sector reform programme and local government reform programmes.

On the other hand the country has made noticeable efforts to promote gender equity, equality and women's empowerment. The Policy of Women in Development in Tanzania was first approved in 1992. The Government also recently fully endorsed the Beijing Platform of Action. The policy was to be implemented concurrently with other sectoral policies and government decisions. However, these efforts have been hampered by strong dominance of patriarchal and patrilineal values, practices and ideologies. These socio-cultural beliefs and practices negate women equal access to education opportunities, health security, economic opportunities, political participation and the involvement of women in a changing society and closing female-male gaps. Many children, especially girls, are denied the right to education either by their parents or because of other constraints. Declining enrolment rates, gender disparities, high rates of repetition, rising numbers of drop-outs and low learning achievements and quality of education are matters of much concern.

In 1986 the Government, with UNFPA assistance, created the Population Planning Unit (PPU) with the aim of building the country's institutional and technical capacities for the integration of population variables into socio-economic planning processes; along with the creation of the National Population Committee, as a multi-sectoral and multi-disciplinary advisory body on population programmes and policy. PPU's main function was therefore to coordinate the formulation of the National Population Policy, which was finalized and adopted in 1992.

The country's critical challenges in the PDS thematic area include the following: (i) lack of national policies and reforms which are conducive to successful implementation of population programmes: (ii) lack of strong institutional and operational mechanisms: (iii) lack of coordination, collaboration and cooperation among population activities: (iv) lack of complementarity of population and other development activities: (v) inadequate integration of population variables into development, thematic and sectoral policies and plans: (vi) lack of timely, reliable and relevant qualitative and quantitative population data for development of policies, formulation, monitoring, evaluation of programmes, and the measurement of programme impact.

The primary objectives of the fourth country programme, in the PDS thematic area, will include the following:

- i. Strengthening the capacity of the Planning Commission to integrate population variables in development plans and programmes, and to monitor those variables;
- ii. Strengthening the capacity of the Planning Commission to coordinate, monitor and evaluate the implementation of the national population policy;
- iii. Strengthening data collection activities for policy and programme development and implementation;
- iv. Establish and sustain a population information network, to promote the planning, implementation and evaluation of population programmes and activities;
- v. Increase commitment and support of population-related policies and programmes by policy makers and community leaders; and
- vi. Increase support, understanding and appreciation of gender concerns by policy makers and community leaders.

The Planning Commission has been entrusted with the responsibility of overall coordination, monitoring and evaluation of population activities in the country. The sub-programme will strengthen the capacity of the Planning Commission to fulfil the above mandate and the related responsibilities and functions.

1.2 Sub-programme Context

The 1992 National Population Policy's (NPP) principal objective is to reinforce national development through optimal utilization of the available resources, to improve the quality of life of the people. Special emphasis is placed on regulating the population growth rate, enhancing population quality, and improving the health and welfare of women and children. The policy is

¹By the time of the CP formulation and approval it was being planned to implement a national maternal mortality survey from which viable estimates of MMR could be made and appropriate intervention programme put in place. However, the 1996 Tanzania Demographic and Health Survey has information on MMR. It puts MMR at 529. On this ground and on account of resource availability Government does not see the need to collect the same information from the same population.

concerned with safeguarding as much as possible, the satisfaction of the basic needs of vulnerable groups in the population, and developing human resources for current and future national socio-economic progress.

As reflected in the 1996 PDS report, the main elements of the strategy of the fourth CP in the PDS thematic area will include the following:

- a. enhanced performance of operational population activities through:
 - i. greater support in the areas of
 - integration of population of population factors in the planning process;
 - management and organization;
 - collection, analysis and use of information;
 - collaboration and cooperation among population activities; and
 - programme design.
 - ii. re-enforcement of successful donor-government collaboration, as in the area of reproductive health services.
- b. greater complementarity of population activities and general development activities.
- c. encouragement of national policies and reforms which are conducive to successful implementation of population programmes, with particular reference to policies providing for:
 - i. decentralization of government decision-making and management, including greater community involvement in setting priorities and in managing resources;
 - ii. reform of the health sector; and
 - iii. poverty alleviation and reduction of gender and other disparities.

The Government of Tanzania has adopted a policy of reducing and simplifying its structures with a view to concentrating on truly important matters, facilitating essential procedures and accelerating decision-making and implementation. In this situation it is imperative to encourage and assist the heads of population activities not only to welcome efforts to make structures and procedures more functional and purposeful, but also to support and promote such changes. More specifically, it is desirable that population programmes benefit from simpler, clearer chains of command, closer links between accountability and authority and reduction of bureaucratic "red tape". In general organizational arrangements should reduce constraints on the activities of all kinds of non-governmental organizations (NGOs) and should ease barriers to collaboration between formal Government institutions on the one hand and NGOs and for-profit organizations on the other. It is important too that NGOs be involved in the **design** of policies and programmes as well as in their **implementation**. New organizational arrangements should also clarify responsibilities, especially with regard to activities which are, in effect, managed jointly by Government and UNFPA.

The steps to be taken to improve organizational arrangements would include: ensuring that the on-going review of the organization of government activities specifically covers population activities; providing for concerned staff members at all levels to participate in the review of organizational structures and arrangements; testing certain arrangements before generalizing them; taking account of the specificity of Zanzibar; and streamlining mechanisms for disbursing funds while strengthening systems of accountability. It may also be important to identify problems which are specific to certain population sub-sectors and sub-programmes. One such problem may be administrative barriers to researchers having access to information collected by Government agencies, including the Central Bureau of Statistics and the Ministry of Health. In some sub-sectors the complexity of the channels for inter-ministerial communication can impede or prevent cooperation.

At least as important as the organizational factors affecting performance are management systems and skills. In general there is need to upgrade management skills and systems. This implies introduction of new management methods as well as extensive training and establishment of suitable management information systems. This requires fairly far-reaching changes, not simply introduction to accounting procedures or elementary courses in the use of database or spreadsheet software. Emphasis must be placed on **performance and accountability**, where performance is measured in relevant indicators of the fundamental goals. Thus, there is need to develop performance-oriented managers who welcome lean management structures, not simply administrators accustomed to implementing established procedures. For that purpose, it may be important to train, or at least sensitize, project directors, officials of NGOs and other persons directly involved in the implementation of population activities. Management training should be geared to the major tasks and responsibilities of the person to be trained, should be adapted to the new civil-service policy of the government, should prepare programme managers to deal with measurement of impact, indicators, cost-effectiveness, "trade offs" and constraints and should develop skills in using management information systems, in monitoring and evaluation and in taking corrective measures.

There appears to be wide agreement that most population activities need to make more use of up-to-date information and careful analyses in order to make sound decisions about programme implementation. Among the barriers to use of information are lack of data, delays (and even errors) in processing data, insufficient relevant analyses and inadequate dissemination of information and findings. The sub-programme will support a systematic and sustained effort to promote and sustain collaboration with respect to the collection, analysis and use of information relating to population trends and population programmes and policies.

Urgent needs and areas of priority for the 4th country programme in data collection, research and analysis include: (a) to improve availability of timely, reliable, and relevant qualitative and quantitative population data for development of policies and formulation, monitoring and evaluation of programmes as well as measurement of programme impact; and (b) to enhance collaboration and co-ordination among all agencies involved in research and data collection activities. The main constraining factors include: limited resources; low capacity to undertake research, data collection, analysis and dissemination; a weak population database for planning and monitoring of the population programmes; weak coordination and collaboration among institutions particularly those undertaking research.

In this regard the sub-programme will support research on the interrelationships at the level of families and households between, on the one hand, demographic characteristics and behavior and, on the other, income, consumption and investment (including investments in education and

health). Data collection, analysis and research is identified in the ICPD Plan of Action as an important tool for UNFPA's three thematic areas. The Plan of Action stresses the importance of " valid, reliable, timely, culturally relevant and internationally comparable population data for policy and programme development, implementation, monitoring and evaluation". The Plan of Action stresses the need for social research to enable programmes take into account views of intended beneficiaries, especially women, adolescents and other less-empowered groups, particularly by ensuring availability of data desegregated by gender. The National Population Policy for Tanzania also stresses the need for improvement of population knowledge base and ensuring availability of data and statistics.

Collaboration and cooperation among population activities in various sectors need to be strengthened considerably. There is considerable scope for increasing the efficacy and impact of activities by increasing collaboration. In this connection, the PDS sub-programme will link with the advocacy sub-programme, to organize issue- or theme-based workshops. Organizations, institutions and individuals active in the field of population will be asked to take part in a one-day or half-day workshop or seminar on a particular topic.

The efficacy of donor-government collaboration in the field of family planning is important. It has contributed to the delivery of family planning services in Tanzania. It also serves as an example of what can be achieved when government and donors get together and make good use of their comparative advantage. The sub-programme will support efforts to consolidate donor-government collaboration and to broaden that collaboration so that it extends to other activities.

In order to reduce the "verticality" of population activities, each population activity will be called upon to make deliberate, systematic and periodic efforts to establish links to other population and non-population activities. This will amount to a form of decentralized promotion of collaboration, since the initiative would not come from a single central population unit but from each population activity. The links created could be long-lasting or ad hoc and short term: for instance, arrangements to collaborate in the design and implementation of a study would be long term in nature while arrangements to hold a single workshop would be of a short-term, ad hoc nature.

With respect to analysis of data and research, social scientists who are **not** specialists in population will be invited to use and analyze population data, especially census and DHS data, and to read and comment upon population analyses. They would be encouraged to pursue themes which are not purely demographic, such as: the effect of so-called community variables on demographic behavior; the relationships between attitudes regarding gender roles, attitudes regarding family size and use of contraception; the impact on use of family planning services of alternative systems of cost-sharing; and the relationships between households' demographic characteristics and behavior on the one hand and their economic characteristics and behavior on the other. Systematic and sustained efforts will be made to strengthen inclusion of population factors in thematic and sectoral policies. In view of the importance of sectoral and thematic policies -- and of the programmes being developed to implement those policies -- it is important to ensure that population is fully taken into account in such policies and programmes. This calls for recognizing new sectoral and thematic policy and programme initiatives as soon as they get underway and for contributing substantially to those initiatives with the avowed goal of ensuring adequate consideration of population factors. This will require flexibility and adaptability as well as an innovative approaches.

In the same vein, selected members of the TCPD/ZCPCC and the NPC/ZCPD will be given the opportunity to broaden their knowledge on issues pertaining to the population-development interrelationships through study tours, seminars and conferences. Though its functions are varied and complex, PPU is essentially a co-ordinating and not an implementing institution. PPU's success depends to a large extent on its ability to develop and nurture linkages with a wide range of specialized institutions and agencies whose mandates span one or more of the critical population fields that cover PC's mandate. *Coordination is herein seen as a "management function linked with timing, balancing and integrating of individual and/or group efforts in the pursuit of a common purpose". The effectiveness of collective or individual efforts is coordinated by maintaining a link between the common purpose and all individual or group work and activities. Coordination thus defined involves determining the sequencing and timing of activities so that they properly mesh; allocating appropriate resources, time, priority and adapting means to ends.*

As part of its co-ordinating functions, the Planning Commission will establish mechanisms and guidelines for appraising requests for training, seminars, projects etc. The project "Population and Development Planning and Policy" (PPU) was launched in 1986, while PPU- Zanzibar was launched in 1995. *The target of the PPU's staff strength was eight technical staff.* By 1994 the staff strength was ten, two more than originally envisaged. However, their training has been almost exclusively in demography. They have not been exposed to management courses, which would have assisted them in programme implementation and the related decision making. PPU still lacks diversity of expertise. Of the ten technical staff, one has a masters degree in public administration, all the rest have post-graduate training in demography. In so far as undergraduate training is concerned, here there is some diversity { *(3) first degrees in Economics; 1 in Economic Planning; 2 in Statistics; 1 in Statistics & Chemistry; 1 in Mathematics & Physics; and the rest (2) in Education and Geography respectively*}. Yet, expertise and postgraduate level training is missing not only in these fields (i.e. of undergraduate training) but also in such fields as social statistics; economic planning; public health; health economics; medicine; population and environmental studies; sociology; management and editing. The Zanzibar PPU is grossly understaffed in almost all departments. Such gaps will now be filled through intensive short courses. In addition, both PPU and ZPPU, as an interim measure, will coopt staff from the other population projects and related fields, to reduce the impact of this lack of diversity in skills and specializations. Indeed, ZPPU is already using focal officers of varied backgrounds and expertise. These focal officers are located and are appointed by the sectoral ministries. This modality has enabled ZPPU to play its leadership role in coordination and implementation of population programmes.

The pace of implementation of both PPU and ZPPU, has been negatively affected by the lack of or limited technical skills. They lack the following skills, among others, computer skills; skills in policy analysis, monitoring and evaluation of projects, and IPDP. The first phases of the PPU's aimed at building the country's institutional and technical capacities for the integration of population variables into socio-economic planning processes. This first phase saw the establishment of the PPU within the Human Resources Planning Department of the Planning Commission, along with the creation of a National Population Committee, as a multi-sectoral advisory body on population. PPU co-ordinated the formulation of a draft national population policy, which was later finalized and adopted in 1992.

The subsequent phases of the project aimed at assisting the Government to, among other things, "implement the population policy after its adoption and integrate population into development planning processes; strengthen the national capacity for conducting population research and

collecting, processing, disseminating and integrating population information into development planning; and expand the development of the nation's human resources so as to increase national self-reliance in the design, management and evaluation of population programmes".

Adoption and approval of the NPP in 1992 and the National Programme for the Implementation of the National Policy in 1995 demonstrated general acceptance of the principle that Government support for efforts to reduce fertility was imperative, needed and entirely legitimate. However, PPU's capacity to mainstream population issues in the development process, and its coordination and leadership roles have not yet been enhanced. There is also lacking in PPU capacity to integrate gender issues in population policy and planning. This limits their capacity to respond to the needs and demands which have been articulated in the ICPD Programme of Action and the Beijing Platform of Action, particularly on aspects of equality, equity and empowerment of women, and reproductive health. With respect to research and dissemination: the institutional framework has not been streamlined in relation to organizational structure which will reach the majority of women and men. PPU has remained essentially centrally located and most of its activities confined to central level focus.

In this regard, this sub-programme will undertake the following:

- support integration of population variables (including gender concerns) in development plans and programmes;
- support a systematic system of utilization of the capacities in the Central Bureau of Statistics and the statistical units of sectoral ministries and research institutions;
- support the Planning Commission to effectively co-ordinate all activities related to population data collection, analysis and research;
- enhance efforts to promote programme-specific baseline surveys, situation analysis and other data collection activities;
- support activities capable of ensuring that surveys, research and other data collection activities are technically sound and comparable internationally, regionally and sub-regionally;
- support data collection and research activities that provide data at required levels of desegregation and on special groups (women, children, youth, the disabled and refugees) and on special issues such as HIV/AIDS;
- support efforts of the Government to undertake the next population census due in 1998;
- strengthen socio-cultural research to provide qualitative information that would permit cultural sensitivity and rational response to population programmes in place; and
- establish and sustain a network of information management system (MIS), a common population data bank and updated for handy monitoring and evaluation of population programmes.

Specifically, the sub-programme will aim at achieving the following outputs:

- i. Strengthening the capacity of the Planning Commission to integrate population variables in development plans and programmes, and to monitor those variables;
- ii. Strengthening the capacity of the Planning Commission to coordinate, monitor and evaluate the implementation of the national population policy;
- iii. Strengthening data collection activities for policy and programme development and implementation;
- iv. Establish and sustain a population information network, to promote the planning, implementation and evaluation of population programmes and activities;
- v. Increase commitment and support of population-related policies and programmes by policy makers and community leaders; and
- vi. Increase support, understanding and appreciation of gender concerns by policy makers and community leaders.

1.3 Past and Related Activities and Assistance

The PDS sub-programme is to be implemented in conjunction with the RH and advocacy sub-programme. Its activities will complement and be complemented by activities of the projects under the other two sub-programmes. More specifically, this sub-programme will provide information, analysis and insights indispensable for advocacy sub-programme, and the advocacy sub-programme will, in turn, contribute to many of the key activities of this sub-programme.

This sub-programme will contribute to the RH sub-programme by supporting analyses both of trends and factors affecting reproductive health behaviour and related attitudes and values, and by strengthening the bases for target-setting. Through cooperation with the reproductive health sub-programme, the PDS sub-programme will have access to quantitative and qualitative information regarding major concerns and needs of large segments of the population. Other related activities include a wide spectrum of projects or programmes being sponsored by the Government, NGOs and other donors such as USAID, DANIDA, JICA, DFID, GTZ, CIDA, UNDP, UNICEF, WHO, FAO, WFP and the World Bank.

In the area of population and development, UNFPA supported the following projects in three previous country programme cycles: Support to the 1988 Population and Housing Census. Assessment of an Entertainment Education Programme, Population Family Life and Health Education in Shinyanga; KAP/Baseline and Impact Evaluation Surveys, Population and Development Policy and Planning Unit (PPUs); Seminars on Population Policy; Demographic Training and Population Studies at the University of Dar es Salaam; Population and Development Planning training at the Institute of Development Management, Mzumbe; and the "Integration of Population and Development Planning: Establishment of a Population Planning Unit in Zanzibar".

In the third country programme Tanzania organized two workshops on IPDP, namely (i) a two-week workshop for planners and other technicians, organized in May 1996 by the UNFPA-supported PHRDA project at the African Institute for Economic Development Planning (IDEP) on the "Integration of Population Factors in the Planning Process" and (ii) a workshop by the

Institute of Development Management, organized for middle - lower - level government officials to the need to take account population factors in planning and to the methods for doing so. Several studies were also published to create awareness on the benefits to supporting family planning activities in the country. These were the result of collaboration between or co-operation among local data-and population-centered institutions.

The third Country Programme aimed at strengthening the "national capacity for conducting population research and collecting, processing, disseminating and integrating population information into development planning." This involved the Government of Tanzania, specifically the Bureau of Statistics (CBS) which also assisted other Government ministries. The Central Bureau of Statistics worked on programmes of other donor agencies and organizations as well, eg. UNICEF, UNDP and other United Nations agencies, USAID etc. Among the salient features of this activity are the Tanzania Demographic and Health Survey (TDHS) 1991/92 and the Tanzania Knowledge, Attitudes and Practices Survey (TKAPS) 1994, and the TDHS, 1996. A number of institutions also undertook research in the country on household and community dynamics, youth, health and development, KAP studies on AIDS among health workers, different subjects on reproductive health, including family planning and sexual health. The objectives of data collection and analysis were two-fold, namely: (a) to improve access of policy makers, planners and programme managers to population data in order to sustain population activities and enhance integration of population variables into the planning process and (b) to ensure availability of a strengthened database for programme design and evaluation. Strategies included provision of fellowships for training in the application of microcomputer technologies in data processing and analysis, provision of fellowships and technical support to the Eastern Africa Statistical Training Center to improve training and increase number of nationals taking the courses. The other strategy was to assist the Department of Statistics in Zanzibar strengthen its technical capacity in data collection and analysis. The 1988 Population Census was successfully accomplished. Most of the objectives were achieved: reports were published and made available to administrative areas and principal users; and, regional seminars were held as planned. These achievements were due to a number of facilitating factors, namely the total commitment of the Government of Tanzania in completing the census project, adequate financial and technical support from donors, excellent collaboration among the donor community and good working relationship with other population programmes. The limiting factors, which contributed to late release of census results, include constant power interruptions caused by electricity rationing in the country; poorly motivated data entry staff, who did not work effectively, delays in securing additional funds for printing the reports; and, acute shortage of office and storage space.

Research relating to various aspects of strengthening the capacity of the Government and its institutions to design and implement effective population policy and programme was especially desirable, and conspicuously lacking. The PRSD mission recommended that research should have been concerned with priorities, management of population programmes, institution-building, innovation, training needs and overcoming constraints. However, in most cases research had no operational orientation, and they were rarely "policy relevant".

The goal of activities in the sector of Population Policy Formulation was to build up national self-reliance for the implementation of the national population policy, and once adopted, the integration of population data into the planning process. The Population Planning Unit was to be assisted in developing its capacity to identify information gaps and coordinate provision of policy-relevant population information; to establish guidelines for the implementation, evaluation, and review of the national population policy; and, to help establish and coordinate activities of population units within the line ministries and regional administrations that implement the policy.

Among the achievements of the sector were the initiation of the formulation and adoption of the National Population Policy and the development and approval of the National Programme for the Implementation of the National Population Policy. Despite the shortcomings of those documents, their preparation and adoption contributed to efforts to address population issues. Approval of the policy demonstrated general acceptance of the principle that Government support for efforts to reduce fertility was imperative, needed and entirely legitimate. However, PPU's capacity to mainstream population issues in the development process has not yet been enhanced. There is also lacking in PPU capacity to integrate gender issues in population policy and planning. This limits the capacity of PPU to respond to the needs and demands which have been articulated in the ICPD Programme of Action and the Beijing Platform of Action, particularly on aspects of equality, equity and empowerment of women, and reproductive health. With respect to research and dissemination: the institutional framework has not been streamlined in relation to organizational structure which will reach the majority of women and men. PPU has remained essentially centrally located and most of its activities confined to central level focus.

There were extensive provisions for training, but there was lacking a clear intermediate-term strategy with respect to the development and use of national expertise.

1.4 PDS Sub-Programme Coverage

It is acknowledged that the Planning Commission cannot effectively co-ordinate, monitor, evaluate and supervise population programmes in all the 123 districts in the country. In this regard, the PDS Sub-Programme coverage will have a dual character - national and district-focus. The coverage is national in as far as Planning Commission works with the national-level institutions in IPDP, coordination etc. However, the district-level focus will be the *modus operandi*. The Government has selected thirty under-served districts to be in the pilot programme. The selected districts are as follows:

<u>REGION</u>	<u>DISTRICTS</u>
1. Kigoma (2)	Kasulu, Kibondo.
2. Rukwa (4)	Nkasi, Mpanda, Sumbawanga Rural & Urban.
3. Tabora (4)	Igunga, Urambo, Nzega, Sikonge.
4. Ruvuma (3)	Tunduru, Mbinga, Songea Rural.
5. Singida (3)	Iramba, Manyoni, Singida Rural.
6. Kagera (6)	Ngara, Karagwe, Muleba, Biharamulo, Bukoba Rural, Bukoba.
7. Shinyanga (6)	Shinyanga Rural & Urban, Kahama, Meatu, Bariadi, ^{Bukamba} Maswa.
8. Zanzibar (2)	Unguja and Pemba.

The district-focus will be in consonance with Government's policy of decentralization. The Planning Commission plans to implement, test and compare the two major approaches to

strengthening district-level population activities. The pilot programme will provide the necessary experience to the Planning Commission before embarking on a nation-wide coverage. It is also noted that the implementation of the population programme in Tanzania mainland will be coordinated by the National Planning Commission, and those in Zanzibar will be under the coordination of the Zanzibar Ministry of State, President's Office, Planning and Investments. Thus the National Planning Commission, in collaboration with the Zanzibar Planning Commission, will be responsible for the coordination of the national population programme.

1.5 Stakeholders

There are three types of stakeholders -- *the primary stakeholders -- that is those ultimately affected by the sub-programme; the secondary stakeholders -- that is those delivering the sub-programme; and the key stakeholders -- that is those who can significantly influence the success of the sub-programme.* The primary stakeholders is the Tanzania population in general, and particularly the population and development programmes and projects. The secondary stakeholders consist of programme managers and staff who deliver the programme. The key stakeholders are policy makers, community and religious leaders, and the donor community.

The resultant effectiveness and efficiency of population programmes, and related services, will benefit the primary stakeholders. They will be involved in programme planning, formulation, implementation, monitoring and evaluation. The secondary stakeholder will receive training in programme management and service delivery. They are principally involved in translating inputs into outputs and general implementation of the programme. The key stakeholders will be sensitized and mobilized to appreciate and support the implementation of the population policy and programmes.

1.6 UNFPA Support

UNFPA's assistance to Tanzania goes back to 1970s, when the country was being covered from Kenya. The country registered considerable progress with regard to formulation, adoption and implementation of population policy and programmes. Several studies have also been published to create awareness on the benefits of family planning activities in the country. National capacity for conducting population research and collecting, processing and disseminating and integrating population information into development planning has been significantly strengthened.

In spite of these achievements, Tanzania's multi-faceted population problems remain formidable indeed. They range from the high rate of population growth, low contraceptive usage to serious concerns about issues such as reproductive health and reproductive rights; STDs/HIV/AIDS; women's empowerment, the girl child, the environment etc. Because of its mandate and long experience UNFPA support to PDS seeks basically to assist efforts to address the identified issues and bottlenecks through a variety of strategies and activities.

The following section deals with specific outputs and activities:-

2.0 LINKAGES BETWEEN OUTPUTS AND ACTIVITIES

Output 1 Strengthened the capacity of the Planning Commission to integrate population variables in development plans and programmes and to monitor those variables.

The key issues involved in integration of population factors in development planning are the lack of a clear definition of levels of integration and the modalities to achieve it. *In this regard, operationally integration implies ensuring the "explicit consideration of socio-economic and demographic interrelationships in the formulation, implementation and evaluation of population and development policies, programmes and projects directed at achieving a country's development objectives".*

This definition guides the four key operational activities that underline the operationalization of the integrated population and development planning (IPDP) process. These activities are: determination of the linkages between population and development and developing techniques for modelling them (i.e. the conceptual framework), training, institution building, and information dissemination.

There will be three levels of integration: (i) Horizontal: involving the Planning Commission and the sectoral ministries; (ii) Vertical: districts will receive planning guidelines from the Planning Commission with population variables integrated. Additionally, districts will integrate small areas specific population and gender concerns, as appropriate; and (iii) upcoming policies and programmes.

It is therefore instructive, for a start, to ensure that the policy makers concerned with fostering the IPDP process are clear about the meaning of harmonizing a country's population and economic growth rates. Harmonization in this context is not synonymous with ensuring equality between the two rates. Given the premise that economic development and MCH/FP are mutually dependent, harmonization rather involves guiding the economy (through the IPDP process) to that unique point (i.e. threshold) in the development process when the MCH/FP can be introduced with a view to ensure that income grows faster than population and on a sustained basis. If harmonization goal is to be attained, one conditionality is that a political climate in which population issues are considered to be central to public policy, must be created. This involves the organization of sensitization and awareness creation activities targeted at all levels of opinion formation, decision making and reaching down to the grassroots population. A related conditionality is that an adequate institutional and technical capacity must be created. The latter should be composed of an adequate number of competent personnel linked to key policy-making bodies and to other relevant ministries, having access to basic demographic, socio-economic data and to analytical tools and planning methodologies to suit local conditions.

At policy implementation level PC will therefore be responsible for (i) the integration of population in the national planning process and will provide a mechanism for monitoring programme implementation through feedback of information on programme experience and assessment of program impact; (ii) the provision of needed statistical data generated within the sectoral ministries and sub-national institutions etc.; (iii) participation in the process of identifying the fundamental research questions together with assessing and interpreting research findings for incorporation in the decision-making process; (iv) the dissemination of information and research findings to ensure an informed programme formulation and (v) influencing resource allocation within the public and private sectors. Operationalizing the IPDP process requires quite a mix of expertise in areas such as statistics; macro- and socio-economic development planning; use of micro-computer for planning; demographic data collection, processing and analysis.

demographic-economic modelling; population and development interrelationship analysts; utilization of population projections for development planning, etc. The sub-programme will link with CST/TSS to address these issues.

Though the functions of the Planning Commission, in the context of the population programme, are in general varied and complex, PC is essentially a coordinating and not an implementing institution. This implies that, given the comprehensive and multi-sectoral orientation of the policy, PC's success depends to a large extent on its ability to develop and nurture linkages with a wide range of specialized institutions and agencies whose mandates span one or more of the critical population fields that cover the mandate of the Planning Commission. The most important of these institutions include sectoral ministries, regions, districts, research and training institutions, religious organizations, NGOs and the private sector. Concurrently, initiative, measures and programmes will be developed to reinforce the institutional capacity of selected institutions to perform their complementary roles more effectively.

PPU will ensure that activities and responsibilities assigned to the collaborating agencies under the provisions made for the implementation of the population policy or the Action Plans are incorporated in a systematic way into their own sectoral development plans. The necessary resources will have to be mobilized to support the planned activities on a sustained basis. PPU will collaborate with the implementing agencies and institutions in drawing up their sectoral strategic plans. In terms of linkages at district level, the sub-programme will support the adoption of a phased strategy to ensure that the population policy concerns are fully integrated into district level planning and programming activities. PPU will ensure that crucial population activities are supported and implemented at the district level and that population variables are fully taken into account in planning and policy making at the district level. Though availability of resources may ultimately determine the adoption or otherwise of this model nationally, it is hoped that lessons learnt from the pilot programme may lead to the formulation of more realistic policies and models. It is hoped that the experience gained from these pilot areas will assist the Planning Commission in collaboration with the districts to determine the appropriate structures and mechanisms to adopt in implementing a country-wide programme of population activities, with a district focus.

Output 2 *Strengthened the capacity of the Planning Commission to coordinate, monitor and evaluate the implementation of the national population policy (NPP).*

In Tanzania, the planning process is coordinated by the Planning Commission. The process starts with the formulation or review of sector policies, estimation and allocation of resources among the sectors of the economy. *The coordination of population activities is the mandate of the Planning Commission. PPU is the focal point within the Planning Commission for coordination of population activities and programmes. The Planning Commission, therefore, coordinates both the PDS sub-programme and the entire Country Programme.*

Specifically, PPU's mandate include the following:

- i. overseeing, facilitate, monitor and coordinate the implementation and review of the national population policy; and foster and coordinate functional linkages among sectoral ministries, institutions and NGOs.;
- ii. analysis and dissemination of population and development data;

- iii. coordination of population and development research;
- iv. coordination of population and development information, education and communication (IEC) activities/advocacy;
- v. the coordination of training in P & D;
- vi. integration of population in development planning;
- vii. dealing with gender issues in relation to population and development (including reproductive health issues);
- viii. analysis and advice on human migration and settlement; and
- ix. ensure the full participation of NGOs and the private sector in attaining the objectives of the national population policy.

There is considerable scope for increasing the efficacy and impact of population activities by supporting the Planning Commission to increase coordination and collaboration. As part of the coordination function, PPU will be supported to prepare detailed specifications for and procure basic logistics and equipment. PPU will also design guidelines and procedures for coordination, monitoring and evaluation of population programmes and activities; arrange orientation and appropriate training for staff from Planning Commission and collaborating agencies, including NGOs; prepare, review and approve work-plans for focal officers at regional and district offices, and sectoral ministries. Furthermore, PPU will prepare, review and update Action Plans, in close collaboration with the RH and advocacy sub-programmes, executing and implementing agencies, and, other collaborating agencies and NGOs. In this connection, PPU will organize periodic meetings and workshops to promote bilateral and multi-lateral inter-linkages and donor collaboration. Other important coordination functions to be undertaken by PPU include the following: preparation and regular updating of an inventory of NGOs engaged in population and population-related activities and assess their capacities, constraints, needs etc.; undertaking of annual critical assessment of gender sensitivity in all aspects implementation of population policies, programmes and research in the country; provision of technical expertise relating to demographic trends, socio-economic and cultural factors and other support (eg. assistance in training) to collaborating agencies, NGOs, etc.

In this regard, PPU's institutional profile as a focal coordination body for population programmes needs to be enhanced. This considerably enhanced profile will also be given to population desks and the focal persons in the sectoral ministries and the pilot districts. It is anticipated also that PPU's mandate, role, responsibility, functions and staffing will be reviewed and streamlined. To effectively coordinate the diverse population programmes, the staffing of PPU will have a multi-disciplinary and multi-sectoral composition. Indeed, some of the staff members will be assigned to PPU on part-time basis. The streamlined institutional framework and terms of reference should facilitate PPU's execution of its mandate, responsibilities and functions.

This review, reorganization and streamlining of PPU constitutes an essential first stage effort that may set out to translate state policy goals into programmatic elements that are measurable in concrete terms. In addition, the enhanced institutional profile will enable PPU to mobilize resources that are needed as inputs to achieve specific objectives of programmes and projects. In multi-disciplinary endeavours, PPU will be required to establish vertical and horizontal linkages.

setting up appropriate mechanisms to support specific interventionist programmes and projects, monitoring and evaluating them for feedback inputs.

PPU will be strengthened to perform its central-level coordination function, while focal offices at the sectoral and district levels will be instituted to assist in the integration of population factors in development plans at the respective levels. The focal offices will also coordinate all the population programmes and activities at their levels. Besides, PPU will identify and recruit consultants to assist specific well-defined areas both within the Planning Commission and collaborating institutions. PC will support the planning and organization of national and international population events such as: (i) the World Population Day, (ii) National AIDS Day, (iii) Environmental Day, (iv) launching of the State of the World Population Report, etc.

PC will also assess short and intermediate staff development needs at PC, as well as assist collaborating agencies. PPU will also design and implement comprehensive, short, intermediate and long-term training programmes covering study tours, technical workshops, seminars, on the job-training and international conferences; and regularly review progress in national capacity building and training programme and recommend corrective measures as appropriate. Two relatively innovative approaches to strengthening collaboration and cooperation among population activities are proposed. The first of these foresees *issue- or theme-based workshops* as a means to spur collaboration among "population" organizations and institutions. The second calls for an *annual review of the national population programme*.

The 1996 PRSD mission felt that there were gaps which had to be bridged between the inter-governmental level and the executive level. This recognition has led to the organization of *"Joint Meetings of Sub-Programmes"*. This collaboration will specifically contribute to *"directional coordination"*. The considerable growth of operational activities in pursuance of the national population policy objectives has created a novel situation and a necessity for *coordination at the field/grassroots level, including inter-project relationships and the necessity to give particular attention to the coordination of activities at the field level*. Coordination at the field/grassroots level is indeed the most promising avenue to ensure inter-project and inter-sectoral collaboration in pursuance of effective coordination of the implementation of the national population policy.

The sub-programme will support efforts to strength coordination through a variety of means including the following: (i) popularizing the national population policy through information sharing; (ii) identification of competent agencies to perform specific tasks; (iii) facilitation of resource mobilization; (iv) development and review of action plans, guidelines for monitoring, evaluation and reporting mechanisms; (v) organization of bi-annual meetings and workshops to promote bilateral and multi-lateral inter-linkages and donor collaboration; (vi) preparation of inventory of NGOs engaged in population and population-related activities and assess their capacities, constraints etc.; and (vii) undertake annual critical assessment of gender sensitivity in all aspects of implementation of the national population policy/programmes, research etc.

At the level of the programme, sub-programme and component project, PPU will undertake a systematic, periodic and regular measurement of selected indicators to determine planned implementation. The purpose of monitoring will be to help programme managers to use resources (inputs), execute activities on schedule, and to identify potential problems and constraints in obtaining the desired results (outputs). In this regard, the sub-programme will also support the preparation of specifically developed action plans to implement the policy and national level implementation of the ICPD Programme of Action and the Platform of Action of the Fourth World Conference on Women.

The national population policy is in the process of being reviewed and updated in order to respond to pertinent national needs that have emerged since the policy was adopted in 1992, and to be in consonance with the ICPD development paradigm, and in order to improve the relevance and impact of the policy. In order to ensure effective implementation of the sub-programme and nurture a sense of ownership, as well as establish a mechanism for the sustainability of the sub-programme, the issue of capacity building both at the national and local levels must be addressed. Capacity building will be operationalized through the strengthening of Government institutions and NGOs by providing training and logistical support as appropriate. At the national, regional and district levels, training will be provided to relevant staff in programme management, implementation, monitoring, and evaluation. In addition, a course in Integrated Management Information System (IMIS) will be arranged for a selected number of people both at the national and sub-national levels. This training is particularly important as a management tool. Facilities including computers will be procured to buff up the IMIS both at the national and district levels, as and when it is feasible. Regular monitoring will be undertaken by project management until the IMIS has been effectively established and is operational at the various regional headquarters.

The sub-programme will support the Planning Commission to adopt a systematic approach in addressing the issues of training and institutional capacity building, not only for its staff but also of those from collaborating agencies and institutions. It is obvious that specialized training at various levels for the Planning Commission and its associated organs and collaborating agencies, is crucial to the success of the objectives outlined in the Fourth Country Programme. In this connection, the Planning Commission, based largely on assessment institutional needs for the effective implementation of the national population policy, will prepare a multi-year comprehensive training programme. The training programme will be reviewed and updated on a regular basis.

Building of national capacities is one of the top priorities of UNFPA. Capacity building will be accomplished through:

- (i) the provision of technical support and services;
- (ii) short/intermediate intensive courses in specified areas of study;
- (iii) conducting in-country technical training workshops;
- (iv) national professionals working with international counterparts and CST missions so that these counterparts could learn or reinforce what they already know by doing pertinent professional work; and
- (v) involving national professionals in various aspects of the programming process, with such involvement preceded by some pertinent formal or informal training.

Where necessary, facilities and opportunities provided under the UNFPA's internationally funded regional and international training programmes in the area of population and development and other specialized institutions will be utilized to supplement local training. Similarly, in-service training, orientation courses, and workshops will be arranged for cross-sectoral collaborating agencies, including NGOs.

Another aspect of coordination and collaboration is establishing mechanisms for on-going collaboration between Government and NGOs. The advocacy sub-programme envisages the

formation of coalitions that bring together stakeholders for all sectors. This sub-programme will therefore collaborate with the advocacy sub-programme to use this mechanism to carry out significant population activities, including organization of World Population Day.

PPU will also strive to ensure that the organizations implementing population activities have significant common goals so that they can exchange information, ideas and experience. To minimize duplication and overlap, PPU will initiate and maintain wide ranging discussion on issues to enhance rationalized approaches to programme implementation. Such institutional linkages will also provide opportunities to PPU to enhance the operational effectiveness of NGOs by providing technical assistance, advice, training, information and other resources where necessary and when available. Relevant technical, equipment and logistical support will be provided to institutions, including NGOs, involved in population programme delivery, at both central and district levels. Support will be provided in such a way that continuity and sustainability of technical and managerial capacity are enhanced and institutional capacity is strengthened. This support will be built upon the investment made so far, particularly in terms of providing equal gender opportunities and to ensure establishment of a strong human resource and institutional base for managing and delivering quality population and development programmes.

District planners will be trained to adopt a systematic process of using information for purposes of sound planning. This is all the more relevant in the context of decentralization where there is need to reach out to district planners and policy makers and sensitize them to benefits of the production, interpretation and utilization of district statistical profiles. Here again, gender concerns will be properly addressed in the sensitization efforts at both the theoretical and operational levels.

As part of its coordination function, PPU will convene regular meetings, including quarterly meetings to be attended by key stakeholders in the PDS sub-programme and the heads of Population Advocacy Unit (PAU) of the MCDWAC; and the Head of Reproductive Health Unit (RHU) of the MOH. PPU will also organize bi-annual and annual sub-programme and country programme coordination meetings.

Output 3² *Strengthened data collection activities for policy and programme development and implementation.*

To improve the availability of timely, reliable and updated data for planning, particular emphasis will be placed on supporting a systematic system of utilization of capacities in the Central Bureau of Statistics and the statistical units of sectoral ministries and research institutions; and support the Planning Commission to effectively coordinate all activities related to population data collection, analysis and research. The necessary training and working tools will be provided as and when possible. Furthermore, a comprehensive database on population and related fields, including health, education, poverty, environment and gender concerns will be established. To address the weak database in programming purposes, the programme will support efforts to promote baseline studies, policy-relevant researches, programme-specific studies and needs

²At the time of formulating the CP it was planned to conduct an MMR study. However, The Tanzania Demographic and Health Survey, 1996, established an MMR at 529. Subsequently, Government does not see the need to collect the same information from the same population. Thus, the study will not be undertaken.

assessment surveys. Baseline and basic assessment surveys will enhance, among other things, effective measurement of programme impact as well as programme monitoring and evaluation.

In this connection the programme will also extend support to Government's efforts to undertake the next population census, expected to be conducted in 1998. For a number of years, population censuses and household surveys have been major sources of demographic and socio-economic data in Tanzania. A census is the most demanding, expensive and extensive activity to be undertaken by any statistical organization and usually requires adequate lead time to allow for adequate preparations. To ensure a successful census, the Government will be supported to put into motion effective mechanisms for planning, organizing and mobilizing adequate resources, human and financial. The mechanisms would particularly ensure that the activities to be undertaken before census enumeration period are completed on schedule. The sub-programme will support production of a "Census Management and Strategy Implementation Handbook" to guide census implementers in effective utilization of local and external resources. Also, given the tight schedule, dictated by the late start of census preparations, the handbook will also be expected to guide and strengthen implementation, supervision, monitoring and evaluation of all census activities.

The support is to be extended for conducting the 1998 Population and Housing Census mainly for the following reasons:

- Population censuses are the main sources of demographic and socio-economic data in the country and their maintenance would ensure the availability of the necessary information for policy formulation as well as implementation, monitoring and evaluation of the national development programmes.
- The 1998 census will be conducted to maintain the decennial census programme and also provide updated bench-mark data which, together with data from other sources, will ensure availability of time-series information to support population and development programmes.
- The census will provide a sampling frame to support other data collection systems in the country.

This sub-programme will collaborate with the advocacy sub-programme to mobilize resources for the census undertaking. In this connection, the programme will focus on enhancing the involvement of the private sector, in both sharing the costs of the census and utilizing the data.

The need for small area statistics and the creation of databases is increasingly realized as important for meeting the increasing demands for data for executing population programmes, in the evolving context of decentralization. The sub-programme will support the realization of a comprehensive integrated database system for designing, implementing and monitoring population related programmes. Consistency and uniformity in definitions and concepts will be ensured for inputs into common data bases.

A number of important studies on the population-development interrelationships have been carried out in the past. Areas of research will be broadened to reflect the major concerns outlined in the ICPD and Beijing recommendations. In order to enhance the process, the following will be key features of the research agenda under the Fourth Country Programme: socio-cultural practices affecting the girl-child; harmful practices against women, with emphasis on the underlying

causes of the persistence of these practices; female autonomy and reproductive health/FP/rights decision-making; barriers to male acceptance of vasectomy/FP; factors influencing the spread of STDs/HIV/AIDS. and dealing with the consequences of AIDS; the impact of poverty on demographic process and environmental degradation: adolescent reproductive health: causes of primary and secondary sterility and policy and programme implications; methods to promote and support communities' involvement in population activities; determinants of the acceptability of reproductive health/family planning services to member of the community; and social-cultural aspects of male involvement, distribution of reproductive health information and contraceptives, attitudes of service providers, and meeting the needs of adolescents.

The sub-programme will support the establishment and enforcement of linkages in data collection, analysis and storage among ministries, departments, non-governmental organizations and the private sector. As a first step, PPU will be assisted to establish a registry of data and research work done in the area of population and development.

Output 4 **Established Population Information Network (PIN) to promote the planning, implementation and evaluation of population programmes and activities**

For the Planning Commission to be able to coordinate population activities effectively and also offer technical advice, information and knowledge to all those who require such assistance, there is need for a machinery or system through which population information can be inventoried, assembled, stored, published or disseminated for utilization by planners, policy makers, administrators etc. at all levels - national, regional and district levels.

A substantial amount of scattered and un-organized bits and pieces of population information already exists from a variety of researches, surveys, regional and sectoral reports, censuses etc. It is necessary to assemble, collate, refine and channel all this information on a regular basis into the planning process.

On the basis of the PRSD recommendations, the sub-programme will support Government effort to establish in stages, a data bank/population information network which will eventually provide a critical inter-connecting link between all population programme implementing agencies. The network structure envisaged for the operation of the Planning Commission/PPU data bank is hierarchical and extends to three levels.

The phases involved in establishing a PIN include: (i) setting up of a data bank and databases; (ii) linking the databases through networking; (iii) training of users; and, (iv) establishing and sustaining a network/club of data producers and users.

The first and highest level will consist of the central storage of the data base files of the data bank. In addition to the storage facilities, other functions at this level during the first year will be:

- i. procurement of office space and equipment hardware, software;
- ii. recruitment of Population Information Officer (PIN) officer;
- iii. recruitment/training of ancillary staff;

- iv. standardization of codes/input format:
- v. classification/cataloguing of literature, and
- vi. preparation of materials at the Planning Commission for the establishment of a nucleus data bank (involving both the Planning Commission/PPU headquarters, regional offices, the selected pilot districts and collaborating agencies).

Work on the second and third levels of the network system (i.e. the constituent agencies, organizations, sector departments at both national regional and district levels) will start in January 1999. To ensure extensive and effective use of the that PIN, a comprehensive multi-year training plan is to be prepared. This plan will take into account the fact the PIN is to be multi-sectoral and it is to be established at the national, regional and district levels. It will also include various types of information, including time-series, administrative records, census and survey data and management information. The multi-year PIN utilization plan will indicate specific provisions for gradually and progressively introducing each group of potential users to the methods and benefits of using the information incorporated in the network. There will be emphasis on "hands-on" training, on training senior staff and on involvement of Planning Commission/PPU staff in the design of "reports", i.e. tables which present key information which and are produced immediately whenever needed.

Through the management information system, PPU will collect, process information on programme performance and operations and periodically present it to the policy and decision makers in a form to be easily understood to guide decision making. The information will have to be timely and accurate. The data to be collected and analyzed will be on all aspects of the organization and programme - planning, monitoring, evaluation, organizational structures and processes, inputs, outputs, results and impact. The MIS data will, among other things, be used to:

- * measure progress of programme implementation;
- * assess unplanned change;
- * search for causal factors; and
- * draw conclusions and inferences for replanning.

Output 5. Increased commitment and support for population-related policies and programmes by decision-makers and community leaders.

The Government is currently engaged in designing and implementing a number of reforms and policies which have great potential for enhancing the impact and efficacy of population activities. In this connection the population programme strategy will include selective support of several major national policies and reforms. Efforts will be focused on encouraging and supporting the on-going broad policies and reforms, including the following:

- Decentralization of Government Decision-making and greater community involvement;
- Health Sector Reform;

- Poverty alleviation programmes; and
- Programmes promoting Gender Equity, Equality and Empowerment of Women: etc.

Government has embarked on a far-reaching programme of decentralization, which has already contributed to the success of the reproductive health programme. Because it is often difficult to implement programmes efficiently through existing structures, decentralization of government -- and the concomitant strengthening of the institutions of local government -- has considerable potential to contribute to improved design of operational activities, to faster and more efficient use of government resources, and to the introduction of cost-sharing. In addition, decentralization opens the way to wider and more sustained community involvement in setting priorities and in managing resources, and that holds great promise for increasing impact and building community support. However, decentralization is a very complex process which carries with it considerable risks and difficulties, and the scope for successful implementation of large-scale population activities will depend in part on that process. Moreover, true community involvement cannot be achieved easily and instituting effective community involvement on a wide scale will require considerable strengthening of the structures and performance of local governments.

Closely related to decentralization are plans for reform of the health sector. These plans place much emphasis on decentralization and provide for the establishment of District Health Management Teams. These teams will be in a position to contribute importantly to successful integration of reproductive health services in primary health care. District Health Management Teams may also be in a position to bring about collaboration at the district level between health services and various other population activities, possibly including IEC activities such as in-school and out-of-school FLE programmes.

As is often pointed out, couples and families that are poverty-stricken, that have little or no education and that see few chances of improving their situation are relatively less likely to take advantage of reproductive health services, including family planning. In Tanzania it is important to stress that reducing the incidence of poverty and providing reproductive health services, including family planning services, are highly complementary activities. Indeed they may even be interdependent. The situation is similar with respect to gender disparities: barriers to the education and health of women are constraints on use of family planning and other reproductive health services while high fertility and high infant, child and maternal mortality are generally barriers to improvements in the situation of women.

In this situation the population programme strategy will include provision of technical support to programmes which aim at alleviating poverty and reducing gender disparities. One aspect of such technical support may be research on the interrelationships at the level of families and households between, on the one hand, demographic characteristics and behaviour and, on the other, income, consumption and investment (including investments in education and health).

Many activities in the area of population and development strategies have tended to reflect the orientation and concerns of specialists and civil servants. This sub-programme will collaborate with the advocacy sub-programme to foster broader, less technical discussions of population trends and to widen participation of population issues. However, awareness of the implications of demographic trends does not necessarily result in commitment to the population-related policies and programmes. To increase commitment and support by policy makers and community leaders, this sub-programme will link with the advocacy sub-programme to increase the emphasis placed on the direct benefits of reproductive health activities and their acceptability. In this regard, this

sub-programme, in collaboration with the advocacy sub-programme, will foster active involvement of elected representatives of the people, NGOs and the private sector in the NPP implementation, monitoring and evaluation. The role of Government, policy makers and community leaders in promoting and ensuring that adequate resources are mobilized and allocated to population programmes.

Output 6. *Increased support, understanding, and appreciation of gender concerns by policy makers and opinion leaders.*

Both in the constitution and in the ratification of all international covenants and declarations, including the convention on the Elimination of All Forms of Discrimination against Women, the Government of Tanzania has taken a strong position on human rights and equality.

More than half of the Tanzanian population earns an estimated income of less than US \$ 1 per day which is below the poverty line. Out of seven million Tanzanian women, four million live in object poverty. The Government, in a plan coordinated by the Office of Vice President, has launched a 20 year implementation strategy to eradicate poverty. In this context the government has established a Women Development Fund to support specific poverty alleviation programmes for women. The initiative to alleviate poverty should be through increased economic growth, increased investment in the social sectors, and provision of safety nets, and delays in this are partly responsible for increased maternal mortality rates. Women have been carrying a disproportional burden of the social costs of poverty; they are discriminated against by law, especially customary laws of inheritance and succession; and they experience increased workload, maternal deaths, leave alone increased infant mortality rates of children born to them.

Besides, women have less access to higher learning institutions. Although Tanzania has the lowest transition rates, in Sub-Saharan Africa, from primary leavers to secondary schooling, the proportion of girls at 'A' level is very low (29.1 percent for girls and 70.9 percent for boys) in 1993. At the university and tertiary institutions, participation of females is very low. At the University of Dar es Salaam, female enrolment accounts for approximately 16 percent compared to 84 percent for males. As this factor confirms, such inequality influences labour force participation.

This sub-programme will link with the advocacy sub-programme to ensure that development and population programmes are gender-sensitive, and are based on sound research data, including legislative actions. These will include: promotion of the education of the girl child; early marriages (legislation to increase the age at first marriage); traditional harmful practices; making reproductive health services accessible to men; empowerment of women through access to employment, loans and ownership of property; and promotion of a conducive legal and policy environment to ensure the realization of women's human rights.

3.0 RESOURCE ALLOCATION

The approved allocation for the PDS sub-programme is US \$4 million of which US\$ 1 million will be from multi-bi sources and the rest will come from regular resources. The allocation of the resources will as follows:

<u>SN</u>	<u>COMPONENT PROJECTS</u>	<u>PERCENTAGE</u>	<u>US \$</u>
1	*The 1998 Population and Housing Census of Tanzania (URT97/P03)	29	1,169,900
2.	**Strengthening Population Policy Coordination and Implementation in Tanzania	37	1,470,000
3.	**Strengthening Population Policy Coordination and Implementation in Zanzibar	14	553,000
4.	Strengthening the capacity for Demographic Analysis and Dissemination of Data	10	400,000
5.	The Family and Development	5	200,000
6.	Reserve	5	207,100
	<u>GRAND TOTAL</u>	<u>100.00</u>	<u>4,000,000</u>

An estimated US \$250,000 was spent in 1997.

* This is an on-going component project approved in May 1997.

** Pipeline component projects already developed and attached to the PDS sub-programme document submitted to AFD

4.0 CROSS-CUTTING ACTIVITIES: GENDER AND IEC

4.1 GENDER: Enhancement of Gender Equality, Equity and Empowerment of Women

The empowerment and autonomy of women and the improvement of their political, social, economic and health status is a highly important end in itself. In addition, it is essential for the achievement of sustainable development. Achieving change requires policy and programme actions that will improve women's access to secure livelihoods and economic resources, alleviate their extreme responsibilities with regard to housework, remove legal impediments to their participation in public life, and raise social awareness through effective programmes of education and mass communication (ICPD, 4.1 - 4.29). Though gender, as a concept, encompasses the socially defined roles, statuses and identities of both men and women, the latter are disproportionately disadvantaged and oppressed by the existence of unfavorable legal, cultural and institutional practices which operate all around from the household, and grassroots to macro-societal levels. There is consensus that gender issues must be addressed, but the bone of controversy and areas of difficulties lie in the conceptualization of the concept and the strategies to strengthening the meaningful and efficient integration of gender issues in planning and implementation of population and development policies and programmes.

To this end, PPU will link with the advocacy sub-programme to work with a consortium of gender and community-based NGOs, to undertake the following activities, on a pilot basis:

- i. support creation of accountability monitoring, and evaluation mechanisms for gender mainstreaming in all plans and programs at all levels;
- ii. as a first step in facilitating a clear conceptual framework for this intervention, a training needs assessment will be conducted;
- iii. research and train community based organizations in defining topics for data collection activities and analysis, and in establishing policy priorities relevant to gender equity, equality and empowerment of women;
- iv. prepare training manuals and information leaflets targeting women and youths on issues of reproductive rights and reproductive health;
- v. support training programmes that target at awareness raising on women's human and legal rights, and the girl child;
- vi. development and maintenance of an empirical database to be used for formulating, implementing, monitoring and evaluation of gender-related policies and programmes.

Second, most of the women in Tanzania are not fully informed about their constitutional rights as free citizens. They suffer injustices and discrimination as victims of various gender specific violence, such as sexual abuse, prejudices by male-dominated law-enforcing agencies etc. Most of the social injustices are perpetrated thanks to ignorance of the law, cultural biases, customs and traditions. The NGOs will assess and document the various gender-based

violations of women's and children's rights, disseminate the findings to the communities as part of awareness raising activity. The NGOs will also develop gender training curriculum and train community-based groups on gender issues.

Third, to ensure gender balance, a mechanism will be put in place by PPU so that, both at programme formulation and implementation stage, and in terms of participation at seminars, women are well represented. The sub-programme will link with the RH sub-programme to encourage men to utilize reproductive health services including FP, support their partners to use FP and to discuss RH issues with them.

4.2 IEC: Operationalizing the National Population IEC Strategy for Tanzania

IEC interventions have been in use in Tanzania for the past 30 years in support of and in influencing the direction of national development programmes. However, the structures and the overall system of coordination between institutions, ministries and organizations, particularly those working in population related fields are either weak or non-existent in the areas of IEC. There are many programmes and projects involved in population IEC activities, which are fragmented, have common or overlapping goals, address the same target groups with same messages and lack qualified expertise in the field of IEC. Thus, planning and implementation of population IEC programmes is ad-hoc, and not integrated at national, sectoral and grassroots levels. These weaknesses have resulted in low quality, effectiveness and impact of population IEC interventions in the country. In this respect, PDS Sub-Programme will link with advocacy Sub-programme to launch the National Population IEC Strategy for Tanzania.

The sub-programme will also link with the advocacy sub-programme to launch a well conceived publicity programme oriented to sensitize the relevant institutions, groups and individuals about census objectives. It is crucial to enlist their support and cooperation. The publicity programme will be launched on timely basis to have its desired impact on the quality of the census. To arouse the adhesion of the population, the interest of users and commitment and support of the administrative and political authorities, the usual sensitization campaigns will be replaced with the appropriate census information, education and communication strategies.

5.0 NATIONAL CAPACITY BUILDING

The 1996 PRSD report identified urgent needs to build the capacity and self-reliance of the country to take concerted national action to promote sustained economic growth. It also identified the need to further sustainable national development and to improve the quality of life for the people. Capacity building requires, among other things, the training and the retention, motivation and participation of appropriately trained personnel working within effective institutional arrangements, as well as relevant involvement by the private sector and NGOs. The lack of adequate management skills especially reduces the ability for strategic planning, weakens programme execution, lessens the quality of services and thus diminishes the usefulness of the programme to its beneficiaries. The decentralization of authority in national development plans and programmes, significantly increases the need for trained staff to meet new or expanded responsibilities at the lower administrative levels. It also modified the skill-mix required in central institutions, with policy analysis, evaluation and strategic planning.

The sub-programme will support Government efforts to:

- improve national capacity and the cost-effectiveness, quality and impact of national population and development plans and programmes;
- facilitate and accelerate the collection, analysis and flow of data and information between actors in national population and development programmes. In this connection, the sub-programme will enhance the formulation of strategies, policies, plans and programmes, and facilitate the monitoring and evaluation of their implementation and impact;
- increase the skill level and accountability of managers and others involved in the implementation, monitoring and evaluation of national population and development strategies, policies, plans and programmes; and
- incorporate user and gender perspectives in training programmes and ensure the availability of appropriately trained personnel for the formulation, implementation, monitoring and evaluation of national population and development plans and programmes.

On programme management: more often than not, the ability, capability and skills for programme management have been assumed for sectoral and other experts and specialists that operate programmes. Management is needed for effective implementation of programme and policies. For sustainability purposes, the "hands-on" management aspects of programmes will be handled by clearly designated, trained nationals or assigned to national institutions that specialize in management. And as part of capacity building local experts will be identified and used by programmes in the different phases of the programme cycle. In this connection, a number of PPU staff and those of collaborating agencies, will be sponsored to pursue short and intermediate specialized courses, to upgrade their skills.

Training will also focus on the following areas: computer population-related software; seminars and short courses for high-level managers and policy analysts on gender issues, consequences of population dynamics, cost-benefit analyses; census data processing, analysis and dissemination; train planners to better incorporate basic services provision and population variables in development plans and programmes; design training activities to enhance the social and economic status of women and their access to basic social services.

Eleven students will be supported to complete their M.A.(Demography/Population) at the University of Dar es Salaam, and one Ph. D. (Demography) at the London School of Economics and Political Science.

6.0 SUB-PROGRAMME EXECUTION AND IMPLEMENTATION MODALITIES

The sub-programme is nationally executed; with the Planning Commission as the coordinating agency and the focal of all UNFPA-funded population programmes and activities in the country. In this regard the Planning Commission is both the coordinating and the executing agency. The Zanzibar Planning Commission will be responsible for coordination and execution of the population programme and activities in Zanzibar. PPU/ZPPU is charged with identifying information gaps and coordinating provision of policy-relevant population information; establishing guidelines for the implementation, monitoring, evaluation and reviewing of the population policy and programmes.

The Planning Commission is responsible for coordination of both the country programme and the PDS sub-programme. The PC is also the executing agency for the PDS sub-programme. The Zanzibar Planning Commission is responsible for the execution of the PDS sub-programme in Zanzibar.

i. Programme Level

The programme is nationally executed: with the Planning Commission as the coordinating agency and the focal point of all UNFPA-funded population programmes and activities in the country. The Population Planning Unit (PPU) at the Planning Commission is the focal unit responsible for both the substantive programme, technical and financial matters for the PDS sub-programme. The Zanzibar Planning Commission will be responsible for coordination of the population programmes and activities in Zanzibar.

The Planning Commission is responsible for coordination of both the country programme and the PDS sub-programme.

Programme Level:

The Planning Commission is the overall coordinator of the national population programme. The NPP and the National Programme for the Implementation of the NPP establish the *Tanzania Council for Population and Development (TCPD)* as the highest policy making body on all population issues. Its main functions include the provision of overall guidance and management of the population programme. Other functions of the TCPD include ensuring adequate availability of resources for population programmes; monitoring and ensuring that population programmes are integrated with national development plans. The TCPD is chaired by the Minister of State and Vice-Chairman, Planning Commission. Members of the TCPD include the ministers responsible for Planning (Zanzibar); Finance; Local Governments; Information; Community Development, Women Affairs and Children; Health; Labour and Youth Development; and Education (Mainland and Zanzibar). The TCPD meets at least once a year.

Under the TCPD there is a steering committee - *the Policy Implementation Steering Committee (PISC)*, constituted by the Permanent Secretaries of the ministries mentioned above. It is under the chairmanship of the Permanent Secretary and Secretary, Planning Commission. The PISC is the official Government organ charged with coordination, monitoring and evaluation of the population policy and programmes.

The PISC will have the following functions:

- i. to advise the TCPD on all technical and policy matters related to the implementation of the population policy and programmes;
- ii. to ensure and promote monitoring and coordination of population activities;
- iii. to guide and promote the implementation of a comprehensive population programme that should be integrated within the framework of the development policy and programmes of the country;
- iv. approve long-term population and development programmes: and bi-annual policy implementation reports.

The PISC will meet at least once every year.

The Government has also established a multi-sectoral and inter-disciplinary technical committee - *the National Population Committee (NPC)*, with advisory functions. The NPC's main functions include the following:

- i. to give technical advice to the Planning Commission as needed for population policy formulation and implementation; and
- ii. to advise the Planning Commission on all issues pertaining to population and development.

Among other things, the committee will give advice in the following areas:-

- i. compilation of all research work on population and development done in Tanzania, analysis of its usefulness, and its dissemination to stakeholders;
- ii. initiation of a system of determining, preparing and undertaking research for development planning purposes;
- iii. establishment of a population and development data bank and information documentation centre to facilitate the integration of population in development plans;
- iv. preparation of inter-sectoral population and development planning models;
- v. preparation of training programmes including workshops, on the integration of population issues in development plans;
- vi. co-ordination of the implementation of population and development programmes;
- vii. recommend for Government consideration such policies or changes in population policy as it may deem necessary; and
- viii. assist the TCPD and the PISC to determine the appropriate programmes, tasks and working links among ministries, districts, agencies, NGOs, and institutions working in population and related fields in the country and also assist to sustain the links established.

The NPC will also suggest, provide and review, where necessary, appropriate guidelines, which shall assist the TCPD, PISC and the Population Planning Unit (PPU) in carrying out their work efficiently in the field of population and development. It will also be responsible for interpretation, review and making recommendations for periodic reviews of the national population policy and programme, in response to changing circumstances and needs. It will also provide advice on resource mobilization and utilization, and playing an advocacy role.

For implementation purposes, the Government has assigned responsibilities to sectoral ministries, and has identified areas for training and research institutions, and NGOs. Identification of responsibilities was arrived at through a consultative exercise, followed by workshops where representatives of the above mentioned institutions met to map out areas of responsibility, identify overlaps and establish mechanisms for collaboration.

The population policy and programmes will be implemented by sectoral and sub-national institutions with well defined responsibilities. The three organs, the *TCPD, PISC and the*

NPC will be serviced by a secretariat - *the Population Planning Unit (PPU)*. The PPU is charged with providing technical and administrative services to the three organs. PPU will foster and coordinate functional linkages among sectoral ministries; districts; training and research institutions; and NGOs. PPU will have the following functions:

- i. to serve as the secretariat of the TCPD, PISC and the NPC, providing professional and administrative services in connection with preparation of papers and meetings of these organs. Their professional staff will be responsible for advance preparation which will enable the council and the committees to carry out their responsibilities as outlined above;
- ii. to prepare guidelines for population and development as part of the Planning Commission's normal task of coordinating the preparation of development plans;
- iii. to analyze, in collaboration with all the departments of the Planning Commission, including the Central Bureau of Statistics, population and development information for purposes of better understanding of the relationship between population dynamics and development dynamics; and to prepare strategies to be used as guidelines in the preparation of macro, sectoral and district development plans;
- iv. to coordinate, and where possible undertake operations research aimed at consolidating the implementation of population and development programmes;
- v. to foster collaboration between population and development programmes through enhanced communication between sectors;
- vi. to coordinate, and where possible, undertake research on population and development aimed at expanding the horizon of integrating population in development planning;
- vii. to coordinate the implementation of the National Population IEC Strategy and related activities, including dissemination of population and development information through the establishment of regular publications, utilization of mass media, and the establishment of population and development information retrieval facilities within the Planning Commission;
- viii. to establish and manage population-development data bank and Information and Documentation Centre within the Planning Commission;
- ix. to coordinate training in population and development. This includes finding ways of instituting population studies in the institutions of higher learning within Tanzania in order to facilitate the recognition of demographers as an independent cadre; and
- x. to institutionalize the integration of population in sectoral and district plans through coordinating institutional building at those levels.

The Planning Commission will be responsible for the organization of the annual country programme reviews; mid-term and end-of-programme evaluation.

Sub-Programme Level

At the PDS sub-programme level, the PC is also the overall co-ordinator and the executing agency. The PC, through the Department of Human Resource Development Planning (HRDP), of the Planning Commission, will develop, review and issue policy guidelines as

necessary, on all operational matters. In line with the on-going socio-economic reforms, the Planning Commission has progressively moved from dealing with routine activities of planning and budgeting. It is now more research-oriented, dealing mostly with socio-economic policy analysis, research and economic strategization.

The population planning units on the mainland and Zanzibar will be strengthened, mainly through on-the-job training. There are three principal implementors, the Government, training and research institutions, and NGOs.

HRDP will ensure the coordination of all interventions in PDS. HRDP will receive implementation reports from PPU, at least once every calendar quarter. Other implementing agencies will report through PPU. The HRDP will organize quarterly meetings to deliberate on the reports. The HRDP is responsible for:

- i. overseeing the implementation of the population policy and programmes;
- ii. formulation of the strategies for human resource development;
- iii. setting and monitoring social development goals and targets;
- iv. initiation of studies on emerging social issues; and

In the light of the difficulties encountered in the past in realizing effective coordination of the implementation of the population policy and programmes within the Planning Commission, the quarterly meetings will involve all other PC departments. In this connection, the following will take part in the quarterly meetings: the macro-economy division; the external sector division; the public investment planning division; the growth strategies division; the planning unit; the special studies unit; and the Bureau of Statistics.

The meeting will also be an opportunity for:

- i. promotion of coordination of implementation of the policy and related programmes;
- ii. provision of advice and coordination of the preparation and review of population plans of action, ensuring their consistency within the framework of the national development plans and other sectoral plans;
- iii. promotion of a functional national system for research, monitoring and evaluation of population programmes; and
- iv. promotion and coordination of the development of the requisite human resources to support the implementation of the national population policy and related programmes.

National execution puts emphasis on:

- i. ensuring maximum/optimal utilization of national capacity through national execution of projects;
- ii. a more programme-oriented approach;
- iii. regular and timely provision of technical advice and backstopping;
- iv. government accountability and responsibility for ensuring the adequacy of the overall

supervision and management of projects.

The handling of sub-programme resources will be the responsibility of the HRDP Director, on behalf of the PC Permanent Secretary. All requests for advances, reimbursements or support will first be reviewed and endorsed, or otherwise, by the HRDP Director, before submission to UNFPA. The Ministry of Finance will be copied all communications concerning financial transactions.

Donor-donor co-ordination, in the thematic area, will be strengthened through sub-programme bi-annual meetings. All the donors in the sector would be invited to the meeting. The meeting will discuss and review progress of implementation of the population policy and programmes, and recommend future course of action. The meeting will also be an opportunity to discuss current and emerging issues in the sector.

In Zanzibar a similar institutional framework exists for sub-programme co-ordination.

The District Level

The district has been declared and has remained the basic unit of Tanzania's decentralization and the planning system. As seen from the "bottom", it is the first level at which formal plans are prepared, and the control of implementation and physical progress starts.

Within the framework of the District Council, a multi-sectoral committee on population shall be established to develop, spear-head, facilitate and coordinate population programmes and activities in the district. The functions of the district multi-sectoral team shall include the following:

- i. coordinate, monitor, evaluate and promote implementation of population policy and programmes in the district;
- ii. promote collaboration among departments and NGOs engaged in population programmes and activities in the district;
- iii. ensure integration of population variables in the district population development plans;
- iv. spearhead and facilitate the formulation and review, from time to time, of district population plans of action;
- v. advise the District Council, through the District Development Committee, on the means of mobilizing resources to support the implementation of specific population activities and monitor their utilization;
- vi. report to the Planning Commission on the progress of implementation of the population programmes and activities in the district.

The membership of the district multi-sectoral committee on population shall comprise of the following:

- | | | | |
|------|----------------------------------|---|----------|
| i. | Chairman of the District Council | - | Chairman |
| ii. | District Commissioner | - | Member |
| iii. | District Executive Director | - | Member |

- | | | | |
|-------|--|---|------------|
| iv. | Heads of Departments responsible for agriculture, education, health, labour, social welfare, community development | - | Members |
| v. | Member of Parliament | - | Member |
| vi. | Media Representative | - | Member |
| vii. | Two (2) members of relevant and prominent NGOs operating in the district | - | Members |
| viii. | Two prominent citizens in the district, one of whom shall be a woman; and | - | Members |
| ix. | The District Planning Officer (the focal person on population issues in the district) | - | Secretary. |

The committee shall meet as and when necessary, but at least once in every four months.

The district planning office shall service the district multi-sectoral committee on population. In this regard, the district planning officer will have the following functions:

- i. provide technical and administrative support to the district multi sectoral committee on population;
- ii. promote integration of population factors in district planning;
- iii. formulate district plans of action for district multi-sectoral committee to consider and approve;
- iv. organize and carry out activities that will promote population and development awareness in the district;
- v. promote collaboration among NGOs engaged in the field of population and development in the district;
- vi. maintain and strengthen, in collaboration with the Planning Commission, a district population data bank;
- vii. prepare an annual workplan and budget for the district multi-sectoral committee on population; and
- viii. report to the Planning Commission on the progress of implementation of district population programmes and activities.

The Planning Commission has expressed the need for a more comprehensive coverage of the 30 pilot districts. Additional resources allowing, more efforts will be directed at strengthening the institutional and technical capacity of the focal districts. The district population focal officers will require more institutional-based and on-the-job training opportunities.

The Planning Commission was selected as an executing agency mainly because of its technical capacity; mandate; roles and functions, with regard to the population programme. The Planning Commission, as a national-level institution, provides technical assistance to

sectoral and sub-national units. On the other hand, the Planning Commission, often times, depends on training and research institutions for technical assistance, to fulfil some of its critical mandates.

The Planning Commission has expressed need for capacity building in the area of national execution. Weak areas requiring further support in this regard have been identified. They include the following:

- Technical capacity: staff skills and expertise: planning, organizing, staffing, directing, coordinating and reporting activities.
- Managerial capacity: lack of strategic planning capabilities: weak financial management system: weak monitoring and evaluation activities: and inadequate timeliness in project operations.

Managerial capacity for national execution needs to be revamped. There has not been a systematic assessment of national institutions for national executions. This has contributed to the unrealistic expectations of the capacity of national institutions. The situation was compounded by their lack of clear understanding of functions and responsibilities.

These capacity building activities will essentially be confined to training both the Planning Commission focal staff to acquire the appropriate skills, and the support institutions to provide technical assistance, on a continuous basis.

7.0 MONITORING AND EVALUATION

The Planning Commission is preparing guidelines and performance indicators for the coordination and monitoring of project activities under the PDS sub-programme and the country programme as a whole. PPU will undertake bi-monthly monitoring/technical backstopping visits to the regions and the pilot districts.

In addition, and in keeping with established UNFPA Monitoring and Evaluation guidelines, the sub-programme as well as the component projects will be monitored at all levels of implementation through:

- i. field monitoring visits, sub-programme implementation and annual country reviews, quarterly substantive and financial progress reports and holding of meetings to review the reports;
- ii. mid-term programme reviews, PDS sub-programme evaluation;

Following this an in-depth sub-programme evaluation will be undertaken before the country assessment process:

- iii. end-of-project/sub-programme reviews in 2001; and
- iv. to the extent possible, CST advisers will participate in all the above undertakings.

In this connection two evaluations will be conducted during the programme/sub-programme cycle. This will comprise the mid-term evaluation in October/November 1999 and an independent evaluation at the end of the country programme.

Monitoring is an important management activity during the implementation and operation of

programmes or projects. Monitoring is the continuous overview of the efficiency and effectiveness of programme implementation. It serves to identify strengths and shortcomings and to recommend corrective measures. Monitoring is concerned with the reviews the transformation of activities into outputs. M & E assists management to determine the extent to which programme objectives are being met. It provides management with information to take corrective actions to improve programme implementation. In this regard, monitoring and evaluation will, among other things, cover the all aspects of the organizational activities, that is - organizational structure, leadership, personnel, logistics, financing, delivery of services, cost-efficiency of services etc. Results of monitoring and evaluation will be made available to all concerned to improve the performance of the programme.

Monitoring of the country programme is the responsibility of Government and UNFPA. Its purpose is to ensure that activities are being implemented according to the plan and cost, and that desired outputs are being produced in anticipated quantity and quality. The monitoring programme will include a logical framework, with "objectively verifiable indicators" to measure the extent to which the aims have been met; the "means of verification" -- the specific sources from which the status of each of the indicators can be ascertained -- for programme goals, purpose and outputs.

7.1 Programme and Sub-Programme Monitoring and Evaluation

The programme, the sub-programme and component projects will be regularly monitored. Various mechanisms will be put in place to ensure monitoring of the progress of activities. The monitoring system will monitor inputs (funds, equipments and personnel), outputs, time, physical implementation of each activity and implementation problems. All institutions involved in the implementation of the programs and projects will be responsible for monitoring. There will be held *bi-annual programme review meetings (PRM) and quarterly sub-programme meetings (SPRM)* in the first year of implementation. In the second year the sub-programme meetings will also be held bi-annually. The PRM and the SPRM will review all UNFPA-supported activities under the sub-programme respectively. The meeting is a formal mechanism for taking joint decisions about implementation issues, coordination and complementarity of activities. The meeting provides a mechanism for determining how these decisions are to be put into effect and who is responsible for putting them into effect. Component project APRs are the main inputs for SPRM. *Annual Country Review (ACR)* will follow the sub-programme reviews. It will assess the extent to which sub-programmes are contributing to achieve the programme's purposes. This assessment of the programme will be conducted to monitor the country's progress in achieving the ICPD goals. Goals and recommendations of the Fourth World Conference on Women (FWCW) are also reviewed, as they relate to the ICPD goals. *Component projects and the sub-programme will be subject to internal and external evaluations.*

7.2 Component Project Monitoring

Component projects will be analyzed based on technical, administrative, financial and evaluation reports as well as field visits. Such analyses will be summarized in Annual Project Reports (APRs). The main input for the APR is the component project work plan. The updated work plan will present the current status of component project implementation, including technical backstopping, monitoring and evaluation activities. The completion of the APR will be part of the preparation for the sub-programme review.

The executing and implementing agencies, and UNFPA field office will plan, conduct and follow-up field visits to each component project on a quarterly basis. These visits will enable the parties concerned to:

- a. identify technical issues for backstopping missions;
- b. identify technical and/or operational strengths and weaknesses;
- c. decide on corrective actions as necessary; and
- d. share the experience with other component projects in the sub-programme and with other sub-programmes.

Large projects will be visited more frequently. Field visit sites will be selected in cooperation with project management and executing agency. Reports will be completed for each visit, review and shared with all the concerned parties. These reports will be inputs to the APRs; and will be reviewed by the sub-programme review meeting.

The APR will have the following items for the deliberation: *component project progress, the extent to which activities have been accomplished according to the work plan; review of component project performance, its contribution to sub-programme outputs; identification of main facilitating and limiting factors; assessment of contribution to national capacity-building; assessment of technical backstopping; review of execution/implementation modality; gender issues; South-South activities; monitoring and evaluation; and tables (budgets, personnel, training, equipment, sub-contracts).*

Project Review Meeting (PRM) will be held at least once a year, after the APR has been prepared and comments by the executing agency and the UNFPA Representative have been received. Reports of the PRM constitute an input for the sub-programme review meeting. Component projects will be closed when they are financially and operationally completed. *The Final Project Review Meeting (FPRM)* will be held to deliberate on *the Final Project Report (FPR)*. The FPR is a record of the activities undertaken by the component project and its contribution to achieving sub-programme outputs. The report provides the Government, the executing agency and UNFPA with (a) the summation of the achievements of the component project; and (b) recommendations for the effective utilization of component project experiences and results.

8.0 RELATED ACTIVITIES AND OTHER SOURCES OF FUNDING

The NPP's and other development policies' formulation and implementation are related. Some of the policies that are relevant to NPP include the following: the Agriculture Policy of Tanzania; the National Environmental Policy; the National Youth Development Policy; the Community Development and Women in Development Policy; the Education and Training Policy; and the Health Policy.

PDS, as one of the three sub-programmes to be implemented in the UNFPA Fourth Country Programme of Assistance to Tanzania, is inter-linked with the other two sub-programmes of Reproductive Health and Advocacy. The PDS sub-programme is to be implemented in conjunction with the RH and advocacy sub-programmes; and other population programmes. Its activities will complement and be complemented by activities of projects under the other sub-programmes.

The PDS sub-programme will provide information, analysis and insights indispensable for advocacy sub-programme, and advocacy sub-programme will, in turn, contribute to many of the key activities of this sub-programme, including promotion of social policies which support population objectives, coordination of population activities, resource mobilization and utilization, and integration of population in development planning and policy making.

The PDS sub-programme will contribute to the RH sub-programme by supporting analyses both trends of factors affecting demographic behavior and by strengthening the basis for target-setting. Through cooperation with the RH sub-programme, the PDS sub-programme will have access to quantitative information regarding major concerns and needs of large segments of the population.

The advocacy sub-programme will not only make available information about gender disparities but will also throw light on the kinds of interventions which can help to reduce those disparities. The PDS sub-programme will make available to the advocacy sub-programme crucial information about the overall economic and social context and trends and will increase and spread sensitivity among organizations engaged in population activities.

The Family Life Education projects will sensitize pupils, teachers and parents to the seriousness of RH issues and to the complex interrelationships between population and development, thereby increasing interest in policy issues. The PDS sub-programme will, in turn, make available information and analyses essential to the in-school family life education projects.

9.0 GOVERNMENT FOLLOW-UP ACTIONS

The translation of PDS Sub-Programme objectives and strategies into actual programmes leading to adequate coordination and implementation of the population policy and programmes, requires a sound institutional framework coupled with strong public commitment and support. Indeed the successful implementation of the population policy and programmes depend mainly on the effectiveness of the institutional framework and mechanisms set up for effective coordination of the participating ministries, NGOs, communities etc.

The PISC and the TCPD will strengthen the necessary linkages with the Government, the NGOs and the private sector, the intended programme beneficiaries and the donor community. To this end the Government will strengthen the PISC and TCPD. The Government will make adequate financial allocations. The Government will also undertake effective resource mobilization and efficient management of the resources. These resources include: financial resources; material and technical resources and institutional and human resources.

The Government will set up the Population and Development Policy Programme enhance and strengthen institutional capacity for coordination and implementation.

On resources, the Planning Commission will be responsible for:

- i. developing a national strategy to ensure a systematic and coordinated approach for resource mobilization;
- ii. building national capacity to mobilize resources including aid;
- iii. conducting workshops for resource mobilization strategies;
- iv. conducting consultative meetings with the donor community; and
- v. identify the supportive roles of NGOs.

The Planning Commission will also ensure that:

- it guides and promotes the implementation of a comprehensive population programme which should be integrated within the framework of the development policy of the country;
- it coordinates and monitors population programmes of other organizations both public and private within the country; and
- full participation of NGOs and the private sector in attaining the objectives of the population policy is guaranteed.

The economic recovery, structural adjustment programmes and the Vision 2025 (in draft) will give due recognition to population issues in national development. Government will thus continue to adopt more comprehensive planning strategies and evolve policies that would ensure the integration of population factors in the development planning process at all stages. The Government will ensure that the work of PPU, its affiliates and collaborating institutions in advising and providing technical as well as institutions/back-up support, and related assistance to the TCPD/ZCPD produce the desired impact.

PDS SUB-PROGRAMME LOGICAL FRAMEWORK

Programme/Project	Objectively Verifiable Indicators (OVI)	Means of Verification (MOV)	Risks/ Assumptions
GOAL: To have contributed to bringing about population trends consistent with sustained economic growth in the context of sustainable development.	<ul style="list-style-type: none"> * Growth rates reduced from 2.8% to 2.5% by 2001 * Life expectancy increased from 51 years to 60 years by 2001 * Improvement of the country's ranking in Human Development Index. * Improvement in age dependency ratio and population dynamics 	<ul style="list-style-type: none"> * MIS/Surveys/Documents * Reports * TDHS * Human Development Report * Population Census 	Political commitment and community participation/ involvement
PURPOSE: To have contributed to adapting policies, plans and resource allocation to reflect the improved management of population issues in the development agenda, and meeting national and population goals.	<ul style="list-style-type: none"> * Improved NPP implementation; * A coordinated, integrated and holistic Approach to population issues advocated by ICPD/POA. * Human resource development policies and plans adopted to reflect implications and consequences of population dynamics 	<ul style="list-style-type: none"> * Human Resources Development /Population Policy Documents; * Resources Policy Documents; * MIS, Surveys and Reports 	Government willingness
OUTPUTS: Strengthened Planning Commission's ability/capacity to integrate population variables in development plans and programmes, and to be able to monitor those variables.	<ul style="list-style-type: none"> * Use of population data and analysis in development plans and programmes; * Establishment of network of public and private institutions to discuss implication of population dynamics 	<ul style="list-style-type: none"> * Surveys * Annual Development Plans * Reports of Meetings * Documents produced and distributed 	Interest and understanding of integrating of population factors in development plans and programmes

<p>2. Strengthened coordination and leadership capacity of PPU to harmonize, supervise, monitor and evaluate the implementation of NPP</p>	<ul style="list-style-type: none"> * Action Plans for policy implementation agreed across Government * Progress towards attainment of population policy goals monitored * Population projections and analysis produced by professional and technical staff * Use of local population data analysis in annual plans * Establishment of network of public and private institutions at all levels to discuss implications of population dynamics 	<ul style="list-style-type: none"> * Sectoral Ministry Reports * Annual Policy Reviews * Annual Policy Reviews * Reports of meetings * MIS 	<p>Government commitment to implement NPP</p>
<p>3. Strengthened data collection activities for programme development and implementation.</p>	<ul style="list-style-type: none"> * Population Research Agenda agreed * Population research studies conducted, discussed and disseminated 	<ul style="list-style-type: none"> * Research Agenda document * Research plans of participating institutions * Research documents published and disseminated 	<p>Interest of public and private institutions in population dynamics</p>
<p>4. Established a Population Information Network (PIN) at PPU to promote the planning, implementation and evaluation of the population programmes and activities.</p>	<ul style="list-style-type: none"> * Data incorporated into network * Standardized work sheets in use * MIS unit/Documentation Centre/PIN 	<ul style="list-style-type: none"> * Reports * MIS * Reviews 	
<p>5. Increased commitment and support for population-related programmes by decision-makers and community leaders</p>	<p>The number of policy and decision makers supporting implementation</p> <p>The of policy makers and community leaders involved in mobilizing support and resources for implementation of population-related programmes</p> <p>Increased budgetary allocation to implement population-related programmes</p>	<ul style="list-style-type: none"> * MIS Reports * Reviews * FMV Reports * Project Progress Reports * Annual Development Budgets 	<p>Willingness and commitment of leaders</p>

6. Increased support, understanding and appreciation of gender concerns by decision-makers and community leaders	<ul style="list-style-type: none"> *Number of policy and decision makers advocating for gender concerns *Number of community leaders involved in advocacy efforts to promote gender concerns 	<ul style="list-style-type: none"> *Media surveys *Administrative records *Records of community organizations 	Willingness of leaders to support
<p><u>ACTIVITIES:</u></p> <p>1.1 Integration of population factors in development planning</p> <p>1.2 Collection, analysis and use of population data</p> <p>1.3 Establishment of staff training programmes for selected planning and focal officers</p> <p>1.4 Equipping of population planning focal offices in sectoral ministries and pilot districts</p> <p>1.5 Sensitize policy and decision makers on population development interrelationships</p> <p>1.6 Institute measures to ensure policy P & D research policy implications and recommendations are fed into policy and programme formulation and decision making process</p>	<ul style="list-style-type: none"> *Integration strategies developed and applied at all levels *Inter-institutional linkages established *Population projections produced and disseminated at all levels *Numbers trained in IPDP *Numbers of trainees deployed *Data processing equipment installed 	<ul style="list-style-type: none"> *Development Plans *Sectoral Ministry Plans *Ministry of Plans Reports *Training Reports *Procurement Reports 	

<p>Identify/recruit consultant to review the Programme of Implementation of the NPP.</p> <p>Arrange orientation and appropriate training for PPU staff and focal personnel; and prepare, review and approve their workplans</p> <p>Updating training needs, and train Planning Commission staff, select sectoral ministries, regions, districts and NGO</p> <p>Prepare, adopt and implement Action Plans for implementing the NPP.</p> <p>Establish, review TOR, constitute and strengthening PISC, TCPD and NPC</p> <p>Review and update Action Plans in collaboration with executing and implementing agencies etc.</p> <p>Develop guidelines for M&E, and reporting mechanisms</p> <p>Organize periodic meetings and workshops to promote bilateral and multilateral inter-linkages/donor collaboration.</p> <p>Prepare and update inventory of NGOs engaged in population and population-related activities and assess their capacities, constraints, needs etc.</p> <p>Undertake annual critical assessment of gender sensitivity in all aspects of implementation of population policies, programmes and research in Tanzania.</p> <p>Provide technical expertise relating to demographic and cultural factors and policy issues and other support to collaborating institutions</p> <p>Support the planning and organization national and international population events/celebrations Develop criteria for selecting 30 focal district</p> <p>Assess short and intermediate term staff development needs of PPU as well as assist collaborating agencies to assess their training needs and priorities with respect to implementation of the national population policy</p> <p>Develop and adopt modalities of linkages with sectoral ministries, regions, districts, research and training institutions and NGOs.</p> <p>Design and implement comprehensive, short, intermediate and long-term training programme covering study tours, technical workshops, seminars, on-the-job training, and international conferences</p> <p>Compile comprehensive register of consultants/researchers in population field</p>	<ul style="list-style-type: none"> *National policy targets/milestones agreed *Mechanisms established for coordinating annual reviews *Number of focal persons established in sectoral ministries and districts *Population projects and analysis produced by professionals and technical staff *Use of local population data analysis by national, regional and district levels to discuss implications of population dynamics *Number of field monitoring visits and follow-up actions *TOR for PISC, TCPD and PC prepared and approved *Establishment of networks of public and private institutions at the national, regional and district levels and discuss implications of population dynamics *Number of impact assessments 	<ul style="list-style-type: none"> *Draft (revised) National Population Policy Paper *Parliamentary records *Press records *Workshop reports *Sectoral Ministry reports *Annual Review Reports *Annual Reviews *Progress reports *Site inspection reports *Monitoring and periodic evaluation reports *Mission reports 	<ul style="list-style-type: none"> *Government committed to the implementation of the NPP *Government support available *Participating agencies willingness to cooperate, collaborate and be coordinated
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3.1	Review of current P & D data availability and information gaps for policy development and programming	*Surveys/Documents/Reports	* MIS/Survey reports	Government willingness and support
3.2	Execution of research studies	*Operational and easily accessible integrated MIS in place		
3.3	Establishment of training programme for research staff	*MIS Reports circulated		
4	Review and compile baseline studies/literature review.			
5	Compile comprehensive register of consultants/ researchers in population field			
6	Develop a research agenda, ensuring gender sensitivity, suggestions/recommendations and determine priorities on the basis of population policy, ICPD, FWCW etc.			
7	Commission appropriate research institutions/ researchers;			
8	Mobilize resources and logistical support for research			
9	Ensure publication and wide dissemination of research findings as appropriate			
10	Institute measures to ensure policy implication and recommendations are fed back into policy formulation and decision making process.			

1	Acquire computer software and hardware as appropriate.		
2	Standardize inputs, codes etc.		
3	Develop data bank and databases		
4	Strengthen MIS unit at PC to receive, collate, review, synthesize and disseminate technical reports and other population data and information (priority training in DTP).		
5	Link the data bases through networking; train the potential users; and establish and sustain a network/club of data producers and users.		
6	Institute publication programme and prepare regular reports, occasional papers on special topics, bulletins, etc.		
7	Assist regional offices to strengthen regional documentation/information units for collection, storage, distribution and dissemination of essential population reports/documents.		
8	Assist selected districts to establish district documentation/information units of collection, storage and dissemination of basic population reports/documents.		

5.1	Consolidate collaboration with the Tanzania Parliamentary Group on Population and Development; and the Tanzania Women Parliamentary Group on Population and Development	*Number of Meetings held * Number of Workshop/Seminars *MIS Reports *PPR Reports	MIS Reports Study tour reports	
5.2	Conduct workshops on P&D interrelationships for decision makers and community leaders	*Number of policy makers, community leaders and community leaders involved in seminars, workshops and study tours	Minutes of meetings and reports on follow up	
5.3	Regular meetings with policy makers and community leaders to discuss population programmes and action plans	*TV/Radio programmes	Review reports Workshop/seminar reports	
5.4	Launching TV/radio sensitization and information sharing programme on population and development			
5.5	Involve decision makers and community leaders in workshops and seminar, as appropriate			
6	Involve policy makers, religious leaders and community leaders in study tours			
1	Consensus building in favour of gender concerns: girls education, inheritance and property ownership (including land ownership); shared responsibilities for the care and maintenance of children and the household etc.	Number of sensitization activities executed Number of decision makers and community leaders involved	MIS Reports Press reports Number of focal points identified	Conflict interest which may make key focal points disinterested in participating
2	Collection and analysis of information of factors that promote and that frustrate efforts on equity, equality and empowerment of women	Number of research studies reports disseminated and discussed		

*Annex B**SUB-PROGRAMME WORK PLAN*

<i>SUB-PROGRAMME ACTIVITY</i>	<i>Time/ Duration</i>	<i>Responsible Party</i>
<i>Sub-Programme development and document formulation</i>	<i>January- March 1997</i>	<i>PC, PC(Z), CST, UNFPA/NGOs/Training and Research Institutions</i>
<i>Sub-Programme document finalization, including logframe matrix</i>	<i>November 1997</i>	<i>- do -</i>
<i>Sub-Programme appraisal and approval (PAC)</i>	<i>November 1997</i>	<i>UNFPA/CR/Appraisal Committee</i>
<i>Start of the Sub-Programme Implementation</i>	<i>January 1998</i>	<i>UNFPA/PC/PC (Z)/NGOs/Training and Research</i>
<i>Field Monitoring Visit</i>	<i>March, June, September, December</i>	<i>UNFPA, GOVT, Implementing Agency, NGOs</i>
<i>Bi-annual Sub-Programme Review Meeting</i>	<i>June, November</i>	<i>UNFPA, GOVT, CST</i>
<i>Annual Sub-Programme Review</i>	<i>November</i>	<i>UNFPA/GOVT/CST/NGOs</i>
<i>Annual Country Review</i>	<i>December</i>	<i>UNFPA/Govt/CST/NGOs/Implementing Agency/Training and Research Institutions</i>
<i>Mid-Term Sub-Programme Evaluation</i>	<i>November 1999</i>	<i>-do-</i>
<i>End of Sub-Programme Evaluation</i>	<i>June 2001</i>	<i>-do-</i>
<i>Meeting to Review End-of-Sub-Programme Evaluation</i>	<i>October 2001</i>	<i>Ditto for all three Sub-Programmes</i>

LIST OF ABBREVIATIONS

AIDS	-	Acquired Immune Deficiency Syndrome
AMREF	-	African Medical Research and Foundation
ANU	-	Australia New University
CDTI	-	Community Development Training Institutes
CIDA	-	Canadian International Development Agency
CST	-	Country Support Team
DANIDA	-	Danish International Development Agency
DESA	-	United Nations Statistical Division
DFID	-	(British) Department for International Development
DSI	-	Development Studies Institute, Sokoine University of Agriculture
DHRP	-	Division of Human Resources Planning
FAO	-	Food and Agriculture Organization
FLE	-	Family Life Education
FPU	-	Family Planning Unit
FTPRM	-	Final Tripartite Project Review Meeting
GTZ	-	Gesellschaft Fuer Technische Zusammenarbeit
HIV	-	Human Immune-deficiency Virus
ICPD	-	International Conference on Population and Development
IDM	-	Institute of Development Management Mzumbe
IDS	-	Institute of Development Studies, Dar es Salaam University
IEC	-	Information Education and Communication
IMR	-	Infant Mortality Rate
JICA	-	Japanese International Cooperating agency
MATI	-	Ministry of Agriculture Training Institutes
MCDWAC	-	Ministry of Community Development, Women Affairs & Children
M&E	-	Monitoring and Evaluation
MIS	-	Management Information System
MOH	-	Ministry of Health
NACP	-	National AIDS Control Programme
NPC	-	National Population Committee
NPP	-	National Population Policy
NGO	-	Non-Governmental Organization
ODA	-	Overseas Development Administration
PC	-	Planning Commission
P&D	-	Population and Development
PDRS	-	Population and Development Research Secretariat
PDS	-	Population and Development Strategies Sub-Programme
PES	-	Post Enumeration Survey
PHC	-	Primary Health Care
PISC	-	Population Implementation Steering Committee
PPU	-	Population Planning Unit - Planning Commission
PRSD	-	Programme Review and Strategy Development
RH	-	Reproductive Health Sub-Programme
SADC	-	South African Development Coordination
SPC	-	Standard Performance Criteria
STD	-	Sexually Transmitted Diseases
STI	-	Sexual Tract Infections
TCPD	-	Tanzania Council for Population and Development

TFR	-	Total Fertility Rate
TDHS	-	Tanzania Demographic and Health Surveys
TGNP	-	Tanzania Gender Networking Programme
TSC	-	Technical Steering Committee
TSC	-	Teaching Service Commission
UNFPA	-	United Nations Population Fund
UNICEF	-	United Nations Children's Fund
USAID	-	United States Agency for International Development
WB	-	World Bank
WFP	-	World Food Programme
WHO	-	World Health Organization
ZCPD	-	Zanzibar Council for Population and Development
ZPC	-	Zanzibar Planning Commission
ZPCC	-	Zanzibar Population Coordinating Committee
ZPPU	-	Zanzibar Population Planning Unit - Zanzibar Planning Commission

The Appraisal Report for the PDS Sub-Programme

Parties Involved

The development of the sub-programme began in earnest in January 1997, immediately after the approval of the country programme.

- i The development of the sub-programme was accomplished through a series of three workshops. Participants to these workshops included the following:

From Mainland Tanzania:

Planning Commission, Ministry of Health, Ministry of Community Development, Women Affairs and Children, Ministry of Labour and Youth Development, Ministry of Education and Culture, Vice President's Office, Prime Minister's Office and Ministry of Agriculture.

From Zanzibar:

President's Office, Ministry of Planning and Investments, Ministry of Health, Ministry of Education, Ministry of Information, Tourism, Culture and Youth, Ministry of Women and Children, Ministry of Trade and Industries and Ministry of Agriculture.

From Training and Research Institutions:

University of Dar es Salaam, Sokoine University of Agriculture, Institute of Development Management, Mzumbe, and the Eastern and Southern Africa Statistical Training Centre.

NGOs:

Tanzania Gender Networking Programme, the Family Planning Association of Tanzania (UMATI), Seventh Day Adventist Church, Tanzania Federation of Disabled Associations, Tanzania Council for Social Development, and Tanzania Non-governmental Organizations (TANGO).

Donors:

UNDP, WFP, UNICEF, UNESCO, USAID and UNFPA.

The first workshop established and adopted the framework for the sub-programme. On the basis of the framework, the subsequent workshops developed the PDS goals, objectives, strategies and activities. The reports of the first two workshops worked on the basis for the development of the sub-programme document.

The draft of the document was widely circulated among stakeholders for comments. On the basis of these comments, draft document was revised and finalized jointly by the Planning Commission and UNFPA.

Format:

All sections and annexes have been completed, and included.

Logic and Consistency:

The overall goals are drawn from the approved country programme. The main issues addressed were identified at the document formulation workshops and in perfect consonance with the PRSD recommendations. The sub-programme will deal with six main issues.

- i. Strengthening the capacity of the Planning Commission to integrate population variables in development plans and programmes, and to monitor these variable:.
- ii. Strengthening the capacity of the Planning Commission to coordinate, monitor and evaluate the implementation of the national population policy;
- iii. Strengthening data collection activities for policy and programme development and implementation;
- iv. Establish and sustain a population information network, to promote the planning, implementation and evaluation of population programmes and activities;
- v. Increase commitment and support of population-related policies and programmes by policy makers and community leaders; and
- vi. Increase support, understanding and appreciation of gender concerns by policy makers and community leaders.

Through an extensive consultation, targets and indicators were identified.

Effectiveness:

In the previous country programmes, the Planning Commission did not succeed in providing coordination of population activities. In fact, instead of coordinating, the Planning Commission was itself an implementing agency.

To avoid a repeat of past experience, a variety of measures have been taken, including the following:

- formation of a well-defined institutional mechanisms, mandates, responsibilities, indicators of performance and targets;
- separation of coordination and implementation functions;

The sub-programme will mainly be implementing in 30 selected districts. This will avoid thinning and spreading out the limited resources.

Management Arrangements

The main bottlenecks in the implementation of the previous country programme include the broad and overlapping mandates, long and unclear chains of "command", imbalance between attributions and available resources, and excessively complex institutional structures.

In this regard, the sub-programme has well-defined organizations arrangements, clarifying mandates, responsibilities and functions. The sub-programme also pays attention to organizational factors affecting performance. The sub-programme plans to enhance and upgrade management skills and systems. Emphasis will be placed on performance and accountability, where performance will be measured by relevant indicators.

Gender Issues:

Gender issues are addressed through all the major activities of the sub-programme. The sub-programme will undertake annual critical assessment of gender sensitivity of all population programmes and activities.

Monitoring and Evaluation:

Quarterly sub-programme management meeting will review progress of implementation, plan activities for the following quarter and re-adjust the work plan. Annual Project Reviewers will review strategies, institutional settings, and other relevant issues of project implementation.

Sub-programme review meetings will be organized once a year. They will review the progress of all the component projects and the sub-projects, the sub-programme degree of achievement of outputs, and take joint decisions about implementation issues, coordination and complementarity of activities.

Field monitoring visits will be every second month. There will be evaluation for every component project once a year.

Multiplier Effects:

The PDS sub-programme is designed to provide leadership and coordination of the whole country programme.

In order to ensure complementarity of the activities of the three sub-programmes, a review meeting of the executing agencies and coordinators will be convened by this sub-programme.

The PDS sub-programme was jointly developed by all the major stakeholders in the three sub-programmes. In this regard, the consensus of the other sub-programmes will be addressed as appropriate.

Signed by: _____
Teferi Seyoum
UNFPA Representative

Date

Prepared by: _____
Christopher Mwaijonga
National Programme Officer

Date

Minutes of the Programme Appraisal Committee (PAC) Meeting
for the Population and Development Strategies Sub-programme
Held on 12 December 1997, in the UNFPA Conference Hall

Under the Chairmanship of the UNFPA Representative, the PAC meeting for the PDS sub-programme was held on 12 December 1997. The list of participants is attached as appendix 1.

The UNFPA Representative, Mr. Teferi Seyoum, welcomed the participants. He noted that the review of the sub-programme should be thorough. He emphasized the need to review the soundness and clarity of the document. "Inter-linkages must unmistakably be shown in the document" he noted.

The PDS sub-programme was presented by Mr. S. Buberwa, the Director of Human Resource Development, and Planning, Planning Commission. Mr. Buberwa recapitulated the sub-programme development process. He specifically referred to the workshops used to develop the sub-programme. His presentation followed the main sections of the sub-programme document. He emphasized the lessons learned regarding the design and implementation of population programmes reflecting the need for change in priorities, approaches and methods.

With regard to priorities, the Government places increasing importance on promoting the well-being of individual women and men. With respect to approaches and methods, the Government seeks to shift emphasis from promoting the adoption of policies to emphasis on supporting implementation of operational population policy and programmes.

In this regard, the sub-programme will aim at achieving the following outputs:

- i. Strengthening the capacity of the Planning Commission to integrate population variables in development plans and programmes, and to monitor those variables;
- ii. Strengthening the capacity of the Planning Commission to coordinate, monitor and evaluate the implementation of the national population policy;
- iii. Strengthening data collection activities for policy and programme development and implementation;
- iv. Establish and sustain a population information network, to promote the planning, implementation and evaluation of population programmes and activities;
- v. Increase commitment and support of population-related policies and programmes by policy makers and community leaders; and
- vi. Increase support, understanding and appreciation of gender concerns by policy makers and community leaders.

After the presentation, participants made the following comments and recommendations.

Comments:

1. IEC and gender activities in the document give a wrong impression that PPU will implement those activities. There is therefore need to have a clear distinction between execution, coordination and implementing agency functions and responsibilities.
2. The need for PPU to establish a database was underscored. Long-term, carefully targeted, selective programmes for building awareness and understanding of population development inter-relationships are still needed. Consideration of population/development inter-relationships at district level is advantageous.

It was pointed that district-focus facilitates the taking into account of inter-relationships which operate at that level. It is also conducive to interest in and support for population programmes. For many reasons, including limited data and analyses, rapid turn-over of officials and leaders and pre-occupation with short-term difficulties, creating awareness of the implications of population trends is likely to be a long and complex process.
3. Integration of population in development planning is limited. It is possible and useful to enlarge the institution and conceptual bases for integrating population development planning. In particular, there is need for preparing new strategies, reaching a wider variety of policy makers, programme implementors and specialists at all levels and finding allies and partners.
4. In considering policy and programme issues in revising the national population policy, there is need to have a wider participation. In this connection, it was seen to be desirable to use a wide variety of channels and methods, and mechanisms for involving communities.
5. It was pointed out that the point of departure for the country programme and the sub-programmes is the population policy. It noted that there was need to clarify mandates, roles, responsibilities and functions of the major players and institutions in PDS thematic area.

There is also need to indicate the operational linkages between Planning Commission and its structures to the RH and advocacy sub-programme. It was emphasized that coordination by Planning Commission should not be conceived in hierarchical supervision, superior-subordinate relationship. It was clarified that coordination is expected to be supportive, to keep all players informed and updated about population programmes and their operations. It will also facilitate capacity building.
6. Integration of population in development requires staff development. It was noted that PPU as part of its overall coordination responsibility will monitor and support or facilitate training of PPU staff.
7. It was noted that the leadership role mandate, responsibilities and functions of PPU should be clearly stated.
8. It was noted that PPU was very critical in the implementation of the population programme. There was need to have a broader perception of the programme.
9. In the same vein, PPU will need to develop a research agenda, and sub-contract its implementation as necessary

10. PPU will need to develop linkages with NGOs. As and when feasible, the appropriate NGOs should be assigned through sub-contracts, implementation of the national population policy. The sub-contracted implementation need to be monitored. PPU will have to be the focal point through which information is transmitted and received.

Recommendation:

The meeting recommended the approval of the sub-programme, subject to fine-tuning, in line with the comments.

Signed by:

Teferi Seyoum
UNFPA Representative

Date

Signed by:

Christopher Mwaijonga
National Programme Officer

Date