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AIDE-MEMOIRE

TANZANIA WORKSHOP

“Harmonizing the Tanzanian APRM National Plan of Action (NPoA) with the existing development strategies and Medium Term Expenditure Framework (MTEF)”

25-26 September 2012
Dar es Salaam, Tanzania

"APRM is like a mirror that helps us to see ourselves where we are and what we have achieved in terms of ensuring democratic leadership and good governance and economic development in our countries. It is against this that we are more than ready to implement your recommendations when the right time comes," - President of the Republic of Tanzania (March 2012).

A- Background

The African Peer Review Mechanism (APRM), an unprecedented effort to promote good governance in the continent, was adopted in March 2003 by the Heads of States and Government Implementing Committee (HSGIC) within the framework of the New Partnership for African Development (NEPAD)¹.

While the other internationally-agreed governance mechanisms also monitor the activities of governments, the APRM is an innovative accountability mechanism, seeking to redress the imbalances between the state and society. It is a mutually agreed instrument that the African Union member States accede voluntarily to, in order to conduct self-assessment and monitoring of their governance systems. Second, the APRM is citizen centered thus allowing citizens to have constructive dialogue with their respective governments in order to overcome their national governance weaknesses. Third, through APRM, national authorities are accountable to the Forum of African Heads of State and Government to bear peer pressure and to learn from each others' successes and best practices in order to meet their mutually established commitments. Finally, APRM takes a comprehensive view of all aspects of country's governance system and good practices in four thematic areas of democracy and political governance, economic governance and management, corporate governance, and socio-economic development

Since its inception, sixteen (16) ² out of the 31 acceded APRM countries have completed the process: Self-assessments, external and peer reviews. The APRM country review reports (CRR) and the APRM National Plan of Actions (NPOAs) are the main outputs of the mechanisms. Both documents have made competent assessments and recommendation to address the governance deficiencies observed in the reviewed countries.

In addition, one of the most significant value additions from and achievements of the mechanism has been to flag and diagnose openly and frankly systemic and structural governance issues that most of the participating APRM African States face in their

¹ Declaration on Democracy, Political, Economic and Corporate Governance (Declaration on Democracy and Governance), AHG/235 (XXXVIII) Annex I, art. 18.

² Ghana, Kenya, Algeria, Benin, Burkina Faso, Nigeria, Lesotho, Mali, Mozambique, Rwanda, South Africa, Uganda, Mauritius, Ethiopia, Zambia and Sierra Leone. Zambia CRM was completed but not yet reviewed.

governance systems. During the reviews, the APRM CRRs of almost all reviewed countries have revealed the existence of certain governance patterns. Among the most widely recurring problems, referred to as cross cutting issues, the following thematic areas have been identified: **(a)** Managing Diversity **(b)** Corruption; **(c)** Land Resource Management and **(d)** Elections.

B- The APRM National Plan of Actions (APRM-NPoA)

The APRM National Plan of Action (NPoA) is a critical output of the country peer review process and the major value addition of the mechanism as a whole largely depends on the quality of policy-priority setting that goes into the NPoA and its implementation.

According to the APRM Country Guidelines, the primary purpose of the NPoA is to identify governance areas that need to be improved and to mobilize the country's efforts in implementing the necessary changes to enhance its state of governance and socio-economic development. The NPoA established as a matrix, presents (i) the country's governance priorities; (ii) the activities to be undertaken to tackle identified deficiencies; (iii) the cost and timeframe of each activity; and (iv) the responsibilities of each stakeholder (government, parliament, civil society and the private sector) in implementing and monitoring the plans. For its effective implementation and adequate funding, the national planning systems of the APRM peer-reviewed countries should take into account the NPoA recommendations.

However, experiences and studies from peer-reviewed countries, pointed out that the implementation of the NPoAs is the single most challenging issue that the APRM process is encountering. The process is likely to lose its credibility among African Citizens if APRM countries do not implementing the agreed actions to correct governance deficiencies highlighted in the NPoAs.

Here are some of the identified weaknesses in the APRM peer-reviewed countries for the implementation of the NPoA:

- Duplication of NPoA projects with pre-existing national programmes/plans;
- Discrepancies between the costs of the NPoAs and the information held by the relevant sectoral ministries (MDAs);
- Difficulties in identifying the NPoA programmes and projects in the national budgets and thus its impact on the Medium Term Expenditure Framework (MTEF);

- Lack of clear links between NPoA and the funding mechanisms such as the national budget and Medium-Term Expenditure Framework (MTEF); and
- Weak coordination between institutions responsible for the NPoAs' costing and those responsible for its funding.

Against this background, the APRM Strategic partners, mainly UNECA and UNDP, initiated a series of research to investigate the deficiencies, challenges and best practises for effective implementation of the NPoA in order to provide technical assistance to APRM participating countries. The findings from the research indicated that due to resource scarcity the best way to make the NPoA operational, adequately funded and efficiently implemented was to explore synergies between APRM-NPoAs and other existing national development plans (NDPs), including the Medium Term Expenditure Framework (MTEF), in order to harness the potential of leveraging the APRM-NPoA activities into the NDPs.

In this regard, after field missions³ and consultations with main stakeholders of APRM countries⁴, UNDP and ECA developed a Framework for harmonising APRM-NPoAs and other national plans⁵ to provide APRM countries the critical tools and information needed to synchronise their respective APRM-NPoAs with pre-existing national development plans within the context of a common MTEF.

The APRM strategic partners have strived to support the implementation of NPoA through the organization of national workshops aimed at supporting peer learning and best practices emerging from APRM pioneer countries. In this regard, they designed a series of national NPoAs harmonisation workshops through peer learning, exchanges of best practises and lessons learned. The first of a series of workshops was launched in Mauritius in April 2012⁶.

C- The Case of Tanzania

Tanzania is among the 31 African countries that have acceded to APRM process so far. It joined on May 2004 and started the self assessment process in 2007 by producing the country self-assessment report and the national programme of action

³ Field missions were conducted in 4 countries (Ghana, Rwanda, Uganda, and Benin) from April 2007 to June 2009

⁴ Expert Group meeting on “Harmonizing of the APRM-NPoAs with the National Development Plans” held in Kampala, Uganda, 29-30 September 2010

⁵ UNDP/UNECA- ECA/GPAD/APRM/TP/11/2: A Framework Document “Harmonizing APRM-NPoAs and Other National Plans into a Common Medium Term Expenditure Framework (MTEF)” May 2011

⁶ <http://new.uneca.org/aprm/home>

in 2009. The CSS report as well the NPoA were revised in 2011 to take into account political and socio-economic changes.

The APRM Country Review Mission (CRM) visited the country from 24 Feb to 15 March 2012 to review Tanzania's performance of its governance commitments. The Country Review Report is under finalisation and will be presented to the APRM Forum in January 2013 during the AU Summit in Addis Ababa, Ethiopia.

Even though the country has yet to be peer-reviewed at the level of the Peer Review Forum, the Tanzanian APRM authorities requested UNDP and UNECA's technical assistance to harmonize their NPoAs with the National Strategic Plan. ECA and UNDP agreed to carry out a national workshop on how APRM countries can harmonize the NPoA with existing development strategies and Medium Term Expenditure Frameworks (MTEF).

D- Objective of the workshop

The purpose of the workshop is to provide necessary information, tools and best practises to national authorities in order to facilitate the integration of APRM-NPoA into existing National development plans (MKUKUTA II) within the context of MTEF, through peer learning and best practises case studies.

The workshop will prepare participants to ensure the development, implementation and monitoring of a coherent NPoA through the existing national development strategy by:

- Gaining/enhancing familiarity with and understanding of the major concepts, issues and skills that are required in the design and implementation of the APRM-NPoAs;
- Identifying the competencies for successful harmonization of NPoAs with existing development strategies based on the ECA/UNDP guidelines;
- Practicing lessons and best practices based on case studies;
- Acquiring strategies for the systematic collection of data, information and coordination of Ministries, Departments and Agencies (MDAs) in the formulation of the NPoA;
- Exploring guidelines for engaging special circumstances (e.g. funding gaps); and
- Identifying approaches to monitoring and evaluation suitable to the country's planning system.

E- Expected outcome

This workshop comes at a vital time for the Tanzanian APRM process. The country is finalising its APRM-NPoA and getting ready to be peer-reviewed. The workshop will provide a real opportunity for Tanzanian civil servants as well civil society representatives to learn from the experiences of their peers, address the key challenges and suggest concrete tools and actions which will make their NPoA a credible and operational document for national socio-economic development processes and mechanisms.

To do so, the workshop will assist the Tanzanian participants to:

- Identify the main stakeholders of the NPoA and their respective responsibilities;
- Integrate the NPoA into MTEF, annual budgets and National Development Plans and to become an integral part of these plans;
- Mobilize funds for its implementation; and
- Monitor and evaluate NPoA implementation;

At the end of the workshop, the organizers are hopeful that the Republic of Tanzania will have acquired enough technical knowledge to effectively implement and monitor its NPoA and mobilize adequate funds through its MTEF.

F- Format of the workshop

The workshop will be fully participatory in order to allow interactive dialogue, case studies, presentations by African experts, peer learning and sharing of best practices. This will ensure knowledge sharing, a vital building block towards the effective designing, costing and implementation of the NPoA. Since this is a technical and a peer learning workshop, no resolutions or declarations are expected from this workshop.

G- Documentation

The following documents will be shared with the participants:

- The Aide-Memoire of the workshop;
- The provisional agenda of the workshop;
- The draft Tanzania APRM-NPoA;
- MKUKUTA II- The Second National Strategy for Growth and Reduction of Poverty (NSGRP)- 2010/11 and 2014/15; and

- A Framework Document “Harmonizing APRM-NPoAs and Other National Plans into a Common Medium Term Expenditure Framework (MTEF)”.

H- Partnerships

The workshop is being organized by the APRM Support Section of the Economic Commission for Africa (UNECA) and the United Nations Development Program (Tanzania CO and Regional Centre for Eastern and Southern Africa), in close collaboration with the Tanzanian APRM authorities (NGC and National Focal Point).

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