

**One UN Pilot Programme: Tanzania**

**Joint Programme on Environment  
With a Focus on Climate Change, Land Degradation/Desertification and Natural Resources  
Management**

**January 2009 – June 2010**

*Overview*

Tanzania's natural resources are the main source of peoples' livelihoods and backbone of the country's main productive sectors. The relationship between economic development and rational management of the environment and its natural resources is emphasized in the National Environmental Policy, (NEP) 1997 and the National Strategy for Growth and Reduction of Poverty (NSGRP) or MKUKUTA/MKUZA in Kiswahili. The NEP identifies land degradation, loss of wildlife habitat and biodiversity, ecosystem deterioration and deforestation as critical environmental problems, requiring urgent intervention. The impacts of poverty and climate change are likely to further aggravate these problems, thus increasing the vulnerability of both urban and rural communities, as well as that of the natural resources and the environment providing livelihood to the people. The Millennium Development Goal 7 also recognizes the importance of addressing the adverse impact of environmental degradation on people's livelihoods

To respond to these critical problems, this Joint Programme aims at increasing the capacity of the Vice President's Office (VPO), the Prime Ministers' Office Regional Administration Local Government (PMO-RALG) and the Ministry of Finance and Economic Affairs (MoFEA) to coordinate and lead the implementation of key national environmental policies and plans. The Joint Programme will therefore focus on mainstreaming environmental sustainability and climate change - including disaster preparedness and risk reduction - in the policies, strategies, programmes and plans of key sectors: Energy, Water, Natural Resource Management, Agriculture and Livestock Development & Fisheries. Recognizing the importance of working with local communities and local government in order to achieve concrete results, this Joint Programme will ensure that LGA's plans and budgets address local environmental priorities and integrate environmental management issues.

One of the areas of focus for the programme is to increase investment for environmental management by strengthening the capacity of government and the private sector to access funding opportunities (both local & international) for adaptation and mitigation, such as the Clean Development Mechanism (CDM). In this area, the programme aims at developing a strong set of bankable CDM project proposals to be submitted to the relevant financing institutions, while working with the VPO to build skills and capacity for carrying out due diligence with respect to sustainable development and quality assessment.

The UN will capitalize on its extensive experience in policy and technical support and propose various strategies for the delivery of the objectives of the Joint Programme on Environment. In addition, the programme will promote linkages with existing Joint Programmes, particularly the JP on Wealth Creation, Capacity Development and Disaster and Risk Reduction.

The proposed Joint Programme will assist Tanzania's progress towards achieving goals of MKUKUTA/MKUZA, as well as the MDGs, by supporting government's efforts to address challenges as articulated in the following key policy and programming documents which as outlined below:

**MKUKUTA CLUSTER I (Goal 2 and 4):** Broad based and equitable growth is achieved and sustained

**MKUKUTA CLUSTER II (Goal 3):** Improved Quality of Life and Social Well-Being with a particular focus on the poorest and most vulnerable groups

**MKUKUTA CLUSTER I & II (Goal 1 and 2):** Structures and systems of governance as well as rule of law are democratic, participatory, representative, accountable and inclusive and equitable allocation of public resources with corruption effectively addressed.

**UNDAF Outcome 1, 2, and 3.** Increased access to income opportunities; quality basic social services and Democratic structures strengthened

**Country Programme Outcome 1.1:** Increased adoption of equitable pro-poor and gender sensitive economic policies and programmes

**Country Programme Outcome 1.3:** Increased food availability and access for the most vulnerable populations, including those infected and affected by HIV and AIDS and their caregivers.

**Country Programme Outcome 2.3:** Improved community access to safe, clean water and environmental sanitation in the rural and urban areas

**Country Programme Outputs 1.3 to 3.6:** Enhanced government capacity for disaster preparedness, response to refugee flows, and management of transition from humanitarian assistance to development

**Expected JP outputs/results**

1: VPO, sector MDAs, MoF and PMO-RALG are able to provide coordinated leadership and key national environmental programmes and activities implemented.

2: Key sectors (Energy, Water, NRM, Agriculture Livestock & fisheries) mainstream Environmental Sustainability and Climate Change issues in their policies, strategies, programmes and Plans including disaster and risk reduction.

3: LGAs plans and budgets that address local environmental priorities and integrate national environment management programmes are implemented.

4: Increased funding for Environmental Management from national and international environment funding mechanisms - CDM projects funded.

**Partners:**

**UN Agencies:** FAO, IFAD, UNDP, UNEP, UNESCO &, UNIDO

**Government:** VPO – DOE, PMO-RALG, MOFEA, MNRT, MAFC, MLDF, MoWI, MEM and MTI, NEMC & TMA

**Fund Management:** Combination of pooled and parallel with a gradual move towards increased pooling and use of national systems

**Managing Agent:** UNDP

Estimated budget:

Allocated resources: .....

Unfunded budget: .....

## 1. Background & Analysis

### 1.1 Status and trends in development conditions/national policies

The National Environment Policy (1997) identified six environmental problems which need urgent intervention in Tanzania. These problems are i) land degradation which reduces productivity of soils; ii) loss of wildlife habitat and biodiversity, iii) environmental pollution, iv) deterioration of aquatic ecosystem, v) deforestation due to clearance of forests and woodlands, and vi) poor access of quality water to urban and rural communities. These problems are likely to continue as poverty and climate change adverse impacts take their toll, thus increasing vulnerability of both urban and rural people as well as natural resources and environment which provide livelihood to these communities. Despite the importance and urgency of addressing all these problems, this concept note on UN Environment Joint Programme focuses on three broad pilot areas, namely: Natural Resource management, Land Degradation/Desertification and Climate Change. Other equally important and priority environmental problems highlighted above will be addressed in the subsequent Joint UN programme to be formulated in future.

According to the National Biodiversity Strategy and Action Plan (2000), Tanzania is one of the 12 mega-diversity countries in the world. It has one of the world's 20 biodiversity hotspots and is home to high diversity of flora and fauna. Despite abundance of these biological natural resources, the country still faces the challenge of using this rich endowment for poverty reduction while simultaneously ensuring the long-term productive potential of these resources and maintenance of their environmental functions. Several reports indicate that these abundant natural resources, which can be used to contribute significantly to human development, is on the decline (MNRT 2005).

Change in extent of forest and other wooded land in Tanzania 1990-2005									
Forest							Other wooded land		
Area			Annual change rate				Area		
1990	2000	2005	1990-2000		2000-2005		1990	2000	2005
1000 ha	1000 ha	1000 ha	1000 ha/yr	%	1000 ha/yr	%	1000 ha	1000 ha	1000 ha
41,441	37,318	35,257	-412	-1.0	-412	-1.1	22,374	10,629	4,756

*Source: The Global Forest Resources Assessment 2005 (FRA 2005). According to the MDG Progress Report (2006) the rate of deforestation in Tanzania is 500,000 Ha per annum is*

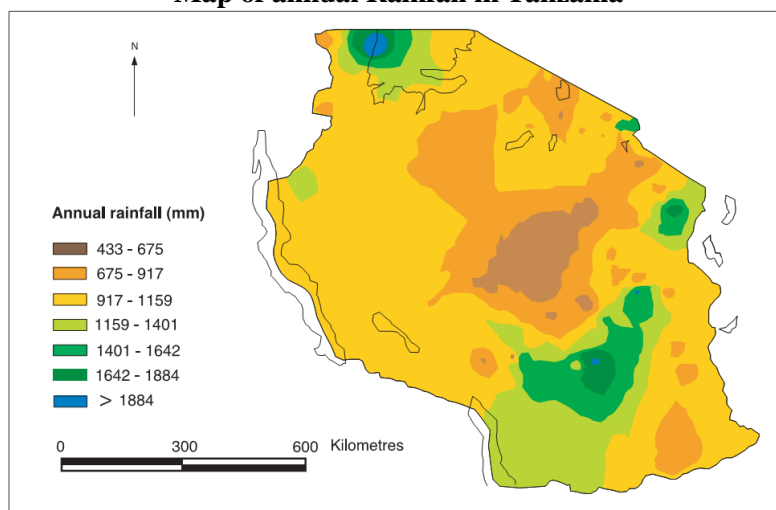
According to the National Action Programme (NAP) for combating desertification and land degradation, over 60% of Tanzania's land area is classified as arid and semi arid (URT 2004). NAP also provides priority areas and actions for interventions. However, given the financial constraints, the government of Tanzania has not managed to implement most of the recommended measures and plans.

Furthermore, the fourth report by the Intergovernmental Panel on Climate Change (IPCC) confirmed with high confidence, that warming of the earth's climate system is unequivocal and attributable to human activities. Scientific evidence informs that the impacts of climate change are not evenly distributed (Stern Report 2006). ). Least developed countries like Tanzania, contributing the least to the problem, are likely to be impacted more than developed countries.

In Tanzania, the impacts of global warming are already taking their toll. Measurements from 21 meteorological stations have shown a steady increase in temperature of 0.2°C for the past 30 years and are now felt in all sectors of the economy. Severe and recurrent droughts in the past few years triggered devastating power crisis in 2006, forcing the government to reallocate additional resources initially committed for other development programmes to thermal electricity production. In addition, dropping of water levels of Lake Victoria and Lake Tanganyika as well as dramatic recession by seven kilometers of

Lake Rukwa in the past fifty years are all attributed to climate change impacts. About 80% of the glacier on Mount Kilimanjaro has been lost since 1912, whereas the intrusion of sea water into fresh water wells along the coast of Bagamoyo and the submerging of Maziwe Island in Pangani are also attributed to sea level rise due to Climate Change.

**Map of annual Rainfall in Tanzania**



Source Poverty and Human Development Report 2007  
(except from the Ministry of Water, Water Resource Division, 2005)

The adverse impacts of climate change on the environment, human health, food security, human settlements, economic activities, natural resources and physical infrastructure are already vivid and could undermine national efforts to attain the Millennium Development Goals and place poverty reduction efforts in jeopardy. In view of this, efforts to address climate change through enhancing adaptation as well as mitigation measures are of equal importance to Tanzania. Climate-related diseases like malaria prevalence has emerged in areas where it was not commonly found such as some parts of Kagera Region, Rungwe in Mbeya Region, Lushoto and Amani in Tanga Region. Climate change is now the biggest global problem posing challenges to sustainable livelihood and economic development, particularly for vulnerable, poor communities and countries. Both views are supported by the UNDP Human Development Report (HDR 2007/8), which points out clearly that both Adaptation and Mitigation measures are necessary in addressing climate change.

Progress towards achievement of MDG7

	1990	2000	2005
<b>GOAL 7: ENSURE ENVIRONMENTAL SUSTAINABILITY</b>			
Proportion of land area covered by forest	46%		37.5%
Proportion of people using solid fuels (wood, charcoal, dung)	90%	90%	94%
Proportion of population with sustainable access to an improved water sources (Rural/Urban)		42/85 (2002)	53/73% (2003) 78 (2005)*
Proportion of people with access to improved sanitation (Rural/Urban)		91 (2002)	88.9 / 98.5

Source: MDG Report 2006, \* TDHS2004/05

### 1.2 & 1.3 National response & Assessment of national capacities

In addressing environmental problems and challenges, Tanzania has enacted several pieces of legislation, programmes, strategies and action plans in various sectors. In addition to the National Environmental

Policy of 1997, there are various sectoral policies which complement each other in ensuring sustainable management of natural and environmental resources in Tanzania. Such policies include: Zanzibar Environmental Policy (1992); the Forestry Policy (1998); the Wildlife Policy (1998), the Land Policy (1999); the National Tourism Policy (1999); the National Human Settlements Development Policy (2000); National Water Policy (2002), the Energy Policy (2003) among others.

In order to address land degradation and desertification, Tanzania formulated a National Action Programme (NAP) in 1999, which was revised in 2004. Unlike other strategies, very few activities identified under NAP have been supported and implemented. Although the government attaches high priority in this area, there is inadequate support from the international community to address land degradation and desertification in the country. Most of the activities implemented so far are supported by government resources. To intensify these efforts, in March 2006, the government launched a National Strategy for Urgent Action on Land Degradation and Conservation of Water Catchment Areas (MKAKATI), which has helped recovery of many environmentally sensitive and important areas like Ifefu basin in Mbeya region.

Furthermore, Tanzania has prepared several initiatives, like the National Biological Strategy and Action Plan (NBSAP, 2000), the National Environmental Research Agenda, (NERA) [2008 – 2013] both of which inform policy and decision making processes in ensuring sustainable development of the country. NERA highlights national priority research areas and gives direction to environmental managers, researchers and the academia as well as development partners in their plans and funding of environmentally related research activities in the country. While some of the priority measures have been implemented, many are yet to be implemented due to inadequate financial resources.

In 2004, Tanzania enacted an Environment Management Act Cap 191, which provides a framework for environmental management in Tanzania. According to EMA (2004) all environmental issues are coordinated by the Vice President's Office-Division of Environment in collaboration with relevant sectors.

At international level, Tanzania is a Party to several Multilateral Environmental Agreements (MEAs). Among those there are a number of key conventions which are extremely relevant in the context of climate change, land degradation-desertification and natural resource management The Convention on Biological Diversity (CBD, ratified in March, 1996);

- The United Nations Framework Convention on Climate Change (UNFCCC, ratified in April, 1996);
- The United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa (UNCCD, ratified in June, 1997)
- The Convention for the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region and Related Protocols (Nairobi Convention, ratified in March, 1996);
- The Vienna Convention on the Protection of Ozone Layer and the Montreal Protocol on Substances that Deplete the Ozone Layer (both acceded in April, 1993).

Various institutions are tasked with responsibilities related to environment:

- the Vice President's Office, Division of Environment (VPO/DOE) has a national coordination role in the implementation of policy and plans;
- Specific sector policies fall under relevant ministries such as Ministry of Natural Resource and Tourism (MNRT), Ministry of Agriculture, Food Security and Cooperatives, Ministry for Livestock Development & Fisheries, Ministry of Water and Irrigation, the Ministry for Energy and Minerals;
- Prime Minister's Office Regional Administration and Local Government (PMO-RALG) facilitates Local Government Authorities (LGAs), to understand national policies and plans and their role in implementation.

Cognizant to the impacts of climate change on people's livelihoods, the Government of Tanzania prepared the National Adaptation Action Plan (NAPA) that was finalized in 2007. The preparation process was financially supported by GEF through UNEP. The NAPA identified priority areas for which urgent and immediate action is required for the country to adapt to reduce the effects of climate change. Some of the activities identified include:

- Strengthening of Early warning Systems and Disaster Preparedness in various sectors such as Agriculture, Water and Energy;
- Improving food security in drought prone areas;
- Improving water availability to water stressed communities;
- Shifting of shallow wells affected by inundation in the coastal regions of Tanzania mainland and Zanzibar;
- Climate change adaptation through participatory reforestation;
- Combating malaria epidemic in mosquito infested areas;

## **2. Past Cooperation and Lessons Learned**

### **2.1 Overview of key results achieved in the past**

The UN, together with other partners, has supported the integration of environment into the poverty reduction strategy process in Tanzania since 2003. Major achievements include successful mainstreaming of environment into MKUKUTA and incorporating Poverty – environment indicators into MKUKUTA monitoring system. Through the same programme UN support was extended to the Government in the finalization of the EMA2004 specifically in conducting stakeholder's consultations and the review of the bill prior to submission to the parliament for approval. In addition, the UN is further supporting the preparation of some environmental regulations as required under the act; so far four out of about sixty regulations have been completed. The Joint Programme on environment builds on these previous achievements with particular focus on building capacities of key MDAs and LGAs participating in this programme. It also promotes sustainability of environment mainstreaming by integrating it into the structural procedures of the government. The JP will seek to support the achievement of environmental targets contained in the MKUKUTA and provides complementary support to the implementation of the EMA (2004).

The UN agencies are among the implementing agencies of the Global Environment Facility (GEF) and are supporting programmes that conserve Tanzania's valuable biodiversity while ensuring communities benefit from these resources. Tanzania is party to a range of multilateral environment agreements and the UN provides support to the Government in the development and implementation of these agreements, as a means of valuing and maintaining biodiversity and ensuring access and use of these resources by local communities. UNDP and UNEP facilitated development of major GEF programmes in consultation with government to support the management, conservation and use of terrestrial and marine biodiversity. These projects include the Conservation of the Eastern Arc Mountain Forests, Coastal Forests, support to Marine Parks, and Selous Niassa.

In addition to the PEI, UNEP has been engaged in a number of national and regional activities in Tanzania, including:

- support to the VPO in the preparation of the initial national communication related to the UNFCCC and in the development of the National Adaptation Plan of Action (NAPA);
- implementation of the African Environmental Information Network (AEIN) and assessment of the threats to the critical montane forests of Mt. Kilimanjaro;

support to community participation for biodiversity conservation and environment rehabilitation in Kibondo and Ngara districts of North Western Tanzania and, currently also supporting LGAs in North Western Tanzania with a capacity support for EIA, SEA and raising of awareness of environmental legislation through the Joint Programme 6.1

Energy is critical for growth and poverty reduction technologies. In order to ensure access to modern energy services UNDP has been working with government on promoting renewable energy including photovoltaic initiatives in the Lake Victoria region and the more sustainable use of biomass (includes wood and charcoal). An essential element of all this work is the support to local communities and non-government organisations for grassroots initiatives supporting agricultural, forestry and water programmes. Some of successful activities under ASDP would be scaled up as appropriate

Tanzania participates in activities of the Man and Biosphere (MAB) Programme; e.g. Tanzania participated in the 3rd World Congress of MAB in Madrid, Spain where important decisions were made regarding the national and international actions for the implementation of MAB strategies. Through UNESCO's support the country has established three biosphere reserves listed in the World Network of Biosphere Reserves (WNBR), namely the East Usambara Biosphere Reserve, the Lake Manyara Biosphere Reserve and the Serengeti-Ngorongoro Biosphere Reserves which also doubles as a World Heritage Site. In addition, UNESCO (through Japanese trust fund) is currently supporting the governments of Tanzania and Kenya in an activity to create a mutually shared vision of alternative future for sustainability of ecosystems and livelihoods in the Amboseli-Kilimanjaro cross border complex.

The Government has developed a programme to support implementation of the Environment Management Act – EMA Implementation Support Programme (EMA ISP 2007 – 2012). This programme aims at putting in place the capacities required to efficiently and effectively manage the environment. The programme will assist national and local level government institutions to contribute to the national development objectives of sustainable growth and poverty reduction by supporting activities necessary for effective implementation of EMA. The Joint Programme will build on EMAISP activities but ensure that there is no duplication.

## **2.2 Major lessons learned**

While the previous UN support was sectoral in nature, lessons have shown that in order to achieve meaningful results, the 'environment' must be presented as an integral part in all poverty reduction initiatives. In line with MKUKUTA, the Joint Programme, will adopt a cross cutting approach in mainstreaming environment and climate change adaptation in the plans and policies of sectors participating into this programme as a starting point with a view to expand in the future as resources becomes available. Particular attention will be paid to building critical the capacity for mainstreaming environment in the participating sectors to ensure effective implementation of policies at local government levels, with increased community participation

Another key lesson learnt is the imperative of strong Government leadership and national ownership, as well as the importance of aligning efforts with national policy and programming priorities and systems. This maximizes aid effectiveness in terms of programme implementation, impact, and sustainability. Equally important is the quality of the partnerships underpinning programme design and implementation. The early involvement of partners (including the voices of the poor people, and the private sector) in the process of programme design and implementation is crucial and will lead to consensus-building and the enhancement of ownership by partners.

There is also need to continue harmonizing these developing programmes with government at the central and local levels and within the UN in programming cycles, instruments and operational procedures. This will not only reduce transaction costs, but also ensure that UN Agencies bring their comparative advantage to bear on joint programmes and further promote the spirit of One UN working jointly to respond to national priorities.

## **3. UN Support**

### **3.1 Overview of the relation of the UNDAF to the One Programme**

The United Nations Development Assistance Framework (UNDAF) for the United Republic of Tanzania represents the Business Plan of seventeen UN Agencies. It is a strategic, results-based and upstream policy-influencing tool, which seeks to support Tanzania's development aspirations and priorities as outlined in the Vision 2025 (Tanzania mainland), the Vision 2020 (Zanzibar), the MKUKUTA and MKUZA and the JAST. The UN response aims at promoting a rights-based approach to poverty reduction by giving particular attention to the most vulnerable groups to ensure that they participate in and benefit from the growth and development process.

The UNDAF 2007-10 is aligned to the three outcome-oriented pillars of Tanzania's second generation PRSP that is (1) growth and reduction of income poverty; (2) quality of life and social well being/social services and social well being; and (3) good governance and accountability/good governance and national unity. The UN response focuses on six crosscutting themes: gender, youth, children, HIV/AIDS, employment, and the environment. It addresses both the humanitarian and development concerns of the country, including the transition from humanitarian to development concerns in the refugee hosting areas of northwestern Tanzania. The UNDAF defines UN common outcomes, specifies areas of direct support, identifies cross-sectoral strategies, and opens up avenues for joint programming inside and outside the UN system.

The One UN Programme takes as its building blocks (1) the UNDAF II, (2) the Country Programme Action Plans of Executive Committee Agencies, the country strategic priorities of specialized agencies; and (3) the joint programmes being developed along specific themes. It includes achievable results for the UNDAF time frame, realized as far as possible through the implementation of joint programmes and complemented by agency-specific work, and by working through new modalities such as pooled facilities managed by Government.

### **3.2 UN Joint Programme Guiding Principles**

In the context of increased general budget support and sector programming, the UN is committed to support national ownership and leadership of the reform agenda and contribute to greater development effectiveness and impact by maximizing the organization's comparative advantages as a trusted and honest broker, an impartial partner, a facilitator of dialogue as well as an experienced partner in capacity development. The UN will do so by building strategic partnerships, by extending the UN knowledge networks to partners, sharing international good practices, supporting innovations, and promoting inclusion and accountability.

The guiding principles for UN's joint support are:

- **National ownership and leadership:** support to national ownership and leadership of the development agenda including national processes for dialogue, planning and monitoring
- **Delivering as one:** the joint programme will cover areas where the UN has a comparative advantage in terms of technical expertise, dialogue and advocacy. Agencies will work jointly to increase synergies and upstream policy advice
- **Jointness:** the JP identifies a set of shared results that are achievable for the UN to jointly contribute to and be held accountable for
- **Division of Labour:** based on nationally defined priorities, the JAST guidelines, filling a clear national gap and speaking to UN comparative advantage
- **Coherence and minimising transaction cost:** especially for government at all levels, implementing partners and other development partners
- **Increased use of National systems:** increasingly using national systems by working through sector wide programs, pooling of resources, and participating in basket funds
- **Ensure Sustainability** of long term capacity building

### **3.3 Strategies to achieve results (Log frame analysis)**



The High Level Panel Report on Delivering as One<sup>1</sup> notes that global environmental degradation including climate change – will have far reaching economic and social implications that affect the world's ability to meet the MDGs. The 3rd Global Environmental Outlook prepared by UNEP, clearly notes that desertification is a threat to sustainable development in Africa and will impact on any efforts to address poverty and achieve the MDGs in many African Countries. It is recommended that in view of the centrality of environmental sustainability to the achievement of the MDGs, the UN should focus on strengthening human, financial and technical capacities to mainstream environmental issues – including biodiversity, desertification and climate change – in national decision making process. The increase in incidence and severity of natural disasters with environmental causes also points to the need to incorporate improved knowledge in work on disaster preparedness and risk reduction.

The UN System supports national priorities and needs within the framework of MDGs. In this context, the UN is committed to addressing environmental issues identified in the NEP(1997), NAP(1999), NBSAP (2000), EMA (2004), MKUKUTA (2005), MKUZA(2005) and NAPA (2007) through the UNDAF and various agency specific CPDs and CPAPs. In line with UN's mandate (normative role) and comparative advantage in building national capacities for human resources and institutions, the UN team will work together with other Development partners to ensure coordination among agencies and between government institutions. In order to ensure consistency of the national priority in areas of focus, and in line with EMA(2004), the government of Tanzania through the Vice President's Office, will take a lead in the coordination and in further prioritizing areas of support in collaboration with other sectors and government departments. The UN will capitalise on its extensive experience in policy and technical support to programmes by advocating for multi-sectoral interventions to land degradation, natural resource management and climate change that are gender sensitive with specific attention to vulnerable groups.

### **3.4 Joint Programme expected results**

The UN Joint Programme on Environment focusing on Climate Change, Land Degradation/Desertification and Natural Resources Management supports the Government and civil society to build capacity to overcome ecosystem degradation and loss of biodiversity in Tanzania. The support will cover three main areas of national priorities as articulated in the MKUKUTA/MKUZA and JAST to ensure:

- (i) Capacities of the national and local government to coordinate, lead and implement environmental policies and plans are developed;
- (ii) Mechanisms for environmental sustainability and climate change in key sectors, strategies and policies, including disaster risk reduction are in place;
- (iii) Capacity for government and the private sector to access international funding for adaptation and mitigation of climate change is built;

### **Outcomes, Outputs and Activities**

The programme will contribute to achieving the goals in Cluster 1 (Growth and Income Poverty), Cluster 2 (Improved Quality of Life and Social Well-Being) and Cluster 3 (Governance and Accountability) of the MKUKUTA as well as the following UNDAF outcomes.

**UNDAF Country Programme Outcome 1.1:** Increased adoption of equitable pro-poor and gender sensitive economic policies and programmes

**UNDAF Country Programme Output 1.1.1:** Enhanced capacity of MDAs and non-state actors to undertake pro-poor, employment drive and gender sensitive policy research and analysis with a focus on agriculture, local economic development, urban development, rural energy,

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<sup>1</sup> Delivering As One, Report of the Secretary General's High Level Panel on System Wide Coherence in the Areas of Development, Humanitarian Assistance and Environment (2006)

environmental and natural resources links to industry, heritage and cultural tourism, trade, investment and SME policies.

**UNDAF Country Programme Outcome 1.3:** Increased food availability and access for the most vulnerable populations, including those infected and affected by HIV and AIDS and their caregivers.

**UNDAF Country Programme Output 1.3.10:** Increased capacity of small farmers, including those infected and affected by HIV and AIDS to boost agricultural crop yields through appropriate farming practices.

**UNDAF Country Programme Output 1.3.11:** Improved capacity at national and district levels on the management and effective enforcement of existing policies for the sustainable use of fisheries, forestry, land (soil) and water resources.

**UNDAF Country Programme Outcome 2.3:** Improved community access to safe, clean water and environmental sanitation in the rural and urban areas

**UNDAF Country Programme Output 2.3.2:** Improved effectiveness and capacity of local authorities, including village/ward water and community development committees, to manage water systems, including catchments areas, with equitable gender representation in decision making.

**UNDAF Country Programme Output 2.3.6:** The awareness and knowledge of communities, including school children, about personal hygiene and environmental health is improved.

**UNDAF Country Programme Outcome 3.6:** Enhanced government capacity for disaster preparedness, response to refugee flows, and management of transition from humanitarian assistance to development.

**UNDAF Country Programme Output 3.6.37:** Disaster risk reduction policies and disaster management capacities strengthened for GOT's and RGOZ's emergency relief, rehabilitation and recovery activities.

**UNDAF Country Programme Output 3.6.38:** Inter-sectoral coordination and mainstreaming of disaster risk management supported.

### **Focus of the Joint Programme**

The overarching goal of this JP is to build government capacity to address the problem of eco-system degradation and loss of biodiversity. To achieve this, the involvement of all sectors is critical. However, the JP will focus on climate change, desertification and natural resource management with a view to supporting policy interventions, implemented by the following key sector ministries: Water, Natural Resources, Agriculture, Livestock and Fisheries and Energy. In addition the following ministries and agencies will be involved, PMO-RALG, MoFEA and Tanzania Meteorological Agency (TMA). Furthermore a number of CSOs will participate in the implementation of the JP while the programme will be coordinated through the VPO.

Since environment is a cross cutting issue, selection of the implementing partners and activities for demonstration has taken a multi-sectoral approach as follows:

**OUTCOME 1:** *VPO, MOFEA AND PMO-RALG ARE ABLE TO PROVIDE COORDINATED LEADERSHIP AND KEY NATIONAL ENVIRONMENTAL PROGRAMMES AND ACTIVITIES ARE IMPLEMENTED.*

**Justification:** Current plans and programmes do not adequately address environment sustainability issues.

**Strategy:** Conduct studies on policies programmes and plans with a view to ensure environmental sustainability issues are adequately mainstreamed.

**This will be achieved through:**

- Undertaking baseline studies to increase understanding of key environmental management challenges by MDAs and LGAs as they relate to peoples' livelihoods.
- Coordination and monitoring of environmental management responsibilities by VPO , MOFEA and PMO-RALG
- Advocacy to public on roles and responsibilities of VPO, MDAs, PMO-RALG and LGAs on implementation of policies related to environmental management.
- Improved understanding by key sectors including ministries to facilitate budget/prioritization of environmental issues

***OUTCOME 2: KEY SECTORS (ENERGY, WATER, NATURAL RESOURCES AND TOURSIM, AGRICULTURE, LIVESTOCK DEVELOPMENT & FISHERIES) MAINSTREAM ENVIRONMENTAL SUSTAINABILITY AND CLIMATE CHANGE IN THEIR POLICIES, STRATEGIES, PROGRAMMES AND PLANS.***

**Justification:** Issues of environmental sustainability and climate change not adequately captured in the existing policies.

**Strategy:** Strengthen contents of current policies through reviews and build capacity of actors to implement. This will be achieved by:

- Reviewing sectoral policies/strategies Programmes and Plans;
- Formulation of national energy standards and code of practice to promote energy efficiency and conservation
- Improve skills of MDAs on policy analysis;
- Development of an integrated disaster monitoring and information sharing to reduce risks

***OUTCOME 3: LGA PLANS AND BUDGETS THAT ADDRESS LOCAL ENVIRONMENTAL PRIORITIES AND INTEGRATE NATIONAL ENVIRONMENT MANAGEMENT PROGRAMMES ARE IMPLEMENTED.***

**Justification:** Lack of/or minimal budget allocation to support environment sustainability and climate change activities. Furthermore, Environmental officers in place in most districts, however, the lack of funds to perform activities is a challenge.

**Strategy:**

- Change mind-set of LGA directors and councilors to appreciate the role of environment officers.
- Build capacity of environment officers and LGAs.

This can be achieved through:

- Improved understanding of key environmental issues and challenges (as related to poverty) by LGA leaders;
- Increase LGAs understanding of roles and responsibilities (and others) on environmental management and enhance community/stakeholder participation;
- Equip LGAs with key skills in environmental management and planning
- Build capacity of Environmental Officers (EMOs) and Technical Specialists to produce District environmental profiles
- Developing framework for environmental fiscal reform to increase public finances for Environmental management

***OUTCOME 4: FUNDING FOR ENVIRONMENTAL MANAGEMENT FROM INTERNATIONAL ENVIRONMENT FUNDING MECHANISMS AND CDM PROJECTS IN PLACE***

**Justification:** Issues related to Climate Change adaptation and mitigation are not adequately understood, as a result, funding opportunities may have been missed due to lack of awareness and capacity.

**Strategy:**

- Increase knowledge base on Climate Change adaptation, mitigation and CDM
- Establish 2-3 demonstration projects on Climate Change adaptation and CDM by end of the JP duration
- Develop national repository for Climate Change adaptation and CDM
- Link implementation of this project with other ongoing climate change initiatives regionally and globally such as REDD and TerrAfrica programmes

This can be achieved by:

- Identifying opportunities to address climate change adaptation multisectorally and expanding knowledge of key industries, private sector organizations, Financial Institutions, NGOs and CSOs on basics of CDM concepts, funding opportunities
- Ensure availability and accessibility of user friendly information for industries CSOs and NGOs, and the private sector.
- Train beneficiaries on development of CDM project proposals for submission to financing institutions.
- Building capacity of VPO to carry out quality assessments of CDM projects

**For details of specific activities see the Joint Programme Work Plan in the Annex, section 5.**

### **3.5 Risks which may constrain achievement of results and measures to minimize risks**

Risks that may constrain achievement of results include:

- Lack of adequate funding to supplement the One UN funds.
- Delays in fund disbursement
- Weak information sharing and coordination
- Inadequate commitment and collaboration among GoT ministries, departments and institutions;
- Timely availability of key personnel from various GoT ministries, departments and institutions;
- Availability of expert technical assistance in specific areas such as climate change adaptation and environmental management financing;
- Resistance to change among key actors in the programme;
- Failure of UN to successfully use HACT modality in executing the project.
- Failure to provide adequate and timely reports on the use of funds.

The measures to minimize the risks are:

- Joint planning with the Government and possible NGO partners
- Partner orientation on HACT / FACE
- Intensive technical support and monitoring of the activities by all participating UN agencies
- Special emphasis on timely and accurate reporting (managing agent)
- Implement other risk minimizing elements described in the One UN document

## **4. Implementation and Coordination Arrangements**

### **4.1 Joint Programme Management**

The Joint Programme will be implemented as an integral part of the One UN Programme and will be managed through established mechanisms including the One UN Joint Government/UN Steering committee (JSC) and coordinated through VPO at the national level, while PMO-RALG coordinates the

Local Authorities. Implementation of the programme will follow the government established mechanisms and coordination framework. The initial phase (18 months) of the Joint Programme will concentrate on activities in the Mainland while planning for extension to Zanzibar although awareness raising activities related to climate change particularly under outcome four will cover both mainland and Zanzibar.

The programme will focus initially on few key sector ministries and Departments whose mandate and functions are related to Climate Change, Land Degradation/Desertification and Natural Resources Management. In the coming 18 months starting from January 2009 the Joint Programme will directly involve the following MDAs under the overall coordination of the VPO:

- Ministry of Natural Resource and Tourism (MNRT),
- Ministry of Agriculture, Food Security and Cooperatives (MAFC),
- Ministry for Livestock Development & Fisheries (MLD&F),
- Ministry of Water and Irrigation (MOWI),
- Ministry for Energy and Minerals (MEM);
- Prime Minister's Office Regional Administration and Local Government (PMO-RALG);
- Ministry of Finance and Economic Affairs (MOFEA);
- Ministry of Trade and Industries (MoTI);
- National Environment Management Council (NEMC);
- Tanzania Meteorological Agency (TMA).

All the above MDAs were involved in the development of this programme and it is envisaged that expansion may be required in future to include other ministries such as Health considering the effects of climate change of diseases such as Malaria. Development of a similar program in consultation with Zanzibar authorities will be part of the annual workplan for 2009. Implementation of the programme will require close collaboration with key research institutions and the academia in specific areas. In addition; NGOs and CBO including the private sector will be involved through respective MDAs as appropriate. The programme is expected to be flexible and dynamic where the level of support to each MDA will be subjected to annual review and rate of implementation will determine the extent of support to the sector.

## **Roles and Responsibilities of key oversight bodies in Implementation the Joint Programme**

### **4.2 Joint Steering Committee**

- The JSC is composed of representatives of Government and selected representatives of UN Agencies
- It is co-chaired by the Permanent Secretary Ministry of Finance and Economic Affairs (MOFEA) and the UN Resident Coordinator of the UN System.
- The JSC is responsible for providing strategic leadership on the One UN Programme Fund - making decisions on fund allocation in accordance with agreed criteria and procedures. It also provide for monitoring the overall Programme implementation (including annual reviews).
- The JSC provides for regular dialogue between the Government, development partners and the UN in matters relating to the One UN reform process.

For further details of the JSC please refer to specific TOR which can be downloaded from [www.tanzania.org](http://www.tanzania.org).

### **4.3 Environment Working Group**

The Environment Working Group will provide oversight to the Joint Programme to ensure that no overlap or duplications with existing programmes in these sectors. The EWG Chaired by the Director of Environment in VPO and involving senior government officials from sector ministries will provide guidance in the implementation of this Joint Programme. Representatives from the UN agencies and other key stakeholders may be invited regularly to the meeting as necessary.

A lower level committee – the Joint Programme Management Team will report to the EWG; co-chaired by UNDP and VPO and other members as shown in section 4.4

#### **Functions of the EWG**

- Ensuring that activities for which they are responsible for are implemented in a timely manner;
- Providing overall guidance and direction to the JP
- Reviews the work plan and budget of the JP for subsequent approval by the JSC;
- Ensuring JP conforms to GoT policies and plans (MKUKUTA, etc.);
- Reviews the quarterly progress and financial reports and provide direction and recommendations to ensure that the agreed deliverables are produced in according to plans, including planning for next year;
- Contribute to enhanced coordination of all relevant stakeholders and ministries;
- Guide expansion, deepening and mainstreaming of JP in government policies, plans and budgets;
- Ensure new innovations are effectively validated through government dialogue structures;

#### **4.4 Joint Programme Management Team**

The composition of the JP Management team (JPMT) will be:

- UNDP
- UNESCO
- UNEP
- FAO
- IFAD
- UNIFEM
- UNIDO

With Government partners from:

- VPO DOE
- VPO NEMC
- PMO RALG
- MoFEA
- MoWI
- MAFC
- MEM
- MNRT
- MLD&F
- TMA

#### **Functions of the JPMT**

- Ensuring that activities for which they are responsible for are implemented in a timely manner
- Providing technical support for the implementation of activities
- Ensuring that financial rules and regulations are applied consistently
- Ensuring coordination is effective to achieving common results
- Acknowledging the contributions of other partners in both external and internal communications
- Exploring areas for further collaboration with HQ, regional and field offices.

#### **Responsibilities of National Partners**

National partners are responsible for:

- Implementing activities for which they are responsible and for which funding has been provided in a timely manner
- Ensuring proper management of funds
- Providing detailed and timely progress reports to inform annual reviews

## **Financial Management**

The JP will be funded through both pooled and parallel funding mechanisms.

**Pooled Funding** – Resources from the One UN Fund will be used to implement the currently unfunded portion of the JP. Fund raising activities will be coordinated by RCO, and will target external partners. Funds mobilized through the One Fund will be administered by the One Fund Administrative Agent. The Administrative Agent is responsible for disbursing funds from the One Fund to the Managing Agent, and upon indication of the Managing Agent, to Participating UN Agencies for resources directly executed by the PUNs, with allocation of resources guided by the Joint Steering Committee and instructions given by the RC based on approved JP work plans. The JP Managing Agent will then be responsible for the management and disbursement of pooled resources to national partners, again based on approved JP work plans and formal requests for funds. Norms and procedures as established in the legal documents of the One UN Fund will apply. Pooled funding is the preferred modality, and the aim is to incrementally increase pooled funding over time. There will be efforts to make increasing use of national systems, including transmission of funds through the exchequer system, as detailed in the Harmonized Approach to Cash Transfers.

**Parallel funding** - Pooled funding is a longer term vision, and will be introduced gradually and incrementally. Parallel funding mechanisms will also be used for agencies to provide existing programmed/allocated funds directly to implementing partners in line with previous and existing agreements.

Direct costs related to programme implementation including monitoring (travel), provisions of technical expertise, support staff, meetings and capacity development for implementing partners will be included as programme support costs to be funded through the programme.

### **4.2 Monitoring, Evaluation and Reporting**

**The M&E framework** matrix will be used to monitor and evaluate results achieved under the Joint Programme, and will form the basis for joint monitoring of progress in relation to output targets. In addition, independent evaluations and reviews of the JP are planned to take place in 2010.

The Managing Agent and implementing partners will provide regular updates and undertake field visits wherever necessary. The scope of assessment will cover key areas of interventions using standard evaluation criteria such as relevance, efficiency, effectiveness, impact and sustainability.

**Reporting** - The JP will produce one annual consolidated report, which will be based on a JP common format and focus on results-based reporting. It will be informed by the annual review of the JP, which will be carried out by national and sub-national partners. The Managing Agent will be responsible for providing consolidated financial and substantive reports according to the schedules set by relevant MoUs.

## **Annex Work Plan/M&E Matrix**