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COUNTRY PROGRAMMES

Agenda item 5

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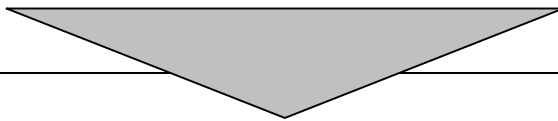
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COUNTRY PROGRAMME—TANZANIA (2002–2006)

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



Executive Summary



The Country Programme (CP) for the United Republic of Tanzania presents WFP's development activities for the five-year period January 2002–December 2006. It is based on the Tanzania Country Strategy Outline (CSO) that was submitted to the Executive Board in February 2000. The cycle and objectives of the CP are harmonized with those of the United Nations Development Assistance Framework (UNDAF).

Tanzania is one of the poorest countries in the world, with a per capita gross national product (GNP) estimated at US\$240 in 1999. The UNDP's 2000 Human Development Index ranked Tanzania 156th out of a total of 174 countries. It is classified as a least developed country (LDC) and as a low-income, food-deficit country (LIFDC). Over 40 percent of its 31 million people live in chronically food deficit regions, where irregular rainfall patterns cause repeated food shortages.

The CP aims at reducing the vulnerability to food insecurity that leaves so many households, particularly those in the central and northern regions, highly susceptible to climatic and economic shocks, which further exacerbate their vulnerability. Their vulnerability is also exacerbated by chronic poverty. To mitigate the effects of these shocks and improve the coping mechanisms of the targeted poor households, the CP includes activities aimed at upgrading the level of primary education to improve the knowledge and management of farming practices, and increasing agricultural productivity.

In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development assistance on five objectives. This CP addresses objectives 2, 3 and 4: enable poor households to invest in human capital through education and training; make it possible for poor families to gain and preserve assets; and mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.

For the proposed Tanzania Country Programme covering the period 2002–2006, the Executive Director asks that the Board approve, subject to the availability of resources, US\$26,157,000, representing all direct operational costs (DOC), and endorse US\$7,606,850 for supplementary activities.

Draft Decision



The Board approves the Country Programme for Tanzania (2002–2006)
(WFP/EB.2/2001/5/4).



SUMMARY OF THE EXECUTIVE BOARD'S DISCUSSION OF THE CSO

1. The Country Programme for the United Republic of Tanzania presents WFP's programme of development activities in the country for the five-year period January 2002–December 2006. It is based on the Tanzania Country Strategy Outline, which was reviewed by the Executive Board at its First Regular Session in February of 2000. The Board expressed satisfaction with the development of a strategy that was closely linked with the Tanzania Assistance Strategy and the UNDAF, and that also provided a link between development and emergency assistance. The Board encouraged WFP to work closely with district government authorities and United Nations organizations in the preparation of the Country Programme, and to ensure that activities would be identified in a participatory manner. The proposed Strategic Grain Reserve (SGR) was found to be an important instrument for maintaining a minimum level of food security in the country, and WFP was encouraged to continue the practice of making local purchases, to support the development of agriculture and to facilitate food transfers from surplus to deficit areas. The Board recommended that linkages be ensured with relevant sectoral programmes supported by the Government and donors, such as health—including HIV/AIDS prevention and education—and that the collaboration with the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development (IFAD) be continued in activities related to the agricultural sector.

STRATEGIC FOCUS

2. The strategic objective of this CP is to reduce the vulnerability to food insecurity that leaves so many households, particularly those living in the central and northern regions of the country, highly susceptible to climatic and economic shocks. The resilience of these households, particularly those that are female headed, to the effects of such shocks on their food security will be strengthened through a multi-pronged approach, and by establishing strategic linkages between development assistance and emergency interventions. Investing in human capital and improving land and labour productivity are expected to strengthen the coping mechanisms of the target population. The interventions, almost all in partnership with non-governmental organizations (NGOs) and sister United Nations agencies, will be carried out in the fields of primary education, water management, infrastructure, agricultural production improvement, skills development and, if supplementary resources are available, HIV/AIDS-related prevention activities. The CP has been prepared with the full participation of the Government, at both the central and district levels, other members of the United Nations system and all relevant partners outside the United Nations system. As recommended by the Board during the discussions of the CSO, the CP includes rural development activities requested by the communities themselves.
3. As mentioned above, the interventions will be concentrated mainly in those parts of the northern and central regions of Tanzania that have repeatedly been targeted with relief assistance in past years. The districts selected are those identified by vulnerability assessments and household food economy surveys as poor and chronically food insecure. They include districts in Arusha, Dodoma, Iringa (only one district), Kilimanjaro, Mara, Morogoro, Mwanza, Shinyanga, Singida, Tabora and Tanga. Zanzibar has been added to this list, as it is suffering from a severe economic decline, which has increased poverty and food insecurity in several parts of the islands.



COUNTRY PROGRAMME ACTIVITIES

Resources and Country Programme Preparation Process

4. Given the general resource availability for development, the targeted nature of WFP interventions and the country's absorption capacity, the commitment under the CP with regard to basic activities has been limited to 53,000 tons, with the total DOC amounting to US\$26 million for the five-year period. The average food requirement per year is 11,000 tons, amounting to US\$5 million. If additional resources were to become available, they would be used to fund the two supplementary activities, namely, covering an expansion of the school feeding project, and developing a new sector of assistance to households affected by HIV/AIDS. Food required for these supplementary activities would total about 15,200 tons, equivalent to some US\$7.6 million in direct operational costs.
5. The activities foreseen in the CP are delineated below:

Activity	Quantity of commodities (tons)	Distribution by activity (%)	Total no. of beneficiaries
Basic Activity 1: Support to Primary Education in Food-insecure Areas	26 700	50	75 000/ year
Basic Activity 2: Support to Food Security and Disaster Mitigation Activities in Drought-prone Areas	26 500	50	325 000
Total Basic Activities	53 200	100	400 000
Supplementary Activity 1: Expansion of Basic Activity 1	10 331	N/A	29 000/ year
Supplementary Activity 2: Integrated Support to Food-insecure Households Affected by HIV/AIDS	4 875	N/A	65 000

6. The Government has decentralized responsibility for project management and coordination to district authorities, who will supervise all CP activities at the local level. This will entail regular site visits and the submission of reports to the relevant line ministries. The district governments will cover the salaries and allowances of all those staff involved in the implementation of the CP. However, owing to the severe budget constraints being faced by both local and central government, NGO partners will make a substantial contribution through the provision of technical assistance and non-food items.
7. The proposed CP activities are based on recent experiences gained from: the implementation of emergency operations (EMOPs), recent technical appraisals and formulation missions, and feedback received from the monitoring of the school feeding and food security pilot projects. The activities are aligned with the UNDAF, which identifies three thematic areas in which all agencies will play a role: poverty monitoring, HIV/AIDS and participatory planning. The UNDAF also identifies three sectors where a number of agencies, if not all, will be involved: health, education and food security.
8. WFP is an active member of the Donor Assistance Coordination (DAC) group, which is the main forum for discussion and review of the macroeconomic policy frameworks and coordination mechanisms of the various assistance programmes to Tanzania. WFP has used this forum effectively to keep the group abreast of the implementation of both



development and emergency operations. The United Nations Country Management Team (UNCMT), chaired by the Resident Coordinator, provides the main forum for coordination and collaboration within the United Nations system. The UNCMT is supported by the Inter-agency Technical Committee on Programme Coordination (IATCPC), which provides technical guidance, and will be the main United Nations body involved in the review of the CP in the context of the UNDAF annual and mid-term reviews.

Basic Activity 1: Support to Primary Education in Food-insecure Areas

Strategic Focus

9. This activity's strategic focus is to support the Government's Education Sector Programme, which gives high priority to the goal of universal primary education and the equitable provision of educational opportunities to children from all regions and population groups, with a special emphasis on girls' access. It addresses the WFP Enabling Development priority 2: enable poor households to invest in human capital through education and training.

Problem Analysis

10. In many parts of Tanzania, chronic food insecurity seriously reduces children's chances of enrolling in primary education. Lack of food at the household level, coupled with the cost-sharing arrangements introduced by the economic reform programmes, often force children out of the school system and into child labour activities. The targeted districts in the Dodoma, Singida and Arusha regions have a high concentration of the rural poor and food insecure. Poverty and food insecurity limit access to education, and lack of education in turn limits the contribution that a whole generation can make to the development process. Primary school enrolment rates in Tanzania are currently estimated at 50 percent, a sharp decline from the 80 percent that was achieved in the 1980s. Of those enrolled, 52 percent are boys and 48 percent are girls.¹
11. However, there is a marked gender imbalance in enrolment rates in the pastoral areas, where most of the primary schools are boarding schools. There the rate for boys is 62 percent, while for girls it is only 38 percent. Among the reasons that could explain this imbalance are the limited number of girls' dormitories, the fact that even the existing facilities are not used to their full capacity, and the lack of government funds to ensure the continual feeding of all boarders. Within this context, parents have little motivation to send their daughters to school, and they are also often too poor to pay the fees that contribute to the running costs of these schools.
12. Monitoring of the pilot project has confirmed that seasonal drop-out rates are higher among boys than girls, because boys are deemed more suitable for undertaking casual labour and hunting and farming/pastoral activities during times of economic stress. In the higher grades of primary schools, many boys drop out permanently, leaving more girls than boys attending in these grades. However, even where educational statistics show little gender discrepancies, many girls still suffer from negative practices, including sexual harassment, early pregnancy, early marriage and circumcision. Through collaboration with UNICEF, WFP has already begun to address these issues at the school level with the pilot project, through sensitization seminars with schoolteachers and committees. If further funding can be secured, these seminars will be continued and expanded during the CP.

¹ Education Sector Development Programme—Appraisal, March, 1999.



13. The seminars will also include discussion of the major problem of HIV/AIDS. This pandemic has greatly exacerbated the already deteriorating social conditions in Tanzania. There is an increasing number of deaths from HIV/AIDS among young men and women. Current estimates indicate that there are 500,000 AIDS cases and about 1.5 million HIV infections. Statistics reveal that the disease prevalence is particularly high among adolescent girls, who are obliged to drop out of school because of it.

Objectives, Intended Outputs and Outcomes

14. This activity will aim to achieve the following immediate objectives:
- contribute to increasing enrolment, improve attendance and reduce drop-out at assisted primary day schools for both boys and girls;
 - improve the concentration span and learning capacity of students at assisted primary day schools by alleviating their short-term hunger;
 - allow primary boarding schools to function at full capacity by increasing the enrolment of girls; and
 - improve teachers' and pupils' information regarding HIV/AIDS.
15. The intended outputs include:
- provision of an early morning snack and cooked midday meal, 180 days per year over a five-year period, to an annual average of 67,500 students at selected primary and pre-primary day schools;
 - provision of two meals per day (breakfast and lunch or dinner, while the Government provides a third meal), 230 days per year over a five-year period, to an annual average of 7,500 students at selected primary boarding schools;
 - improvement of school infrastructure for operating a feeding programme (storage, water supply, separate latrines, cooking facilities and cooking and eating utensils); and
 - training of 200 head teachers as trainers in HIV/AIDS, and the subject integrated in the school curriculum.
16. The following outcomes are expected from WFP assistance:
- improved enrolment rates for girls in targeted pastoral areas; and
 - improved attendance and reduction of drop-out rates for both boys and girls at assisted schools.

Role and Modality of Food Aid

17. Given the level of poverty and food insecurity in the targeted areas, and the Government's inability to provide sufficient funds to operate the boarding primary schools in the pastoral areas, food aid could make a significant contribution to solving the above-mentioned problems. Monitoring data from the ongoing school feeding pilot project have shown that, in those schools where cooked meals are being provided, school attendance rates (traditionally falling below 40 percent in the targeted areas in the lean season) have been consistently maintained at 60 percent.
18. Food aid will therefore serve as:
- an incentive for enrolment, attendance and retention at primary day schools; and
 - dietary support at primary day and boarding schools.



Implementation Strategy

19. The project shall be implemented under the overall responsibility of the Ministry of Education and Culture (MOEC). At the district level, the District Education Officer (DEO) will represent the MOEC. The day-to-day operations of the activity, however, will be delegated to the local communities and school committees.
20. Assistance will be targeted to three chronically food insecure regions on the mainland: Dodoma, Singida and Arusha. Several indicators were used to target these regions. The Dodoma and Singida regions were selected on the basis of their high, chronic food insecurity, their being prone to drought, their general poverty ranking and the accessibility of WFP operations there. Within these regions, selection criteria prioritized those districts with the greatest food insecurity and educational needs (high absenteeism and drop-out rate, low enrolment ratio). The inclusion of the Arusha region was motivated less by its being prone to drought, food insecurity and poverty than by the educational problems faced by the pastoralists there and the need to support its primary boarding schools. Within this region, the project will therefore target boarding schools in those districts with the highest percentage of nomadic populations (Kiteto, Monduli, Ngorongoro and Simanjiro). In total, an estimated 75,000 children annually, in primary day and boarding schools, will directly benefit from WFP assistance.

Support, Coordination and Monitoring and Evaluation (M&E) Arrangements

21. The activity will have close linkages with and will benefit from interventions by multilateral and bilateral donors supporting the Education Sector Programme. Partners will include UNICEF, UNESCO and the Agency for Personal Service, all of which have worked with WFP during the present pilot phase of the school feeding project.
22. Taking into account available manpower and the capacity to collect and analyse data, the indicators selected for project monitoring and evaluation have been limited to the following: the quantity of food received and utilized; enrolment, attendance and drop-out rates disaggregated by gender; and the amount of funds/resources contributed by parent committees and local community councils. Based on these indicators, monthly reports for submission to the ward will be prepared at the school level by the school committees. The District Education Officer will be required to submit quarterly reports to the MOEC after the consolidation and analysis of the ward submissions. The module for monitoring and reporting on project outcomes was developed during the pilot phase, and will continue to be used as part of the CP M&E system. WFP-appointed food monitors will be required to carry out continual monitoring and training at both the district and school levels. To complement this, WFP will organize inter- and intra-district visits to facilitate the sharing of experiences among community leaders and teachers. The monitors will prepare monthly reports for their areas, to be submitted to the sub-office. This information will provide critical inputs into the annual project activity reviews, to be chaired by the Prime Minister's Office (PMO), and involving United Nations agencies, NGOs and donors. The baseline data established for the new schools will facilitate regular programme review.

Resource Requirement

23. This activity is expected to require 14,060 tons of maize, 2,810 tons of pulses, 7,500 tons of corn-soya blend (CSB), 930 tons of vegetable oil and 1,400 tons of sugar, with estimated direct operational costs of US\$13.1 million for WFP. The total government contribution over five years is estimated at US\$263,000.



Basic Activity 2: Support to Food Security and Disaster Mitigation Activities in Drought-prone Areas

Strategic Focus

24. The strategic focus of this activity is to support the Government's strategies for improving household food security and the livelihoods of the poor and hungry, especially women and children, in drought-prone areas. The project addresses priorities 2, 3 and 4 of the WFP Enabling Development policy:
- enable poor households to invest in human capital through education and training;
 - make it possible for poor families to gain and preserve assets; and
 - mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.

Problem Analysis

25. A number of factors have contributed to the general decline in rural incomes. The introduction of cost-sharing in public services has forced many smallholders to use their food production not only for their own consumption, but also to obtain cash. However, the inadequately maintained road infrastructure in most rural parts of the country makes it difficult to move food commodities both within districts and from surplus to deficit areas. The delivery of farm inputs is equally difficult. In recent years, repeated droughts have compounded these consequences of poverty, reducing many poor families in the arid and semi-arid areas to a very bare subsistence level. Pastoralist families have also been badly affected, with the quantity of food traded for one cattle continuing to decrease. Limited production assets and lack of coping mechanisms to withstand the negative impacts of drought principally characterize these food-insecure households. Furthermore, government extension services promoting skills and knowledge development are also failing to reach most of the target population, which underlines the need for all project activities to be accompanied by complementary training packages.
26. The areas targeted for assistance under this activity are those that have both suffered from a low level and poor distribution of rainfall over many years and repeatedly received emergency assistance. These areas have been identified by the Government, WFP and NGOs as having concentrations of acutely food insecure households through the rapid vulnerability assessment (RVA) carried out in 11 regions, including the specific regions where this activity will be focused: Dodoma, Singida, Shinyanga and Arusha.

Objectives, Intended Outputs and Outcomes

27. The immediate objectives of this activity are:
- to improve the food security of resource-poor farming households through increased production and productivity;
 - to increase the project participants' skills and knowledge of resource management through training packages; and
 - to increase access to a clean water supply that is closer to communities.
28. The intended outputs are as follows:
- participation of 5,000 households in the IFAD-Participatory Irrigation Development Project (PIDP) irrigation project in the Dodoma, Singida, Tabora, Mwanza and Shinyanga regions, constructing 18 new irrigation schemes;



- participation of 2,000 households in irrigation rehabilitation and construction as part of the FAO-supported Special Food Security Programme in the Dodoma and Singida regions, and participation of 1,300 households in Pemba Island, Zanzibar;
 - 7,000 households engaged in improving food production assets and skills, by introducing dryland farming in the Dodoma region;
 - 2,400 households engaged in the construction of 38 community food storage units;
 - participation of 22,400 households in 13 water supply schemes in Arusha;
 - participation of 2,400 households in reforestation in Kilimanjaro, to mitigate soil erosion;
 - 7,000 households provided with training courses in the establishment and management of savings and credit cooperatives;
 - 7,000 households provided with training courses in the establishment and management of water user associations; and
 - 8,000 households provided with training courses in gender and nutrition.
29. Monitoring data from the ongoing food security project indicates that in the areas targeted with food-for-work activities, there was a lower-than-expected emergency food aid requirement when drought struck.

Role and Modality of Food Aid

30. Beneficiaries will receive food rations as an incentive for participation in asset-creation and maintenance activities, during the lean period when food access is low and prices are unaffordable. Family rations will be provided in the form of take-home rations, the size of which will be calculated in accordance with the number of workdays completed by each beneficiary. For this purpose, detailed records of workdays and corresponding outputs will be maintained for each project participant. Food aid will also be provided as an incentive for beneficiaries to participate in the various training modules; each participant will receive two rations for each day of training module attendance.
31. The food basket and rations are designed to constitute the most acceptable and easily prepared meals in the affected regions. Maize, beans and vegetable oil can be used to prepare the most popular dish in the country, *ugali*. Furthermore, vegetable oil is a highly valued commodity in rural areas, and will therefore make the food ration an attractive incentive.

Implementation Strategy

32. At the national level, project implementation will be under the overall coordination of the Prime Minister's Office (PMO). The District Executive Directors (DEDs), representing the PMO, will coordinate the activity at the district level. Community-based project committees will be formed to implement the activities and to monitor food management, in collaboration with the DEDs and partner NGOs. Prior to the implementation of the project, WFP will sign a Memorandum of Understanding (MOU) with each NGO partner that specifies their respective responsibilities. The NGO partners will be responsible for the delivery and distribution of the rations from the EDPs to the beneficiaries, in close collaboration with the village committees.
33. At the ward/village level, a participatory rural appraisal (PRA) exercise was carried out by NGOs to identify specific poor and vulnerable households and their priorities. The exercise has helped inform the implementing partners on the type and timing of activities



that will best suit women, taking into account the numerous other demands on their energy and time. The community groups will undertake the day-to-day management of project activities, coordinating activities with the village and divisional levels of the Government, with support from the implementing agency field staff.

34. The food-for-work activities included are designed to reduce the current and future impact of potentially disastrous droughts. A partial list of vulnerability reduction measures that will be employed includes the rehabilitation of existing irrigation canals; the construction of new irrigation schemes, with plots allocated proportionately to poor households; the development of drinking-water supply systems; and environmental enhancement using plantings or erosion-control measures. The men will take on the more labour intensive activities, such as rock collection and trench digging, while the women will attend to land preparation and tree planting.
35. In order for the user groups and committees to benefit significantly from the programme, it is essential that the physical assets created be accompanied by training and capacity-building activities.
36. The total number of activity participants is expected to be 325,000. Fifty percent of the beneficiaries are women, and their participation as direct beneficiaries will improve household food availability. At least 60 percent of the members of project committees will also be women, and they will manage 25 percent of the assets created. The training will strengthen women's management skills and enable them to be better informed, at the household level, in subjects such as nutrition, gender, dryland-cropping techniques for soil conservation, literacy and health.

Support, Coordination, and Monitoring and Evaluation Arrangements

37. The activities have also been chosen based on the availability of partners that can provide all the technical and non-food inputs needed for such endeavours to achieve their goals. The Participatory Irrigation Development Programme (PIDP), funded through an IFAD loan to the Tanzanian Government, has already been one of WFP's main partners, in the implementation of project No. 5975.01, "Support to Food Security in Drought-prone Areas through Self-help Schemes". Similarly, Norwegian People's Aid (NPA) has been a key partner in this project, and will continue to be essential to the implementation of this activity in the CP. Other partners with whom WFP has worked, and on whom the Programme will continue to depend for complementary assistance, include CARITAS and Africare. FAO, with its Special Programme for Food Security, will also be added to the list. A Memorandum of Understanding between implementing partners, WFP and the Government defines their respective roles and responsibilities, and includes some of WFP's Commitments to Women.
38. The key indicators that will form the basis for the monitoring system are:
 - the number of physical activities and training courses, based on the approved annual work plans and budgets;
 - the number of participants disaggregated by gender;
 - the actual amount of food and non-food items received, distributed and utilized relative to the amount planned;
 - the improved per capita crop production in grain equivalents;
 - the reduction in seasonal out-migration among the beneficiary groups;



- the number of farmer groups formed and functioning and the percentage increase in their collective savings; and
 - the reduction in environmental degradation in the project area.
39. Data collected for analysis will be entered into the M&E database established for the CP. The system will also benefit from progress reports from the PMO, the implementing partners and WFP monitors. Training in monitoring and evaluation techniques, and in procedures such as participatory rural appraisal and beneficiary contact monitoring, will be conducted for WFP food monitors, implementing partners, the local government and the PMO staff as part of the capacity-building and quality improvement efforts. Data collected from regular reports and field visit checklists will be utilized in preparing country office progress reports and annual standardized reports to donors.

Resource Requirements

40. The activity will require 26,500 tons of commodities, comprising of 21,200 tons of maize, 3,180 tons of pulses and 2,120 tons of vegetable oil, with DOC amounting to US\$13 million. The total Government contribution over five years is estimated at US\$260,542.

Emergency Operations, Protracted Relief and Recovery Operations and Special Operations

41. Tanzania is internationally recognized for its policy of hosting refugees fleeing from neighbouring countries. Since the early 1960s, the number of refugees has increased significantly as a result of civil strife, particularly in eastern and central Africa. WFP's assistance to refugees in Tanzania from Burundi, the Democratic Republic of the Congo and Rwanda was incorporated in its Great Lakes regional operation (PRRO 5624.00) in 1995. Its current refugee assistance, through ongoing PRRO 06077.0, supports about 490,000 refugees living in camps in western Tanzania. Although it is not possible to predict if a similar number of refugees will be in Tanzania at the time the Country Programme commences, this possibility has been taken into account in the design of the CP. Since the refugees are not located in the regions targeted for assistance under the CP, the most important factor that has been taken into consideration is the heavy logistical strain that the ongoing PRRO places on WFP.
42. Analyses of WFP operations to date reveal an increase in the number of relief assistance operations in response to natural disasters. In total, since WFP's first drought operation was approved in 1975, 15 operations have been approved in response to natural disasters, with consecutive operations approved during the last four years. This unfortunate fact mirrors a constant decline in the capacity of the rural poor to cope with climatic shocks, as mentioned above. At least in the short to medium term, the possibility of an emergency operation's being called for while the CP was in the implementation stage could be great. Although the CP targets largely the same areas that normally receive relief assistance in the aftermath of natural disasters, every effort will be made to relay this assistance through food-for-work activities, which take place during the period before the lean season, when farmers are in the fields. Similarly, if schoolchildren or HIV/AIDS-affected households are receiving food through CP activities, this will be taken into consideration by the community when selecting those who should benefit from relief assistance.
43. For many years, WFP has been an important partner of the Tanzania Railways Corporation (TRC). In order to ensure adequate capacity to accommodate the Great Lakes PRRO at its peak, combined with other operations in the country, WFP provided assistance



to the TRC totalling US\$4.3 million in 1996. WFP has also provided the assistance needed to rehabilitate facilities in Kigoma port, repair roads and install a new cargo centre at Isaka, all critical to relief operations in the Great Lakes region.

Support Activities

Strategic Grain Reserve

44. In 1977 the Government established the Strategic Grain Reserve, which was designed to hold the equivalent of three months' maize requirement, to be used to stabilize prices and support relief operations in the event of a major food deficit. In light of the changing role of the public sector in the economy, the Government has established a technical committee, including WFP and selected donors, to review the purpose and functioning of the SGR. A study financed by Canada and Ireland is presently being undertaken to review the SGR's past performance on several levels, with a view towards strengthening its future role.

VAM and Food Security Analysis

45. In order to identify effectively those areas and households that are most in need of food security-related interventions, WFP's VAM Unit will regularly update information on production, income and access. So far, the VAM Unit in Tanzania has been heavily engaged in coordinating food security assessments and mapping the results. However, the ad hoc arrangements and the competing methodologies used by the various organizations and government departments in assessing the food security situation have been a cause of concern to the Government and other users of food security information.
46. WFP and FAO, in partnership with the PMO, the Ministry of Agriculture and Food (MAF) and USAID/Famine Early Warning System (FEWS), established the Food Security Information Team (FSIT) early in 2000 to facilitate coordination. FSIT acts as a technical and advisory body, serving all relevant parties involved in food security issues in the country. The existence of FSIT is advancing a multi-agency approach to food security information management in the country. Currently, FSIT comprises representatives from the Government's key ministries/departments, WFP, FAO, UNICEF, the Department for International Development (DFID), the European Union, USAID/FEWS, CARITAS, NPA, OXFAM-GB, Save the Children Fund-United Kingdom (SCF-UK) and the Rural Food Security Team of the University of Dar-es-Salaam. The ongoing efforts are geared towards ensuring that VAM activities are fully integrated in the national structure for food security analysis.
47. WFP will strengthen and link VAM processes to Country Programme needs with the establishment of the CP database, the selection of indicators for M&E and the training of programme staff in needs assessment methodologies and techniques. Technical assistance through training, and the relevant software, will be provided to the Disaster Management Department of the PMO and Early Warning Unit of the MAF to strengthen their capacity in the analysis and use of food security, risk and vulnerability information for disaster management and mitigation. In close collaboration with members of FSIT, WFP will also provide support in the following areas:
- training for the Disaster Management Department in the use of the Geographic Information System (GIS) and new mapping software packages;



- training for the Disaster Management Department of the Prime Minister's Office on the use of disaggregated data for disaster mitigation interventions at the community level; and
 - strengthening the capacity of district units to review and use VAM data for planning mitigation and development activities.
48. It is estimated that US\$250,000 will be required to cover the cost of this assistance over five years.

KEY ISSUES, ASSUMPTIONS AND RISKS

49. The success of the CP will depend on the ability of the Government to provide the necessary counterpart funds, but also on the capacity of the district to manage the activities in the context of the Local Government Reform Programme. There is need for WFP to be integrated in the District Development Plans and Budgets, to ensure that the counterpart funds are made available and that close linkages are established with other NGO/donor-funded activities.
50. Timely availability of resources for the CP will be important, as in the past the release of food and non-food resources has been unpredictable, thereby affecting the implementation of the CP and co-funding arrangements with donors.
51. The mobilization and participation of the communities will be crucial for the success of the activities. The training courses should be properly implemented, as they are designed to ensure that communities take ownership and properly manage the activities.
52. The effective implementation of the CP will also depend on the establishment of a technical unit for monitoring and evaluation in the PMO. Apart from backstopping the district managers, the unit would also liaise closely with NGOs, whose contribution and labour force will be critical for the successful implementation of the activities.
53. The success of WFP assistance in improving the level of food security and the livelihood of the poor will depend upon how consistently the Government pursues its policies regarding poverty reduction, food security and the allocation of adequate budgetary resources.
54. Although partners have been carefully selected based on their experience and programmes in the targeted areas, there is always a small risk that their funding situation will, at some point, no longer allow them to provide the same much-needed complementary assistance.
55. Care must be taken to maintain the self-help tradition in Tanzania, which is seen as a cornerstone of national development. Food aid for development should be provided only for activities whose required resources and capacities are beyond the reach of the local community, in order not to undermine the traditional self-help spirit.
56. A combination of a very major natural disaster and large refugee influxes could disrupt the implementation of the CP, by putting too great a strain on the administrative and logistical capacity of WFP and its partners.



COUNTRY PROGRAMME MANAGEMENT PROCESS

Appraisal

57. The ongoing school feeding and food security projects, which will serve as a basis for the activities of the CP, were the objects of pre-assessment missions. In February of 1999 a UNESCO-led appraisal mission was carried out, contributing to the design of the ongoing school feeding project. At the end of 1999 another FAO technical mission visited Tanzania, and prepared implementation guidelines and related training modules for the food-for-work project. In September of 1999 an International Labour Organization (ILO)/WFP mission evaluated the first phase of the food security project with an eye towards the design of the next phase. A further ILO technical mission was carried out in February of 2000, to clarify which activities should be included. The final evaluations of the ongoing projects will shape the formulation process of the CP activities. Key lessons learned from these pilot projects will be incorporated into the activity designs, and will culminate in the drafting of activity summaries. If supplementary resources are available, a technical appraisal mission will need to take place, to formulate specific activities for WFP assistance to HIV/AIDS-affected families.
58. CP activities will be approved by the local project review committee, co-chaired by WFP and the Prime Minister's Office, and integrated by representatives of ministries and United Nations agencies, where their technical role is directly related to the activity under scrutiny.

Programme Implementation

59. The WFP country office has sufficient staff to handle the different activities, and to liaise with the relevant United Nations and bilateral donors during project implementation. At the field level, a sub-office, supported by two field stations in Singida and Arusha, has already been established at Dodoma (the administrative capital) to closely monitor and supervise the present school feeding and food security projects. The CP will require substantial input from district government in the collection and analysis of baseline data, and the day-to-day monitoring and management of its projects. WFP programme assistants will be available to support the district governments and NGO partners in these efforts.
60. The PMO will coordinate the CP with the relevant ministries and the Regional Administration. The existing Inter-Ministerial Committee, which meets every three months to review ongoing development projects, will continue to review the CP.
61. The CP will be implemented using a participatory approach, with a strong emphasis placed on community management of the activities, as has been the case for the ongoing projects. The food security activity, like its predecessor, project No. 5975, has been designed using participatory approaches in partnership with NGO implementing partners (NPA, CARITAS, Africare). These NGOs are well established in the areas being targeted, and have other ongoing rural development programmes with the beneficiary groups, which have been designed and developed over a considerable period of time through PRA techniques and group discussions with the communities. The communities have therefore taken the major role in the selection of project activities. All the NGO partners, in close collaboration with the local councils, have integrated their activities with the Annual District Development Plans, which are reviewed and commented upon by the local communities. The IFAD-supported Participatory Irrigation Development Programme (PIDP) is a five-year initiative that seeks to engage the beneficiaries fully in project design



and implementation. The district agricultural officers, who in turn work through the local structures of the Government, manage the PIDP.

62. The school committees will continue to play an important part in the management of the school feeding activity, with substantial contributions expected from the communities themselves. District education authorities, supported by WFP field staff, are encouraging the committees to take a lead role in resolving problems at the school level, and in devising ways to strengthen project sustainability. Prior to the implementation of the activities, further training courses will be organized on the management of the operations, the role of each stakeholder and the sustainability of the activity.
63. Recent developments in mainstreaming gender issues at the macro level do give some cause for encouragement. The gender action plan emanating from the Beijing Summit, recent land legislation allowing women to own and dispose of property, and the new budget framework prioritizing investment to both men and women are likely to bring significant changes in the medium and long term. WFP certainly has an advocacy role to play in this arena in the coming years.
64. The guidelines for establishing programme and food management committees, as well as school committees, will insist on women being represented. Women will also be specially targeted in the training programmes and the farmer groups to be established. WFP will utilize its unique position to advocate for greater gender sensitivity in public policy-making. The Programme has already collaborated with the University of Dar-es-Salaam, which is developing a “human rights” framework related to food security issues that demands much greater awareness in the public arena of the biases that women face, particularly those women who are poor and who live in marginal areas.

Logistics and Procurement Mechanisms

65. In the past, food aid was often purchased locally, in areas of surplus, for use in both emergency and development projects. Purchases were made from commercial stocks as well as from the Strategic Reserve, and served to stimulate forward and backward linkages to production. WFP will continue to purchase locally, as much as availability will allow, during the CP implementation period.
66. Food inputs acquired through local purchase, or imported through the port of Dar-es-Salaam, shall be moved to the extended delivery points at the district level by rail or by road. The logistics unit of the WFP country office shall undertake the clearance, movement and delivery of commodities to the districts, where the District Councils will store the food either at the SGR warehouse or at the Cooperative Union stores. The District Managers of the various activities and their assistants will be responsible for the receipt and storage of commodities, and will arrange food deliveries to the activities on the basis of requirements. WFP will provide the full cost of the LTSH for all activities. COMPAS, the standard WFP commodity tracking system, is functional in Tanzania, and is compiled at the field level in the Dodoma sub-office. Updates will be sent to the country office on a daily basis through high-frequency (HF) communication, enabling accurate and timely exchange of information regarding the movement of food commodities. WFP will also utilize its existing field offices in Singida and Arusha to provide regular receipt, and dispatch reports by e-mail.

Programme Monitoring

67. The M&E system to be established for the CP will provide much of the needed information for the review process. CP activities will be modified in accordance with the



findings from the M&E process. That process will be based on the existing system, which was developed for the ongoing development projects and will be anchored at the PMO. A limited number of quantitative and qualitative indicators will provide the core baseline data. A programme management unit will also be set up at the PMO. WFP will provide technical support and training for the government staff involved in making the M&E system operational. WFP food monitors will conduct beneficiary contact monitoring to supplement the data collected by the district governments. This will then feed back into the NGO's project review, and thereafter revisions will be made to the project, in coordination with the district councils and WFP.

Programme Adjustments and Supplementary Activities

68. The implementation of supplementary activities will be subject to the availability of bilateral or additional directed multilateral funding. If more resources become available, Activity 1, Support to Primary Education in Food-insecure Areas, will be expanded to districts in two additional regions on the mainland, Shinyanga and Mwanza, and to several districts in Zanzibar. An additional 29,000 primary school students would benefit from feeding, following the same modalities as were put forth in the basic activity.
69. This supplementary activity is expected to require 10,330 tons of commodities, comprising 5,438 tons of maize, 1,088 tons of pulses, 2,900 tons of CSB, 360 tons of vegetable oil and 544 tons of sugar, with DOC amounting to US\$5 million.
70. If further resources become available, WFP will also implement a pilot activity aimed at reducing the vulnerability to food insecurity of HIV/AIDS-affected households, particularly those headed by women and located in the northern and central regions where WFP's other development activities are concentrated. The pilot activity will address the following Enabling Development policy priorities:
 - make it possible for poor families to gain and preserve assets; and
 - enable poor households to invest in human capital through education and training.
71. HIV/AIDS has exacerbated the already high levels of household food insecurity and poverty. Affected households and individual family members have to spend a large proportion of their resources on medical care at a time when incomes are shrinking. If this economic downturn continues, rural families could be forced to sell their assets (e.g. land, tools, draught animals), a coping mechanism that could seriously reduce their prospects for economic recovery. When the breadwinner dies, affected households often reach the end of their financial rope. Women must bear the added burden, and although having a higher infection rate than men, must also care for the other sick in the household. The consequent strain on their health and resources can be overwhelming. The provision of food rations will assist the affected households in better preserving their assets, enabling them to re-enter the rural economy more quickly. Food will also provide an incentive for affected households to participate in home-based care programmes. The home-based care approach involves the provision, through the building-up of community structures, of voluntary counselling, psycho-social support and health education. The services are provided at the beneficiary's home, as opposed to an institution. It is expected that this activity will assist approximately 13,000 households per year.
72. This activity is expected to require 3,900 tons of maize, 625 tons of pulses, and 350 tons of vegetable oil, with DOC amounting to US\$2.4 million.



Programme Evaluation

73. In conformity with WFP procedures, the CP will undergo an interim evaluation after two years of operation (by 2004), followed by an update of the CSO.

RECOMMENDATION

74. The Executive Director recommends that the Executive Board approve the proposed CP for the period 2002–2006.



ANNEX I

COUNTRY STRATEGY OUTLINE SUMMARY

This document succeeds the previous WFP Country Strategy Outline (CSO)—CFA:39/SCP:14/9 (OME) Add.2—and provides the framework for the preparation and implementation of the first WFP Country Programme for Tanzania, which will be presented to the WFP Executive Board for approval in 2001. The WFP Country Programme timeframe will be harmonized with the United Nations Development Assistance Framework (UNDAF) cycle, which runs from 2002 to 2006.

The United Nations, the Food and Agriculture Organization of the United Nations (FAO) and the World Bank classify Tanzania as a “least developed”, “low-income, food-deficit”, and “heavily-indebted poor country”. Smallholders produce more than 80 percent of Tanzania’s food crops. Women outnumber men in the agricultural sector, yet they remain disadvantaged by their lack of access to key productive resources such as land, capital, credit, extension services and training. Declining per capita basic food production, malfunctioning markets and poor infrastructure in rural areas are among the causes of worsening food security and increasing vulnerability to economic and climatic shocks. The prevalence of Acquired Immune Deficiency Syndrome (AIDS) and reductions in public services are additional key factors straining to breaking point household incomes of both the urban and rural poor, in particular families headed by women. Tanzania also continues to host approximately half a million refugees.

Substantial emergency relief has been provided to drought victims. In spite of improved early warning systems and enhanced vulnerability analysis and targeting methods, the frequency and scale of these drought interventions, particularly in the central regions of Tanzania, have increased significantly over the last five years. The traditional coping mechanisms of the poor have been eroded, partly as a result of market liberalization, but also through climatic factors. Unless the underlying problems are tackled jointly by the government and development organizations, including measures to rebuild assets lost by the very poor in the recent succession of bad harvests, the population in these regions is likely to become increasingly dependent on relief.

In the context of emergency-development linkages, this CSO focuses primarily on three of the five strategic development focus areas for WFP development assistance recently approved by the Executive Board. These are to: enable poor households to invest in human capital through education and training; make it possible for poor families to gain and preserve assets; and mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.

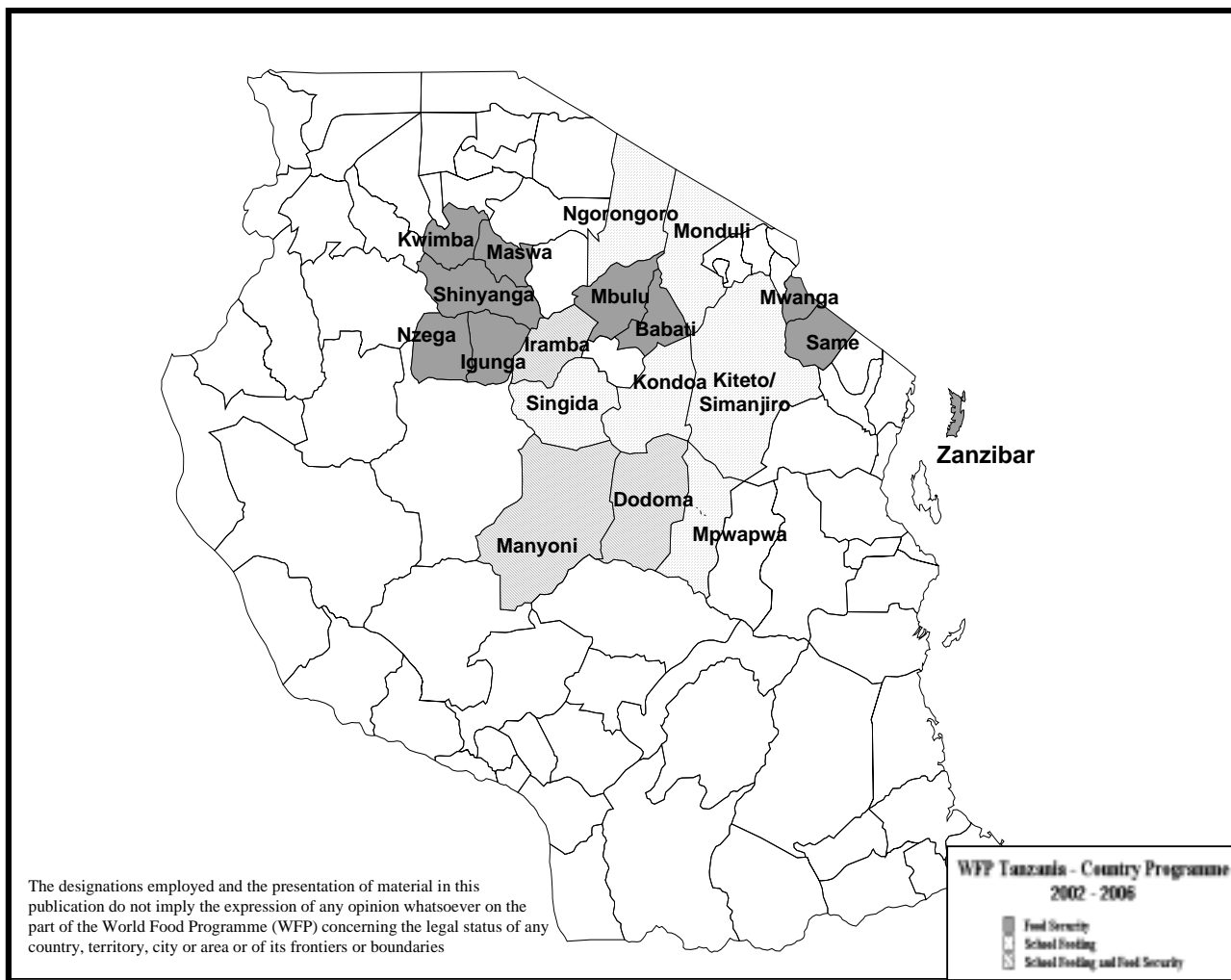
Two WFP-assisted pilot projects have already commenced in the areas most affected by recent food emergencies: support to food security in drought-prone areas through self-help schemes, and support to selected primary schools experiencing high absenteeism caused by chronic food insecurity. These two activities are expected to form the core of the future Country Programme.

WFP will continue to provide assistance to host communities and refugees, helping to promote their participation and self-reliance. WFP is also pro-active in strengthening its partnerships with governmental departments and non-governmental organizations working directly with the most food-insecure communities.



ANNEX II

**WFP Tanzania - Targeted Areas
Country Programme Basic Activities
2002 - 2006**



ANNEX III

BUDGET PLAN FOR TANZANIA COUNTRY PROGRAMME (2002–2006)

Basic Activities

	Activity I	Activity II	Total
Food commodities (mt)	26 719	26 501	53 220
Food commodities (value)	6 447 922	6 126 83	12 574 755
External transport	2 404 710	2 385 09	4 789 800
LTSH (total)	3 740 660	3 710 14	7 450 800
LTSH (cost per mt)	140	140	140
ODOC	536 400	805 250	1 341 650
Total direct operational costs	13 129 692	13 027 31	26 157 005
DSC ¹	1 305 200	1 294 80	2 600 000
ISC ²	1 125 922	1 117 12	2 243 046
Total WFP costs	15 560 814	15 439 23	31 00 051
Government contribution	262 598	260 542	523 140

¹ The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

² The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.

BUDGET PLAN FOR TANZANIA COUNTRY PROGRAMME (2002–2006)

Supplementary Activities

	Activity I	Activity II	Total
Food commodities (mt)	10 331	4 875	15 206
Food commodities (value)	2 496 063	1 099 41	3 595 473
External transport	929 790	438 750	1 368 540
LTSH (total)	1 446 340	682 500	2 128 840
LTSH (cost per mt)	140	140	140
ODOC	331 891	182 113	514 004
Total direct operational costs	5 204 084	2 402 77	7 606 857
DSC ¹	520 408	240 277	760 685
ISC ²	446 510	206 158	652 668
Total WFP costs	6 171 002	2 849 20	9 020 210
Government contribution		222 471	222 471

¹ The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

² The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.



LIST OF ACRONYMS USED IN THE DOCUMENT

BCM	Beneficiary Contact Monitoring
CBO	Community-based organization
CCA	Country Common Assessment
COMPAS	Commodity Monitoring, Processing and Analysis System
CP	Country Programme
CSB	Corn-soya blend
CSO	Country Strategy Outline
DAC	Donor Assistance Coordination Group
DEO	District Education Officer
DFID	Department for International Development
DOC	Direct operational cost
EDP	Extended delivery point
EMOP	Emergency operation
FAO	Food and Agriculture Organization of the United Nations
FEWS	Famine Early Warning System
FSIT	Food Security Information Team
GDP	Gross domestic product
GIS	Geographic Information System
GNP	Gross national product
HDI	Human Development Index
HFEA	Household Food Economy Analysis
HIPC	Highly Indebted Poor Country
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
IATCPC	Inter-agency Technical Committee on Programme Coordination
IFAD	International Fund for Agricultural Development
IMSC	Inter-Ministerial Steering Committee
LTSH	Landside transport, storage and handling
MoEC	Ministry of Education and Culture
MOU	Memorandum of Understanding
NGO	Non-governmental organization
NPA	Norwegian People's Aid
ODOC	Other direct operational cost
PIDP	Participatory Irrigation Development Project
PMO	Prime Minister's Office



PRSP	Poverty Reduction Strategy Paper
QIG	Quick Initiative Group
SCF (UK)	Save the Children Fund (United Kingdom)
SFI	School Feeding Initiative
SGR	Strategic Grain Reserve
SHDEPH	Service, Health and Development for People with HIV/AIDS
TAS	Tanzania Assistance Strategy
ToT	Training of Trainers
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCMTS	United Nations Country Management Team
UNDAF	United Nations Development Assistance Framework
VAM	Vulnerability analysis and mapping

