

# Action Plan

FY 1991-1993

## Tanzania

January 1991



Agency for International Development  
Washington, D.C. 20523

BEST AVAILABLE



UNITED STATES OF AMERICA  
AGENCY FOR INTERNATIONAL DEVELOPMENT

P. O. BOX 9130

December 13, 1990 Dar es Salaam, Tanzania

Mr. Scott Spangler  
Assistant Administrator  
Africa Bureau  
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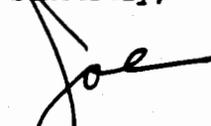
Dear Scott:

I am pleased to transmit to you USAID/Tanzania's Action Plan for FY 1991-1993. This is our first Action Plan and the busy exercise of workshops, meetings and drafting has been enormously beneficial: The rigour of the Action Plan has forced us to clearly identify our objectives and examine the relationships among them; the establishment of targets at all objective levels will be the basis, at some future point, of our efforts to assess the impact of our program on improving the lives of Tanzanians. The process has also served to raise the level of understanding of our whole staff regarding the AID program in Tanzania.

The submission of this Action Plan coincides with the conclusion of the Mission's rebuilding phase following the Brooke-induced phase-out of the mid-1980s. As such, Bureau comments concerning our program components and principles will assist us in considering whether the energy, enthusiasm - and just plain fun - we have invested over the past three years have yielded a cohesive, realistic and important program design. We believe that it does - and if sustained - will ensure impact on the lives of Tanzanians.

We look forward to reviewing the Tanzania Program with you and the Bureau early next year.

Sincerely,



Joseph F. Stepanek  
Director

USAID/TANZANIA ACTION PLAN

FY 1991 - 1993

Dar Es Salaam  
December, 1990

USAID/TANZANIA ACTION PLAN FY 1991-1993

TABLE OF CONTENTS

	<u>PAGE</u>
GLOSSARY	
I. <u>PROGRAM OVERVIEW</u>	
A. Tanzania's Recent Economic Performance	1
B. Program Development	1
C. Goal Statement	2
D. Sub-goals	2
E. Program Principles	4
F. Relationship of Mission Program to DFA Action Plan	9
II. <u>STRATEGIC OBJECTIVES AND TARGETS OF OPPORTUNITY</u>	
A. <u>Strategic Objective 1:</u>	11
Increase Rural Road Utilization	
B. <u>Strategic Objective 2:</u>	14
Improve Birth Spacing Practices by Men and Women	
C. <u>Junior Strategic Objective 3:</u>	18
Increase the Number of Tanzanian Individuals in Public and Private Sector Effectively Engaged in Implementing ESAP	
D. Targets of Opportunity	22
III. <u>MISSION MANAGEMENT AND MONITORING</u>	
A. Program Relevant Management Highlights	23
B. Baseline Data and Evaluation	24
C. Gray Amendment	25
IV. <u>ANNEXES</u>	
A. Women in Development Strategy	
B. Strategic Objective Targets, Sub-targets and Subsubtargets	
C. Target of Opportunity Objective Trees	
D. USAID/Tanzania Active Projects	

## ACTION PLAN GLOSSARY

ADS	African Development Support Project.
AEPRP	Africa Economic Policy Reform Program. A program administered by the AID Africa Bureau designed to encourage economic policy reform. A special allocation of funds, in addition to the planned budget, is provided in support of specific policy changes.
ATAP	Agriculture Transport Assistance Program. The project through which USAID implements the rural road program. It has a CIP and a technical assistance (TA) component.
ATLAS	African Training for Advanced Leadership Skills. A project which provides training at the MBA and PhD. level.
Brooke Amendment	A provision of the Foreign Assistance Act requiring the suspension of new funding when the recipient country has been in arrears on US loan repayments for a period of one year.
CCM	Chama Cha Mapinduzi. Tanzania's single political party.
CIP	Commodity Import Program. A scheme in which a donor provides hard currency for imports or imports commodities and the recipient pays with local currency. Terms vary from program-to-program.
DAC	Donor Assistance Committee.
DANIDA	Danish International Development Agency.
DFA	Development Fund for Africa. An appropriation account for US assistance funds for Africa. Created by an act of Congress in 1987.
DHS	Demographic and Health Survey. A common component in family planning programs designed to provide base-line information on family planning practices.
ERP	Economic Recovery Program. The GOT's first three-year recovery plan for 1987-1989.
ESAP	Economic and Social Action Plan. The GOT's second three-year plan for 1990-1993.
FP	Family Planning.
FPFS	Family Planning Services Support.
FSN	Foreign Service National.

GDP	Gross Domestic Product.
Gray Amendment	A provision of the Foreign Assistance Act designed to encourage participation of minority and women-owned U.S. firms and institutions.
HRDA	Human Resources Development Assistance. An Africa Bureau training project.
IDA	International Development Association. A World Bank affiliate which provides concessionary loans.
IEC	Information, Education and Communication. A common component of family planning projects.
Infant Mortality Rate	The number of infant(0-1yr) deaths per 1,000 live births.
IRP	Integrated Rural Roads.
PPF	Policy Framework Paper. The GOT-IMF-WB document outlines the goals, objectives and benchmarks of Tanzania macroeconomic plan. Generally used by the IMF and World Bank and bilateral donor agencies to measure progress.
PSC	A personal services contractor.
SADCC	Southern African Development Coordination Conference. A group of nine nations organized to promote economic independence and reduce dependence on South Africa. Membership includes: Tanzania, Angola, Botswana, Lesotho, Malawi, Mozambique, Swaziland, Zambia and Zimbabwe.
SIDA	Swedish International Development Agency.
TAZARA	Tanzania-Zambia Railway Authority.
TCN	Third country national.
MCH	Maternal and Child Health.
MOW	Ministry of Works.
UMATI	The Family Planning Association of Tanzania. An NGO.
USDH	US Direct Hire. A government employee.
REDSO/ESA	Regional Economic Development Support Office for East Africa. A Nairobi-based AID office providing technical skills to USAID Missions.
SIP	Social Institutional Profile

SECTION I: PROGRAM OVERVIEWA. TANZANIA'S RECENT ECONOMIC PERFORMANCE

The Government embarked in June 1986 on an economic recovery program (now known as ESAP) which involved numerous far-reaching macro-economic reforms: substantial exchange rate adjustments, increases in interest rates, reductions in price controls, introduction of the open general license (OGL), increases in producer prices and trade liberalization. The economy responded. Over the past four years, real GDP growth has averaged an estimated 4 percent per annum versus virtual stagnation during the early 1980's and approximately 1.3 percent average annual growth in the period 1983-1986. Agriculture, which accounts for at least 45 percent of GDP, grew at an average of 5 percent annually. The critical factors behind this improved agricultural output were the increases in agricultural producer prices, the devaluation of the shilling by over 25 percent in real terms, the improved supply of incentive goods for farmers, and generally favorable weather conditions. Value added in the manufacturing sector grew at an average of 4.3 percent per annum. This sector benefited from improved foreign exchange availability and from the establishment of the OGL which replaced the administrative foreign exchange allocation system for industrial imports. Industrial output was also boosted by the removal of price controls on many manufactured goods which permitted enterprises to charge economic prices.

The reduction of inflation has been a major objective of monetary policy during ESAP. The import liberalization associated with the OGL system, and the export retention scheme, have been instrumental in improving the supply of consumer goods. Thus inflation fell from 33 percent in 1986 to 30 percent in 1988 and an estimated 25 percent in 1990. Given the reduction in inflation and the sharp increases in interest rates during the period (savings from 10 percent to 26 percent and term deposits from 6 percent to 29 percent) the real savings rate is now positive. Although control of domestic credit expansion has been difficult, it is expected that the restructuring of the crop marketing parastatals, banking reform, and the liberalization of agricultural marketing, all of which are currently underway, will eventually permit the Government to pursue sound credit policies with respect to the amount of credit created and its sectoral allocation.

B. PROGRAM DEVELOPMENT

The March, 1987 "Concept Paper for A.I.D. Development Assistance to Tanzania" established the framework for the USAID/Tanzania program following the near phase-out of the mid-1980s. The concept paper concluded that Tanzania's economic recovery program was the only realistic means of addressing the country's declining living standards. It recommended that satisfactory GOT economic reform performance be a condition of USAID assistance. That condition continues in effect: The USAID/Tanzania program evaluates its program options, sectoral or otherwise, in relation to the needs and progress of the economic recovery program.

At the sector level the concept paper determined that road rehabilitation was fundamental to reversing the overall socio-economic deterioration in the country and flagged family planning, among other sectors, as a possible additional priority for AID involvement. The July, 1989 AID/W review of the USAID/Tanzania CDSS reaffirmed Mission concentration on these two strategic objectives with limited involvement in other selected activities. Over the past two years the Mission has devoted considerable effort to the design and initial implementation of the programs needed to achieve its strategic objectives. These efforts are now reflected in this first Action Plan scheduled for submission in early 1991.

C. GOAL STATEMENT: Achieve sustained growth in real income and improve social welfare of Tanzanian men, women and children.

Illustrative Indicators: A. Recorded per-capita income will increase from a rate of 0.7 percent per year in 1989 to 1.5 percent in 1995.

B. Life expectancy at birth will increase from 51 years in 1988 to 55 years by year 2000.

This goal is drawn directly from the Government of Tanzania's (GOT) second phase economic recovery program, known as the Economic and Social Action Plan (ESAP). At a time when most African countries are focusing strictly on economic recovery, the ESAP reference to improved social welfare is characteristic of Tanzania, a country which has invested heavily in social sectors since independence and achieved impressive results. The balanced ESAP goal of progress in both economic and social sectors prompted USAID/T's decision to identify strategic objectives supporting each sector.

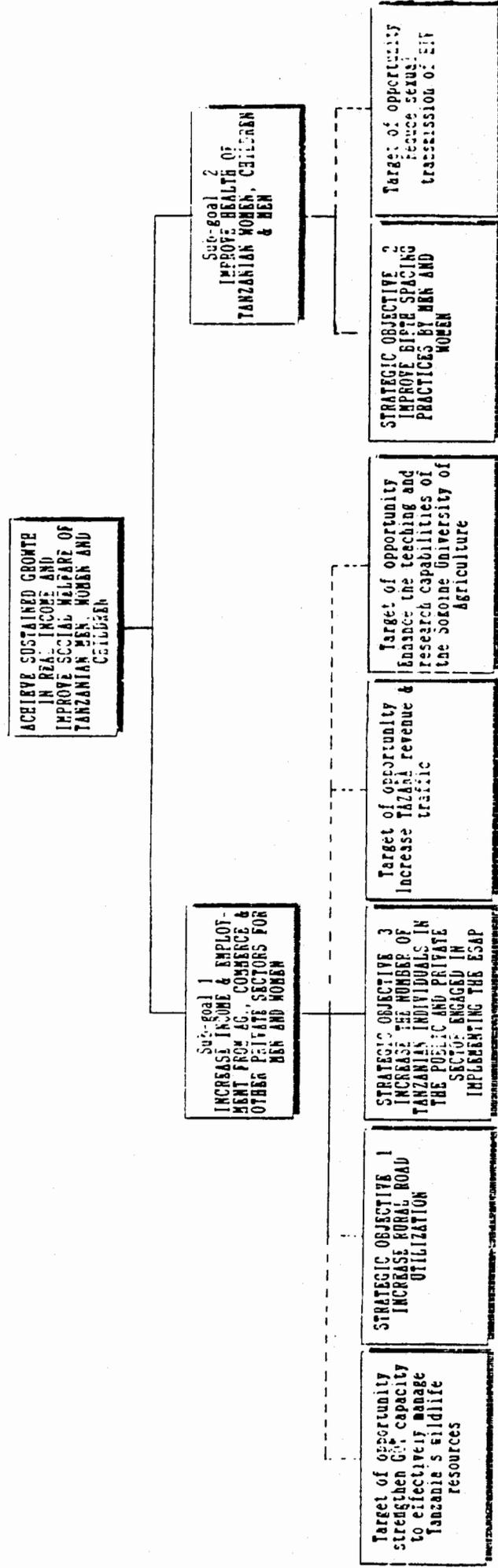
Our emphasis is on "growth" because development experience indicates that the expansion of productive activity is a viable method of improving individual well-being. Similarly, our emphasis must also be on "sustainability" which is derived from responsible governance, broadly defined. USAID/T strongly embraces Tanzania's ESAP because it represents an extraordinary shift in GOT development philosophy from the formally revered statist-control to market-based growth. The ESAP commits the GOT to finding a sustainable balance between growth and equity, between public and private responsibility, and between GOT and individual initiative. This shift in development philosophy was unthinkable just a few years ago; it commands our support today.

D. SUB-GOALS

The ESAP establishes objectives and targets at both the macroeconomic and sectoral levels. USAID/T supports efforts at both of these levels through a mix of policy dialogue, aggressive donor coordination and a combination of dollar-funded projects and programs which specifically address our two sub-goals and, hence, our three strategic objectives:

Sub-goal Number 1: Increase income and employment from agriculture, commerce and other private sectors for men and women.

TANZANIA ACTION PLAN  
PROGRAM OBJECTIVE TREE



- Illustrative Indicators: A. Average annual growth rate of value added in agriculture and industry will increase from 4.5 and 4.2 percent in 1988 to 5 and 4.6 percent in 1995 respectively.
- B. The real wage bill increases by 3 percent during the plan period.

Our first strategic objective - increase rural road utilization - affects this sub-goal directly by enhancing rural commerce, exports and, thereby, greater returns to the smallholders who are responsible for most agricultural production.

Sub-goal Number 2: Improve health of Tanzanian women, children and men.

- Illustrative Indicators: A. Per-capita calorie intake will increase from 83 percent in 1988 to 95 percent of daily requirements by 1995.
- B. Birth-spacing intervals will increase to two years in urban centers by year 2000.
- C. Infant mortality rate will decline from 107 in 1987 to 90 per 1000 live births by year 2000.

Our second strategic objective - improve birth-spacing practices - will reduce maternal and child mortality, thereby enhancing the health of the family.

USAID/T has also identified a third strategic objective - increasing the number of trained individuals in key ESAP areas. Scholarships, awarded on merit, will enhance Tanzania's ability to develop broadly over the long-term. The Mission considers this human resources activity a key ingredient for increased economic productivity but not equal in significance to our roads and birth-spacing programs. Human resources development is not a precondition to either of our two strategic objectives; but it contributes directly to the first sub-goal and indirectly to the second and also contributes to the sustainability of ESAP Objectives. It is also a modestly financed activity and is not approved by AID/W as a priority area of concentration. For these reasons the Mission deems the program to be a "junior" strategic objective.

E. PROGRAM PRINCIPLES:

To achieve its objectives USAID/T organizes its program around five development principles which apply to each of our strategic objectives. After careful consideration, we have concluded that it would not be appropriate to single out and design bilateral projects to promote any one individually. We believe these principles can be more effectively addressed if they are intergrated into all our activities.

## 1. Engage the Private Sector

The Mission's strategy is to seek opportunities for expanded private sector activity either within the context of our on-going programs or as discrete, but smaller, stand-alone commitments.

The best example of private sector involvement is our transport program which provides foreign exchange to private equipment and vehicle importers and contracts for private contractors to carry out roads rehabilitation. Until very recently the GOT would not tolerate either of these private sector initiatives; yet now this approach is acclaimed by GOT and donors alike as an effective, exciting model for road rehabilitation.

We and other donors to the TAZARA Railroad have stressed the need for the line to operate independently and efficiently in accordance with standard business principles. Our technical assistance is focused primarily in this area. We have conditioned the consideration of further support on TAZARA's performance in taking the necessary steps to change from a railroad whose operations are dictated by politics to one run on commercial lines.

The Mission utilizes the Entrepreneurs International program to expose Tanzanian business people to U.S. companies. Ideas are exchanged on production, marketing and financial management. We also sponsor in-country short-term courses for private sector individuals.

Finally, the Mission invests in small activities with potentially high payoffs. We provided consultants to the Banking Commission to address the issues necessary for introduction of private banking in Tanzania. Under our AIDS support program we are testing a condom distribution scheme by a private company. We provided consultants to the Government of Zanzibar in an effort to revitalize the clove trade.

The challenges facing the private sector in Tanzania remain immense. Nonetheless, there is now nationwide recognition that a vibrant private sector is critical to long-term sustainable economic growth and social well-being.

## 2. Think Sustainability

Development assistance which is not sustainable undermines Mission goals by creating dependency and enhancing poor governance. For USAID/T sustainability is being built into each of its two principal sectoral strategic objectives: rural roads rehabilitation and birth-spacing. For the first, analyses and procedures to ensure sustainability will be developed within the Ministry of Works, and for the second, within the Ministry of Health and the family planning NGO, UMATI.

In the first years we shall jointly develop financial data bases and procedures for identifying and projecting recurrent and development expenditures, set against program objectives, so that total and unit costs may be defined year by year. In this context the roles of other donors, alternative fee-for-service mechanisms, and other sources of revenue generation may be identified, assessed and introduced.

These financial systems will be designed collaboratively with counterparts to serve their institutional requirements. This aspect of institutional strengthening will enable our counterparts to make the case for resources from general revenue and non-governmental sources. In this manner AID will help to create an institutional capacity for decision-making which will promote accountability, cost effectiveness and viability.

### 3. Pursue Aggressive Donor Coordination

USAID/T believes that aggressive donor coordination and concerted donor action is absolutely essential to successful implementation of the ESAP. Despite our low ranking among donors in dollar terms, we have been a leading proponent of this effort and play a more influential role in Tanzania than our assistance levels might suggest.

In many ways, the donors to Tanzania function as an opposition party shaping economic, ethical and even political directions. Over the past year the need for closer donor coordination in these areas has intensified considerably. Donors remain generally satisfied with GOT adherence to ESAP-inspired reforms and progress against IMF/World Bank targets; but there is growing concern with the pace of implementation in certain key areas (such as parastatal divestiture) and the failure of government to reduce the number and size of aid projects by consolidating donor assistance behind high priority sectors.

The donors, led surprisingly by the important but previously quiescent Nordics, have put the GOT on notice that they intend to take strong action against non-performance. SIDA, the largest aid donor in Tanzania, struck first with a sharply worded letter from its Director General in Stockholm to TAZARA threatening a cutoff of funds unless management improved. The Swedes also terminated several health projects because of dissatisfaction with the MOH. DANIDA, for ten years the principal backer of the cooperative movement, has suspended all cooperative assistance until legislation is altered and control of the organizations is returned to its members. Both the SIDA and DANIDA initiatives have drawn strong support from the donor community. USAID/T has been an outspoken partner in these ventures.

The tone and substance of the monthly World Bank-chaired DAC meetings also has changed. Once routine, discussion now focuses on GOT performance and tighter coordination of donor assistance. Sector level donor groups have begun to formulate common approaches. For example, with SIDA, USAID/T has spearheaded the effort to put TAZARA onto a commercial footing.

USAID/T will continue to promote donor coordination which involves government as a full partner so that priority areas can be effectively addressed and accountability can be clearly understood.

#### 4. Be Gender Sensitive

Gender sensitivity is an important topic in USAID/T. The Mission defines gender sensitivity as a commitment to 1) incorporate women's participation in all USAID funded activities and 2) address women's concerns within the Tanzanian context. In this regard we established a two-pronged approach: First, analysis of our projects to determine the impact of activities upon women and to guide adjustments to increase positive effects or reduce negative ones. This across-the-board approach enables us to assist women generally within the context of our core program. Our proudest achievement has been the award of half of our competitively-awarded scholarships to women in 1989. Secondly, we targeted a discrete program - increasing women's legal literacy - to receive limited but intensive PD & S funded support. Our first activity was the funding of a conference to draft new laws regarding women and inheritance.

However, over the past year the Mission's early approach to gender issues has expanded. First, research for the Family Planning Project (FPSS) convinced us that we must focus on male attitudes towards women if we are to achieve our strategic objectives. Thus, we insisted on inclusion of males in the Demographic and Health Survey (DHS) and designed gender specific IEC systems into the project. Secondly, we applied our program standards to Mission staff by establishing an in-house committee to advise management on gender-related issues within USAID/T. The Committee has contributed numerous practical suggestions for improving workplace conditions.

#### 5. Promote Accountability and Pluralism

Tanzania, like many Sub-Saharan African countries, is under siege. The burdens of rapid population growth, failed institutions, far too many disparate donor projects, and now AIDS, have damaged the capacity of the GOT to govern. First through economic reform, and now with a gradual opening up of the political process, Tanzania has acknowledged that the political and economic institutions the country selected at independence have not yielded the anticipated improvements in overall living standards. As Tanzanians struggle to redefine their concept of governance we must determine the appropriate role for AID in support of that process.

Governance has many facets, necessarily encompassing both administration and development.

- Administration has to be improved. A first step, strategically, is to define a limited role for government and create opportunity for the market, the individual and for a wide variety of non-governmental institutions. Tanzania is now doing this.
- Resource efficiency has to be improved by first fostering public sector reform, market prices and transparency in financial and legal matters. Again, Tanzania has begun to move in this direction with price reforms leading the way.

- Individual human rights must be respected in law and in practice and must be accorded effective minimum protection in a material sense. Although many progressive laws have been written, more progress is needed in the uniform acceptance and application of the law.
- Pluralism is a fourth facet of governance that enables society to build on the first three facets. Centralized political control must give way to a policy which allows for free association, a free press and transparent rules governing public institutions which make them answerable to their constituencies. Here again, Tanzania is beginning to embrace and practice concepts of non-interference.

Taken together, these facets of governance will greatly enhance the mobilization of existing talent and financial resources for domestic investment and, therein, help create domestic solutions to domestic problems. Heretofore, central control of all facets of life in Tanzania, heavily underwritten by foreign aid, has throttled the very processes of self-reliance said to be a national goal. In its current transition from a socialist state, Tanzania has become, unfortunately, highly dependent upon external guidance. The GOT needs time to imbue the public with a new development ideology, one as cohesive as the socialist-oriented Arusha Declaration but more effective.

USAID/T makes two types of political judgments regarding development support for Tanzania's restructuring efforts. The overall resource level is determined in the general context of macro performance, assessed primarily by economic measures, but also by improvement in governance. Program priorities are determined more clearly by economic considerations alone, but the way in which they are designed and implemented fully respects our objective of reinforcing accountability and Tanzanian initiative.

USAID will continue to support specific project interventions which improve governance, but will not explicitly condition assistance to political reform. Rather, Tanzania's performance will inform our judgment as to the likely effectiveness of additional resources allocated to Tanzania and not elsewhere.

Tanzania is currently debating the viability of a multi-party democracy. It is not USAID's role to interfere directly in this process. However, we intend to provide assistance for the promotion of good governance and condition assistance on accountable and responsible leadership as described above. We will encourage the development of non-governmental groups drawn together for economic and social action, because such groups are effective in catalyzing growth and change and provide an environment where the leadership for a pluralistic political structure can develop.

F. RELATIONSHIP OF MISSION PROGRAM TO DFA ACTION PLAN

USAID/Tanzania's program is consistent with the FY 1989-91 DFA Action Plan. The relationship of Mission activities to DFA strategic objectives is summarized below.

1. DFA Strategic Objective No. 1: Improving management of African economies by redefining and reducing the role of public sector and increasing its efficiency.

USAID/T is a lead supporter of IMF/World Bank-sponsored reform efforts aimed at reducing GOT debt and improving Tanzania's fiscal and monetary management. We have provided direct assistance to special Presidential Commissions charged with proposing financial sector that would institute responsive and responsible banking and rationalizing tax-based resource mobilization. We have addressed improved efficiency in key public services. With support from our rural roads program the GOT has consolidated its rural road maintenance operations in a single Ministry, increased budgetary allocations for road maintenance, and awarded first-ever contracts for agricultural feeder road maintenance to Tanzanian private firms. The recently authorized FPSS project will concentrate on improving delivery of quality services throughout Tanzania's extensive network of health clinics. Our AIDS program has also introduced a private sector experiment in condom social marketing and the FPSS will increase the number and capacity of private sector organizations delivering family planning services.

2. DFA Strategic Objective No.2: Strengthening competitive markets to provide a healthy environment for private-sector led growth.

USAID/Tanzania combines policy dialogue and practical action to support liberalization of Tanzania's commodity markets. We are allied with the Nordic donors, the major sponsors of Tanzania's cooperatives, in their efforts to depoliticize the coops by returning to the principles of member control and economic viability. The cooperatives will thus compete with private traders and others for input and production marketing opportunities.

Our rural roads CIP and road maintenance program will facilitate increased, lower cost movements of goods and services through competitive equipment purchases and contract awards. PL-480 local currency also finances crop price and information broadcasts across the country.

Years of state management and interference have bankrupted Tanzania's financial institutions. If implemented, we expect the AID-supported recommendations of the Banking Commission to pave the way for competitive and transparent private banking leading to expanded credit availability and, perhaps eventually, to a capital market.

3. DFA Strategic Objective No. 3: Developing the potential for long-term increases in productivity.

A well-maintained, extensive roads network is fundamental to Tanzania's hopes for long-term productivity increases. It is for this reason that the roads program is our top priority.

Revenue from Tanzania's wildlife endowment could potentially surpass that of current top export earners. Revitalization of this sector will promote increased productivity and attract resources for investment in productive activities. The Africa Wildlife Foundation grant will assist Tanzania to improve its management of these natural resources.

Our merit-based human resources development program will increase the number of Tanzanians in the public and private sectors effectively engaged in implementing economic recovery. Participants include managers, planners, engineers and economists from government and academia as well as full-time business people.

#### 4. DFA Strategic Objectives No. 4: Improving Food Security

Tanzania is not overall a food deficit country although there is a structural deficit of wheat flour and rice due to a weak distribution system. Periodic drought causes food shortages in some areas.

Over the long term, the rural roads maintenance program will significantly enhance food security prospects by making it possible to move surplus stocks to deficit areas routinely and in time of need. The inability to efficiently move surplus food crops is a major problem in Tanzania. Resolution should encourage increased agricultural production.

PL-480 local currency support to the national disaster preparedness unit in the Prime Minister's office has enabled this emergency coordination committee to become organized and effective. The rapid response to recent devastating floods in southern Tanzania demonstrated that food and other supplies could be delivered quickly. AID donated 17 tons of fast-maturing corn seed to flood victims to replace destroyed stocks and ensure supplies for the planting season. PL-480 local currency has also been used to construct crop storage facilities and collect food crop data.

SECTION II: STRATEGIC OBJECTIVES AND TARGETS OF OPPORTUNITY

USAID/T analysis confirms that our trio of strategic objectives remains the most viable way for AID to work with the GOT to bring about positive changes in the lives of Tanzanians.

These strategic objectives are within our manageable interest. Under the DFA, USAID/T will focus on these objectives, measure impact, and request OYB levels in accordance with our evaluation of ESAP macroeconomic and sectoral performance. In this regard, the Mission will establish indicators of macroeconomic progress as a basis for formulating OYB levels.

A. STRATEGIC OBJECTIVE 1: INCREASE RURAL ROAD UTILIZATION.

- Indicators:
- A. Volume of freight carried by the trucking sector over the entire road network gradually increased from the baseline figure of 1.7 billion metric ton - km in FY 1989 to 3.1 billion mt - km in FY 1993 and 4 billion mt - km in FY 1996.
  - B. Cost of transportation reduced from the baseline figure of 9 TShs per ton-km in FY 1989 to 8 TShs per ton-km in FY 1993 and 7 TShs per ton-km in FY 1996.
  - C. Volume of agricultural produce and inputs transported on selected rural roads increased from the baseline figure of 8,300 tons per annum in FY 1990 to 9,300 tons per annum in FY 1993 and 11,000 tons per annum in FY 1996.
  - D. Average cost of travel for passengers in the rural areas decreases from a baseline of 19 TShs per km to 17 Tshs in FY 1993 and 14 TShs per km in FY 1996.

More than 80% of Tanzania's population lives in rural areas and is dependent directly or indirectly on agriculture. The agricultural sector accounts for over 45 percent of GDP, 90 percent of employment and 85 percent of foreign exchange earnings. Agricultural activities are widely dispersed and most areas are accessible only by road. Over 70 percent of Tanzanian freight moves by road.

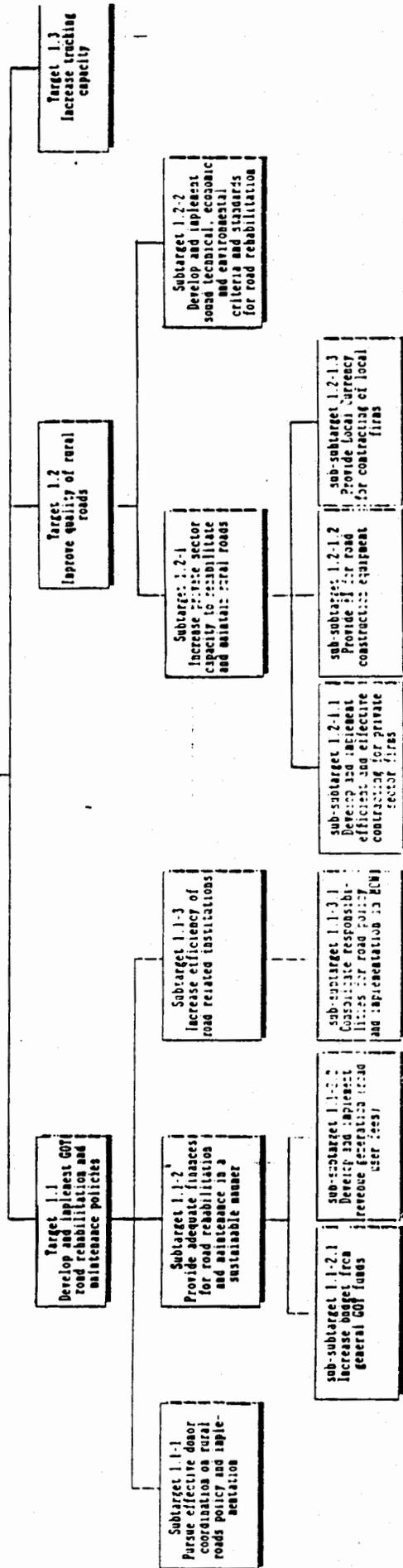
A well maintained road network, therefore, is critical for distributing inputs and marketing food and export crops. It is estimated that only 25 percent of the paved trunk roads, 10 percent of the unpaved trunk roads, and 8 percent of the regional and district roads are presently in satisfactory condition.

TARGET 1.1: Develop and implement GOT road rehabilitation and maintenance policies.

Indicator: A plan for adequately rehabilitating and maintaining roads financed and implemented by the GOT.

TANZANIA ACTION PLAN  
RURAL ROADS

STRATEGIC OBJECTIVE 1  
Increase rural road utilization



TARGET 1.2: Improve quality of rural roads

- Indicators:
- A. Private sector firms rehabilitate 100 kms of rural roads in FY 1991, 300kms in FY 1992, 700 kms in FY 1993, 700kms in FY 1994, 750 kms in FY 1995 and 400kms in FY 1996.
  - B. Total number of kms of rural roads rehabilitated increase from 150kms in FY 1991 to, 400kms in FY92, 800kms in FY 1993, 800kms in FY 1994, 800kms in FY 1995 and 400kms in FY 1996.
  - C. Total number of kms of maintained rural roads increase from 4,800 kms in FY 1991 to 5,000 km in FY 1992, 6,000kms in FY 1993, 6,000 kms in FY 1994, 8,500 kms in FY 1995 and 10,000 kms in FY 1996.

TARGET 1.3: Increase trucking capacity

- Indicator: Percent of foreign exchange under the USAID CIP program utilized for importation of trucks, truck spares and accessories ranges between 50 and 60 over the period 1990-1996.

1. RESOURCES

USAID/T will achieve its rural road strategic objective through the AEPRP and ATAP programs. The ESF-funded AEPRP program will terminate once the existing funds are fully disbursed, while the DFA-funded ATAP program will continue over the period FY 1990-1996. AEPRP funding is \$12.0 million. Planned ATAP obligations are \$30.0 million. In addition, \$6.5 million of PL-480 counterpart funds have been used to rehabilitate roads and other transport related activities.

ATAP and AEPRP are managed by the Project Development Officer with the assistance of an FSN for the CIP and a TCN engineer for construction. A long-term US PSC provides training assistance to Ministry of Works (MOW) staff in monitoring the rehabilitation and maintenance of rural roads by, primarily, private contractors.

2. OTHER NECESSARY AND SUFFICIENT ELEMENTS.

- A. Road transport continues to be a GOT policy and budgetary priority throughout the period FY 1990-1996.

As part of the Integrated Roads Program (IRP), which includes a \$180 million IDA loan, the World Bank and the GOT have reached agreement on road maintenance strategy and physical and budget targets that are jointly reviewed annually.

- B. Monopolistic regulations pertaining to the parastatal trucking industry are eliminated by the GOT.

The GOT has deregulated commodities to be transported and transport prices. However, there are still parastatal trucking companies that operate from the regions. It is expected that, with ongoing GOT efforts to eliminate subsidies, these parastatals will either compete with private companies or be dismantled.

- C. Private sector to be accorded access to credit.

The GOT is in the process of reforming the banking system to ensure credit availability to the private sector.

- D. Public sector staff will be reduced and trained to perform efficiently with appropriate remuneration.

The PFP calls for 10 percent reduction in public sector employment, improvement in incentives and remuneration, and staff training. The World Bank supports this effort.

- E. The overall role of the public sector must be reduced while the role of the private sector is increased.

The GOT is undertaking trade liberalization, reduction of parastatals' role in economic activities, and investment promotion.

- F. Current GOT regulations pertaining to procurement of goods, services and works must be revised to make them less cumbersome and to delegate authority to central and regional implementing agencies.

Under the IRP, the World Bank is financing a study to revise Tanzania's procurement regulations and procedures. Implementation of such revisions is scheduled to commence by December 31, 1993. In the meantime, the GOT and the World Bank have reached agreement on interim procurement regulations be applicable through December 31, 1993.

- B. STRATEGIC OBJECTIVE 2: IMPROVE BIRTH-SPACING PRACTICES BY MEN AND WOMEN.

Indicator: Contraceptive prevalence rate increases by one percent per year by end of project.

The Tanzanian Government launched its National Family Planning Program last year to strengthen the birth-spacing components of its maternal and child health services. Although family planning has been a part of MCH since 1974, little of its potential for protecting the health of mothers, infants and children has been realized. When the GOT announced its program to make high-quality birth-spacing counselling, information and care easily accessible to the people, it invited donors to support the effort.

TANZANIA ACTION PLAN  
Family Planning

STRATEGIC OBJECTIVE 2  
Increase birth spacing  
practices by men and  
women

Target 2.1  
Improve public sector  
delivery of family  
planning services and  
information to meet  
demand

Target 2.2  
Improve private sector  
participation in delivery  
of contraceptive and  
family planning services

Subtarget 2.1-1  
Build management and  
technical ability of  
public sector  
institutions

Subtarget 2.1-2  
Increase ability of  
public sector family  
planning institutions to  
meet recurrent costs

Subtarget 2.1-3  
Provide public with  
information on health  
benefits of birth spacing

Subtarget 2.1-4  
Improve NGO capacity to  
augment public sector  
service delivery and  
mobilize private sector

Subtarget 2.2-1  
Maintain private for-  
profit participation in  
contraceptive delivery

sub-subtarget 2.1-1.1  
Improve data collection  
and analysis

sub-subtarget 2.1-1.2  
Increase capabilities of  
service providers

sub-subtarget 2.1-1.3  
Improve supervision

The program's potential benefits are manifold. It will lower Tanzania's high maternal and child mortality rates and contribute to family well-being. On the national level, it will ease the enormous pressure on government services generated by a population of 23 million Tanzanians that will double in 20 to 25 years at the current estimated 2.8 percent growth rate.

TARGET 2.1: Improve public-sector delivery of family planning services and information to meet demand.

- Indicators:
- A. Number of MOH clinics with family planning counselling and services increased from about 2,400 to nearly all 3,056 by 1995..
  - B. An adequate number of qualified staff in place.
  - C. Regularity of accurate service and supply statistics produced by MIS system.
  - D. Dependable supply of contraceptives available at service delivery points.
  - E. GOT budgetary support of birth-spacing recurrent costs increases during course of project.
  - F. Informational and educational messages reach service providers and the general public through print and broadcast media.

TARGET 2.2: Improve private sector participation in delivery of contraceptive and family planning services.

- Indicators:
- A. Number of private medical facilities with family planning services increases.
  - B. Number of company clinics with family planning services increases.

## 1. RESOURCES

AID is the largest family planning donor in Tanzania. While the program USAID/T is assisting is national in scope, the early years of the project will emphasize efforts to develop a high-quality program in a limited number of target areas. By the end of the seven-year project, we hope to have reached families throughout the country with our planned \$20 million input.

Besides the various support and programming resources on the USAID and REDSO/ESA staffs, the Mission technical office will have one USDH and one FSN professional and a project-funded PSC. The project provides for buying-in to a range of AID/Washington cooperative agreements and contracts for short- and long-term technical support.

2. OTHER NECESSARY AND SUFFICIENT ELEMENTS

- A. Tanzanian couples have need for birth-spacing information and services that is not being met by present service programs.

Factors that inhibit regular use of birth-spacing services include limitations of knowledge and skills on the part of health staff, misinformation and rumors among clients and potential clients, and an unreliable supply of contraceptives. The GOT's program addresses these problems.

- B. The Government and the Party will continue to be supportive of the National Family Planning Program and its aims.

Certain Acts and Regulations are consistent with some of the aims of birth-spacing. Female employees are entitled to maternity leave only once every three years. Workers have income tax relief for up to four children and may claim travel allowance for up to four children once every two years when going on leave. The Party directed the Government to prepare a population policy and the draft of that policy is under active consideration.

- C. The public and private sector agencies involved in the program will be able to define and carry out mutually supportive roles in a comprehensive program.

USAID/T financed a three-day meeting of the principal NGOs and the MOH to discuss coordination in the family planning program. A requirement for UMATI, the main private sector agency, to qualify for a subgrant under the FPSS project is the execution of a formal agreement between UMATI and the MOH that specifies their respective roles and responsibilities.

- D. MCH/FP Donors will fully support the efforts of the MOH to coordinate and rationalize their respective inputs and approaches.

USAID/T urges responsible GOT officials to take the lead in requiring donor coordination. We have initiated meetings with other donors and actively share information. Other donors do likewise. This is recognized as an area that requires constant effort.

- E. Officials who plan and approve the national budget will determine that the costs of supporting the MCH/FP program are an important economic and social development investment.

A centrally-funded A.I.D. project, Resources for the Awareness of Population Impacts on Development (RAPID III), has completed work with the Population Planning Unit of the Planning Commission to strengthen its technical capability to develop such data and present the analyses to policy makers.

- F. Government contraceptive import regulations will encourage for-profit companies to stock supplies for users who prefer independence and anonymity.

USAID knows of no such initiative at present but plans to discuss with UMATI and MOH possible ways to involve the commercial sector.

- G. The Government's program, assisted by USAID and other donors, to rehabilitate roads throughout the country will facilitate the regular delivery of supplies needed for dependable MCH/FP services.

The GOT road rehabilitation program is in progress.

- H. Wider availability of birth-spacing services, more publicity and education through the media, promotion by respected private sector agencies and support expressed by persons in high positions will confer social acceptability. This, in turn, will erode much of the reticence and resistance reported among couples of reproductive age.

These elements are being promoted through the National Family Planning Program and external donors on the assumption that they will have the expected effect. The extent to which it is valid will be revealed in program statistics and the results of DHS and KAP surveys.

- C. JUNIOR STRATEGIC OBJECTIVE 3: Increase the number of Tanzanian individuals in the public and private sectors effectively engaged in implementing ESAP.

- Indicators:
- A. Returned participants placed in key ministries, institutions, and businesses where they can influence policies and practices necessary for ESAP implementation.
  - B. Practical and affordable in-country private sector training established in which tuition covers 25 percent of costs after initial course development.
  - C. Returned short term participants and entrepreneurs able to relate at least four ways their training improved job performance or business practices.
  - D. 50 percent of all participants are women.
  - E. 50 percent of all participants are be from the private sector.

Since the Economic Recovery Program began in 1986, Tanzania has demonstrated a willingness to initiate the policy and attitude changes necessary for a more vibrant and effective economy. However, it has become clear that policy makers and private sector leaders charged with implementing the GOT's transition to a market-oriented economy have little experience with that kind of change. Even where policy reform has taken place, response has been tentative due to a general lack of experience with market concepts and mechanisms and a limited understanding of how the private sector can contribute to national well-being. In addition, both public and private enterprises are in need of improved management and financial accountability in order to exploit ESAP-created opportunities.

TANZANIA ACTION PLAN

Human Resources

STRATEGIC OBJECTIVE 3  
Increase the number of  
Tanzanian individuals in  
the public and private  
sector engaged in  
implementing the ESAP

Target 3.1  
Improve the technical &  
managerial skills of men  
& women in the private  
sector to take advantage  
of ESAP opportunities

Target 3.2  
Improve managerial &  
technical skills of men  
& women in the public  
sector to direct, manage  
& sustain ESAP

Target 3.3  
Support human resource  
development of  
professional and business  
promotion associations

USAID/T-sponsored training will provide a catalyst for economic restructuring by re-orienting thinking, promoting innovation, increasing skill levels and providing the broad-based competence necessary for Tanzania. This training can provide the basis for making appropriate choices for the many options facing Tanzania today. These choices, though supported by outside interventions, must be made and implemented by Tanzanians themselves.

TARGET 3.1: Improve the technical and managerial skills of men and women in the private sector to take advantage of ESAP opportunities.

- Indicators:
- A. 420 private sector business women and men are able to apply management skills as a result of in-country programs.
  - B. 46 entrepreneurs develop new business skills through attachment with US business for short practical internships.
  - C. 30 private sector business people are able to apply specific skills in the field of management, finance, marketing and agribusiness as a result of U.S. or third country training.
  - D. 20 private sector business people are able to use business skills and private sector concepts learned at HRDA workshops.
  - E. 6 private sector business people improve management skills through US MBA programs.

TARGET 3.2: Improve the managerial and technical skills of men and women in the public sector to direct, manage and sustain ESAP.

- Indicators:
- A. 9 lecturers and researchers refine economic planning and analysis, public policy and administration, or business management skills through PhD programs in the United States.
  - B. 40 public managers update and improve their knowledge of public policy, public administration, business administration, economics or engineering through masters level programs in the United States.
  - C. 11 PhD candidates in the fields of economics, business administration and public policy incorporate one year of relevant study at a U.S. University into their PhD programs at the University of Dar es Salaam.
  - D. 110 public managers are able to apply specific skills in the areas of management, finance, agribusiness, marketing and law as a result of training at U.S. universities or third country training institutions.

TARGET 3.3: Support the human resource development of professional and business promotion associations.

- Indicators:
- A. 10 leaders from professional and business promotion associations improve management skills for effective outreach through study tours or short courses.
  - B. Management of professional and business associations improved through three in-country workshops.

## 1. RESOURCES

USAID/T will reach its objective by utilizing two regional training projects: Human Resources Development Assistance (HRDA) 698-0463 and African Training for Advanced Leadership Skills (ATLAS) 698-0475. The design of these projects gives us the flexibility and support needed to reach our objectives for both the private and public sectors in a cost effective manner. Participation in these projects will continue throughout the planning period. The FSN staffed training office is under the supervision of the Program Officer.

## 2. OTHER NECESSARY AND SUFFICIENT ELEMENTS

- A. The economic policy environment in Tanzania will allow returned participants to apply their new knowledge in ways that will promote economic revitalization.

There have been numerous changes in recent years which indicate that the environment for economic growth is rapidly improving. An Investment Code was enacted which guarantees tax incentives and repatriation of profits for foreign investors. An Investment Promotion Center was established. The Presidential Commission on Banking Reform has recommended establishment of private banking investment and a reduced role for government in the financial sector. Marginal tax rates on individual income were reduced from a range of 20 to 75 percent to a range of 10 to 50 percent and a full review of the tax structure is underway. Most significant, the implementation of the OGL has provided access to badly needed foreign exchange.

- B. Tanzanian universities and tertiary training institutions are capable of training to the first degree level at an internationally accepted standard.

Degrees and advanced diplomas are recognized by international universities. External examiners review test papers at all institutions granting degrees and diplomas. In 1990 following an official review of student and faculty grievances at the University of Dar es Salaam, substantial additional funds were allocated for renovations to the university's physical plant.

- C. University of Dar es Salaam PhD programs will continue to meet international standards.

The University of Dar es Salaam has supervised and granted PhD's in five out of six faculties for many years. Several departments, including the Department of Economics, have existing cooperative relationships with international universities to provide "sandwich" programs in which coursework, literature reviews or laboratory experiments are done at an external university; research supervision is shared by both institutions and the PhD degree is granted by the University of Dar es Salaam.

- D. Business associations will emerge which have the confidence of the private sector and are able to represent their interests in Tanzania.

The Dar es Salaam Chamber of Commerce has a long history of service to the expatriate business community and a more recent history of service to Tanzanian business people. In 1988, a broadly based national body, the Tanzanian Chamber of Commerce, Industry and Agriculture was initiated by the Government and now has branches in six urban areas. If the national Chamber continues to grow, it will absorb the membership and the experience of the older Dar es Salaam Chamber thus creating a strong, broad-based advocate for the private sector. The Association of Tanzanian Employers has a history of effectively negotiating public and private business contracts with the labor union and the government and serves as a forum for business promotion and private sector interests. The Tanzania Business and Professional Women's Association, the Association of Tanzanian Consultants, and the Tanzanian Professional Association are also newly formed associations which have potential to influence policy reforms favorable to the private sector.

D. TARGETS OF OPPORTUNITY:

In addition to our two primary, and one junior, strategic objectives, USAID/T is experimenting with four Targets of Opportunity that contribute (or may contribute) to the program goal.

- Under the first Sub-Goal:
- a. Strengthen GOT capacity to effectively manage Tanzania's wildlife resources,
  - b. Increase TAZARA revenue and traffic,
  - c. Enhance the teaching and research capabilities of Sokoine University of Agriculture Faculty and students, and

Under the second Sub-Goal: d. Reduce sexual transmission of HIV.

For each of these, as with our primary strategic objectives, we focus on policy and coordination, as well as on project implementation, to ensure sustainability and impact.

**A N N E X A**

**USAID/Tanzania Women in Development Strategy**

## WOMEN IN DEVELOPMENT

### ACTION PLAN FOR USAID/TANZANIA

#### Introduction

"...customary law and traditional values continue to contribute to an environment which perpetuates inequality between men and women in almost all fields of life. Government efforts to raise the status of women have faced resistance. Potentials for fuller involvement and participation of women in national economic development exist. The women's potentials for human resource remains to be developed to facilitate realization of this potential." 1/ "Tanzanian women are known to be oppressed under a web of cultural, religious, economic, and legal forces." 2/ The preceding quotes, one by an AID officer and the other from a Tanzanian Government publication, provide the context in which the Mission has developed its WID strategy.

USAID/Tanzania's Program Goal is to "Achieve Sustained Growth in Real Income and Improve Social Welfare of Tanzanian Men, Women and Children by Implementing the Economic and Social Action Plan" (ESAP). Specific mention of gender in the goal statement and the two sub-goal statements is purposeful and reflects a determined effort to integrate gender into the programming process.

The USAID WID Goal is to establish an environment in which women are afforded an equal opportunity to participate in and benefit from the ESAP. The strategy for achieving that goal involves two objectives:

1. Overall integration of gender issues into the USAID program and;
2. Specific improvements in women's legal rights.

The first objective, while important, is by itself inadequate to achieve the goal. Indeed, it is unlikely that any single donor would have the necessary resources to support the required change. However, twelve other donors in Tanzania also have WID programs, all include the integration of gender into their on-going programs and all have specific WID activities as well. One other donor, NORAD, is also directly involved in women's legal rights.

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1/ Situation of Women in Tanzania: Ministry of Community Development Culture, Youth and Sports, 1988 Dar es Salaam.

2/ "Women's Rights in Tanzania," Grist, Lisa-Nicolle USAID/Kenya, May 25, 1990.

Donor WID programs in Tanzania are active in supporting changes in the economic and legal status of women. But more importantly there is a growing number of local Tanzanian organizations led by competent and dedicated individuals, committed to improving the status of women. The increased activism on the part of women's organizations, and the support of all major donors for WID activities, provides a plausible basis for ensuring that women will be afforded increasing opportunities under the ESAP.

I. WID Objectives in the USAID/Tanzania Program:

- . Increase access to training for women of at least 50% under USAID Scholar Program.
- . Increase the number of women trainees in other projects that have a training component.
- . Clearly identify gender considerations affecting ability to participate in all projects.
- . Support government's effort to implement population programs targeted to men, women and children through the Family Planning Support Program.
- . Establish systems and procedures to ensure gender issues are incorporated in all USAID/Tanzania on-going and future programs (these may include policy dialogue efforts, policy and research materials, evaluations, and project/program documents).
- . Support NGO programs which address women's legal rights and legal literacy.
- . Increase USAID/Tanzania's staff's awareness of gender issues and develop skills for addressing these issues through workshop attendance and meetings.

II. Description of USAID/Tanzania WID Activities:

USAID/Tanzania's primary focus is on the transportation, birth-spacing, and human resource development sectors. Other activities have been incorporated as targets of opportunity.

A. 621-0166 - Agriculture Transport Assistance Program (ATAP).

ATAP is designed to assist the GOT to reduce or eliminate transportation bottlenecks that affect agricultural production and marketing. This will be done through:

- i) improved policies affecting the transportation sector; and
- ii) increasing foreign exchange and local currency resources for maintenance of trucks, rehabilitation and maintenance of rural roads as well as emphasizing development of the private sector truck transport and road maintenance.

The initial project design did not incorporate gender issues despite the fact that women play a major role in transportation of food and cash crops from the farms to the home and/or market place. A baseline study on socio-economic impacts of rural roads has been completed. Surveying techniques sought out women's participation in the transport sector. The data obtained is disaggregated by gender. The impact of the rehabilitated roads on women will be assessed to determine how the roads affect women and follow up actions required. An ADS funded Rural Economy Advisor is specifically charged with identifying ways to address women's rural transport needs.

B. 621-0173 - Family Planning Program Services Support (FPSS).

This is a new program obligated in FY 1990. Activities will be undertaken to target males since it has been established that male attitudes play a role in constraining contraceptive acceptance by women. Types of services available will be expanded to appeal to married couples as well as single men and women at the beginning and end of their fertility cycles. The project intends to increase the percentage of family planning acceptors by one percent per year through the seven year life of project.

C. 698-0475 - African Training for Leadership and Advanced Skills (ATLAS) and  
698-0463 - Human Resources Development Assistance (HRDA).

These projects are used to provide Tanzanians with the appropriate skills to sustain the ESAP. A strategy of inviting self-nominations in FY 1990 resulted in highly qualified females applying for USAID scholarships. 50% female participants from both public and private sectors were selected. The Mission's target of 50% female participation will be extended throughout the life of the project and will also apply to in-country private sector training scheduled to begin in 1991-92.

D. 698-0474 - HIV/AIDS Prevention in Africa (HAPA).

This program supports the National AIDS Control Program (NACP) by providing financial resources to WHO's multilateral program. USAID/T also provides condoms, local currency, training and short-term technical assistance directly to NACP. It is planned that a women-focused AIDS educational module on selected themes will be developed for broadcast over the radio. Women will also be targeted in a newspaper campaign with AIDSCOM assistance. More women will be encouraged to participate in AIDS conferences, workshops and seminars both in-country and outside the country. AIDSCOM has initiated a project for Women in the Workplace with the Tanzania Union of Workers (JUWATA) Women's Division. The project will start at 6 work sites. Another women and AIDS proposal to be tied to the JUWATA project is in the pipeline. The goal of this activity is to reach non-professional women.

E. 698-0462 - Family Health Initiatives II.

A Demographic Health Survey (DHS) has been designed to provide a baseline for our family planning program. Women have been directly involved in planning and carrying out the DHS. The survey will interview men as well as women to determine their respective roles in decision-making on family planning matters in order to develop effective strategies for disseminating information and delivering services.

F. 621-0171 - Wildlife Management.

This program funds an African Wildlife Foundation (AWF) initiative to conserve and utilize Tanzania's wildlife resources by strengthening the planning and assessment capabilities of the GOT Wildlife Department so that they can promote and manage sustainable economic development of the wildlife sector. AWF will endeavor to hire at least one woman project specialist. Economic development around protected areas will benefit both men and women.

G. 690-0240 - Regional Transport Development Dar es Salaam Corridor (TAZARA).

This project was designed to expand the capacity and improve the operational efficiency of the Southern Africa regional transport network. WID issues were not incorporated in the design of the project but women will be targeted for training especially where training is directed towards improving management skills.

H. 621-0521 - Program Development and Support (PD&S).

PD&S funds support a series of broad, program-related activities. These activities include feasibility studies, research and workshops. Existing women's research groups will be targeted for support through research grants which identify WID topics related to the Mission's programmatic areas. USAID will also fund women's legal rights awareness under this program. Participants to AID sponsored workshops will be women and men proportionately.

I. 621-0174 - Tuskegee - Sokoine University Linkages

This Cooperative Agreement between Tuskegee University and Sokoine University of Agriculture (SUA) will enhance the teaching and research capabilities of SUA. One specific project activity includes both research and course development on improving women's productive role in agriculture.

III. Mission Strategy for Implementation and Monitoring under WID Action Plan.

USAID/Tanzania's plan for implementing and monitoring of the WID Action Plan will be a continuous process. The mission has adapted the PPC/WID strategies which fall within three broad areas:

- (1) Research and Analysis;
- (2) Training; and
- (3) Direct interventions and Project Adaptation.

1. Research and Analysis:

USAID/T will develop "a data bank" (Baseline study, SIP, DHS) that contains information that will enable us to design interventions and project adaptations that will incorporate women as full participants and beneficiaries in the development process. Gender issues will be addressed in all USAID/T research and data collection and analysis.

2. Training:

- a. USAID/T will attempt to ensure that women represent 50% of our trainees in the HRDA and ATLAS projects. In all projects with a training component, training will be used as a catalyst to promote women in managerial and supervisory roles.
- b. USAID/Tanzania will strengthen its own staff by providing training that promotes awareness of information about, and skills for, addressing gender issues in the design, implementation and evaluation of programs. Four members of staff have attended the PPC/WID Gender Information Framework (GIF) workshops. Staff members going to the U.S. will be scheduled to attend a WID course at Harvard University if scheduling permits.

3. Direct Intervention and Program Adaptation:

a. Project Adaptation

USAID/T will consider development of direct intervention and project adaptations based on data obtained in on-going research and data collection studies. Such programs may address the following areas:

- i) credit for rural women;
- ii) rural transport specific to women's needs;
- iii) women entrepreneurship opportunities;

b. Direct Intervention

USAID/T will strengthen existing institutions promoting women's legal rights and their ability to access these rights without fear. This will enhance women's participation in the development process, enhancing accountability of Tanzanian institutions. Potential target institutions will be the newly formed Women Lawyers Association and the SUWATA Legal Aid Scheme.

This Mission is taking a two-track approach to achieving the objective. The first is to support educational activities designed to acquaint women with their rights and the second is to support groups involved in legislative action. USAID has already begun supporting women's legal groups by sponsoring workshops and seminars. One of these activities is supporting a group attempting to change the laws of inheritance. This activity has involved male members of the judiciary and a female member of parliament.

Under Tanzanian law both civil and customary law maybe used to determine the deposition of a person's estate. Customary law of some tribes provides that when a man dies, male relatives have first claim to his estate which may include wealth solely produced by the wife. Wills notwithstanding, the application of these laws vary with the individual judge. Such laws severely limit a woman's ability to earn, save, and invest, or otherwise achieve economic parity. Knowledge of these complicated laws is an important step in ensuring that women are afforded equal opportunity under the ESAP.

Educational activities are a priority of those groups dedicated to changing the laws because knowledge of the laws greatly enhances a woman's ability to avoid losing her property. Knowledge of the laws will also help build the support needed to change the laws. Educational activities to be supported are workshops, preparation of written materials and possibly media activities. The Mission will collaborate with the Women, Law and Development on a workplan for their educational agenda. The Mission will support four workshops on laws-of-inheritance during the next year including two in the workplace through the cooperation of the women's department of JUWATA. Written materials for workplace distribution will be developed and printed. Measurement of impact will largely be process, or input level indicators for the first year or two, that is, numbers of workshop participants, women reached etc. We do not expect to see actual changes in the law before two-to-three years.

c. Internal Mission Activities

The Mission has established a WID working group to ensure that Mission activities consider gender concerns in the program and in Mission operations. The committee is responsible for reviewing project documentation and unsolicited proposals for gender specific issues. For example, the committee was responsible for the inclusion of women in agriculture courses and research in the University Linkage cooperative agreement.

The Committee is also concerned with gender issues that affect Mission employees. Womens' legal rights, particularly the above mentioned laws of inheritance, are of direct concern to the Mission employees. A workshop to acquaint employees with these laws will be conducted in the Mission.

The following benchmarks will enable us to monitor implementation of the WID Action Plan:

Description	Specific WID Action	Plan of Action	Time frame Responsible Officer
1. Rural Roads Survey (ATAP)	. Assure survey instruments reflect: gender-specific hypotheses; gender disaggregated data needs; appropriate enumeration techniques are used to assure unbiased data; undertake analysis of gender variables.	. Draft SOW related to gender	Completed
		. Review questionnaire	Completed
		. Oversee training of enumerators	Completed
		. Review proposal for analysis	Completed
		. Recommend gender integration into ATAP amendment.	TBD 1991 Mulugeta/ Mbuya
2. Demographic Health Survey (Family Planning)	Assure survey instruments reflect gender-specific hypotheses as above	. Draft SOW related to gender	Completed
		. Review questionnaire	Completed
		. Train enumerators	Completed
		. Pretesting	Nov. 1990
		. Field survey	June - Oct. 1991
		. Final results	Jan. 1992 Vorán/Mbuya
3. Social Institutional Profile (SIP) (PD&S)	Assure survey instruments reflect gender-specific hypotheses as above	. Draft SOW-related to gender	Completed
		. Review proposal for analysis	Jan. 1991
		. Address impact of ESAP on gender	April 1991
		. Identify women's role in productivity	April 1991
		. Recommendations	August 1991

4. Training (HRDA) (ATLAS)	. Ensure Scholar Program advert is gender-specific	. Advertise in the daily paper emphasizing women participation	April 1989 and consequent years
	Ensure selection committee is gender sensitive	. Form an advisory selection committee composed of both men and women	Annually
	. Ensure 50% of participants are women	. Select participants and disaggregate by gender	On-going
		. Monitor impact two years after return	Sept.1991 Minja/Mbuya
5. Research and legal issues (PD&S)	. Strengthen Women's research groups	. Identify type of research relevant to USAID/T activities	Feb. 1991
		. Draft terms of reference	March 1991
		. Request proposals from the different women's research groups	June 1991
		. Review proposals and select one group	1991
		. Commission research	1991
		. Disseminate research info to GOT officials	March 1992 Mbuya
	. Enhance women's legal literacy	. Sponsor workshop on sensitization of women's legal issues	Completed Mbuya
	. Women's Legal rights	. Explore possible initiatives in the areas of equitable, nondiscriminatory access to government services	Completed Lisa Grist H. Mbuya

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		. Sponsor workshop on law of inheritance	Completed
		. Support legal literacy efforts	
		. Support 4 workshops on law of inheritance	To begin March 1991
		. Provide TA to establish proper accounting system for WLD Unit	Jan. 1992
		. Support legal camps	Continuous H. Mbuya Schlesinger

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6. TAZARA ATAP Training	Training for women employees	Include women in management training plan proportionately	1990/1991 Baird/ Mulugeta/ Mbuya
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**A N N E X B**

**Strategic Objective Targets, Sub-targets and subsubtargets**

STRATEGIC OBJECTIVE No. 2 BASELINE INDICATORS FY 1990 ACTUAL FY 1991 EXPECTED FY 1992 EXPECTED FY 1993 EXPECTED FY 1994 EXPECTED FY 1995 EXPECTED

Increase birth-spacing practices by men and women. 5% contraceptive prevalence rate (CPR) N/A 5% CPR 5% CPR 7.5% CPR 9% CPR 10.5% CPR (1997: 14% CPR)

SOURCE: Est. extrapolated from 78-88 intercensal growth rate and UMATI contraceptive offset reports. Demographic and Health Survey (DHS) (91); Knowledge, Attitude & Practice (KAP) Study(91) KAP Study (94) DHS (95) KAP Study (96)

TARGET 2.1 Improve public sector delivery of family planning services and information to meet demand. Clinics with FP counselling and services ca. 2400 (over 75%) ca. 2500 clinics offering FP (82%) ca. 2600 clinics (85%) ca. 2750 clinics (90%) ca. 2850 clinics (95%) Nearly all 3056 in MOH network

SOURCE: MOH reports Based on National Family Planning Programme Plan of Operations (Jan 89) DHS (91) DHS (95)

SUBTARGET 2.1-1 Build management and technical ability of public sector institutions Adequate, qualified staff in place. Timeliness of management decisions. Program is achieving objectives. Efficient, effective program in operation.

SOURCE: Observations of USAID project managers. Progress reports, training and MIS reports. Evaluation reports.

STRATEGIC OBJECTIVE No. 2 BASELINE INDICATORS 'FY 1990 ACTUAL FY 1991 EXPECTED FY 1992 EXPECTED FY 1993 EXPECTED FY 1994 EXPECTED FY 1995 EXPECTED

SUB-SUBTARGET 2.1-1.1  
Improve data collection and analysis.

Regularity and accuracy of MIS service statist & supply and logistics information. Uses made of statistics by management.	MIS is poor: Irregular, incomplete inaccurate	Regular, accurate program information available to managers. Information is analyzed and fed back to service delivery points.
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SOURCE:

MIS reports. Reports circulated back to field from headquarters. Plan of Operations of National Family Planning Programme. Background studies for USAID's FPSS Project Paper.

SUB-SUBTARGET 2.1-1.2  
Increase capabilities of service providers.

Medical, paramedic and community-based service providers trained and potential clients have confidence in service providers. Reliable supply of contraceptives available to service providers.	ca. 30% of med/paramed personnel trained in FP	ca. 45% trained/retrained	ca. 60%	ca. 75%	ca. 90%	Nearly all 12,000 med/paramed staff trained/retrained. Clients express satisfaction with information and services at service delivery points. No supply outages reported.
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SOURCE:

Training program reports. Survey reports of client attitudes. Timely PIO/Cs, shipping documents, logistics MIS reports. National Family Planning Programme Plan of Operations.

STRATEGIC OBJECTIVE No. 2 BASELINE INDICATORS 'FY 1990 ACTUAL FY 1991 EXPECTED FY 1992 EXPECTED FY 1993 EXPECTED FY 1994 EXPECTED FY 1995 EXPECTED

SUB-TARGET 2.1-1.3  
Improve supervision.

Training provided for supervisory personnel in clinics. Public Health Nurse in each district designated as FP Coordinator. N/A  
Trained FP Coordinators assist service delivery staffs in the districts to integrate FP into their MCH and PHC concerns.

SOURCE: Course syllabus. MCH Order establishing FP Coordinators at district level. Site visit reports. Evaluation reports.

SUB-TARGET 2.1-2  
Increase ability of public sector FP institutions to meet recurrent costs

GOT budget allocations  
Establishment costs (i.e., personnel, capital infrastructure) are in annual health budget. No FP costs are in budget.  
Project-funded salaries begin to be picked up by GOT.  
Warehouse and office space costs transferred from project to GOT on phased basis. GOT begins to contribute to costs of locally procured commodities. Salaries, office and warehouse, local commodities fully funded by GOT by 1997.

SOURCE: GOT Budget

SUB-TARGET 2.1-3  
Provide public with information on health benefits of birth spacing

IEC materials; radio scripts; curricula for service provider training  
Inadequate reliable information available to couples.  
Confirm "FY 1990 Actual"  
Increased requests for services, improved continuation rates  
Understanding of birth spacing and its benefits improved over 1991 findings.  
Both service providers and clients understand health benefits of birth spacing.

SOURCE: GOT National FP Programme Action Plan  
DHS (91) KAP (91)  
Monitoring IEC materials and radio programs  
Service Statistics Training reports.  
KAP (94)  
DHS (95) KAP (96)

STRATEGIC OBJECTIVE No. 2 BASELINE INDICATORS FY 1990 ACTUAL FY 1991 EXPECTED FY 1992 EXPECTED FY 1993 EXPECTED FY 1994 EXPECTED FY 1995 EXPECTED

SUBTARGET 2.1-4  
 Improve NGO capacity to augment public sector service delivery and mobilize private sector  
 Availability of facilitating services to NGOs: training, IEC materials, MIS support, supplementary contraceptive supplies.  
 Effective, collaborative public-private program of information and services on birth-spacing

SOURCE: MCH Progress reports. Reports and field observation.

TARGET 2.2  
 Improve private sector participation in delivery of contraceptive and family planning services  
 No. of private medical facilities with FP services. N/A  
 No. of company clinics with FP services. N/A  
 Nearly all private clinics offer birth spacing and services.  
 FP in at least 20 clinics for employees.

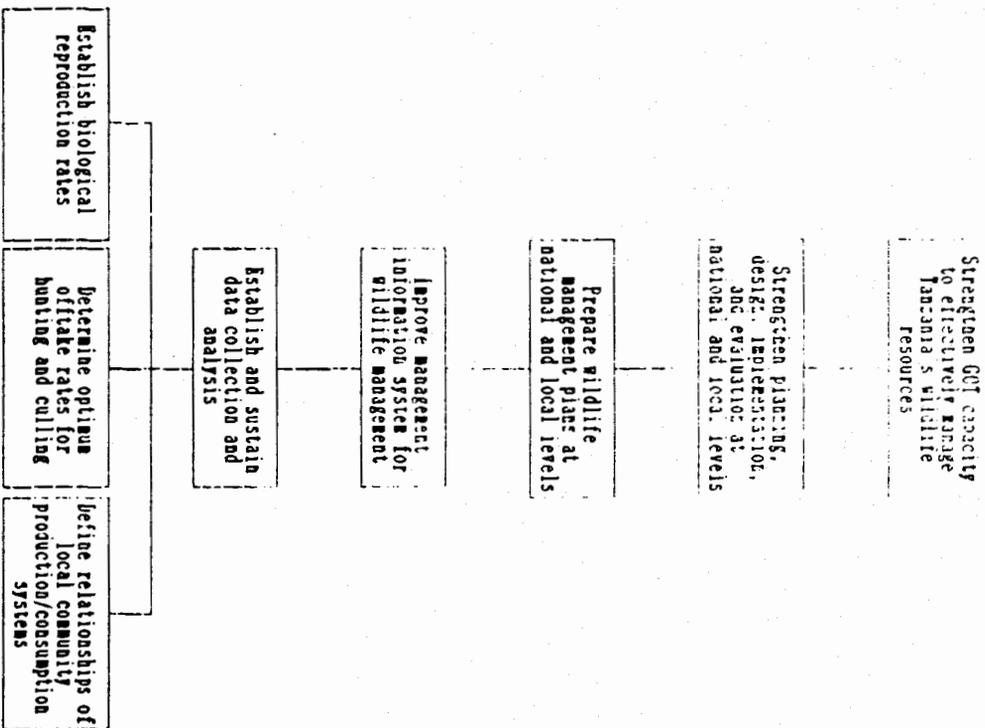
SOURCE: Service Statistics  
 Service availability questionnaire of DHS will indicate extent of private participation.

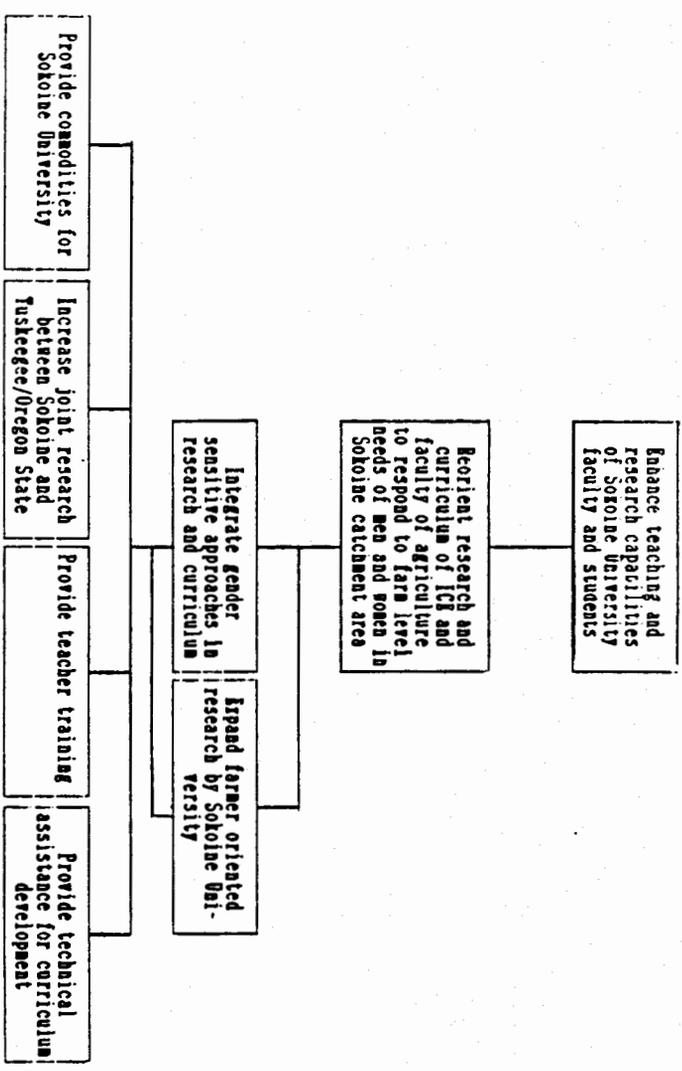
SUBTARGET 2.2-1  
 Maintain private for-profit participation in contraceptive delivery  
 Estimated proportion of pharmacies selling contraceptives N/A  
 Pharmacies in most towns stock contraceptives.  
 Less and regulations facilitate import and enhance profitability

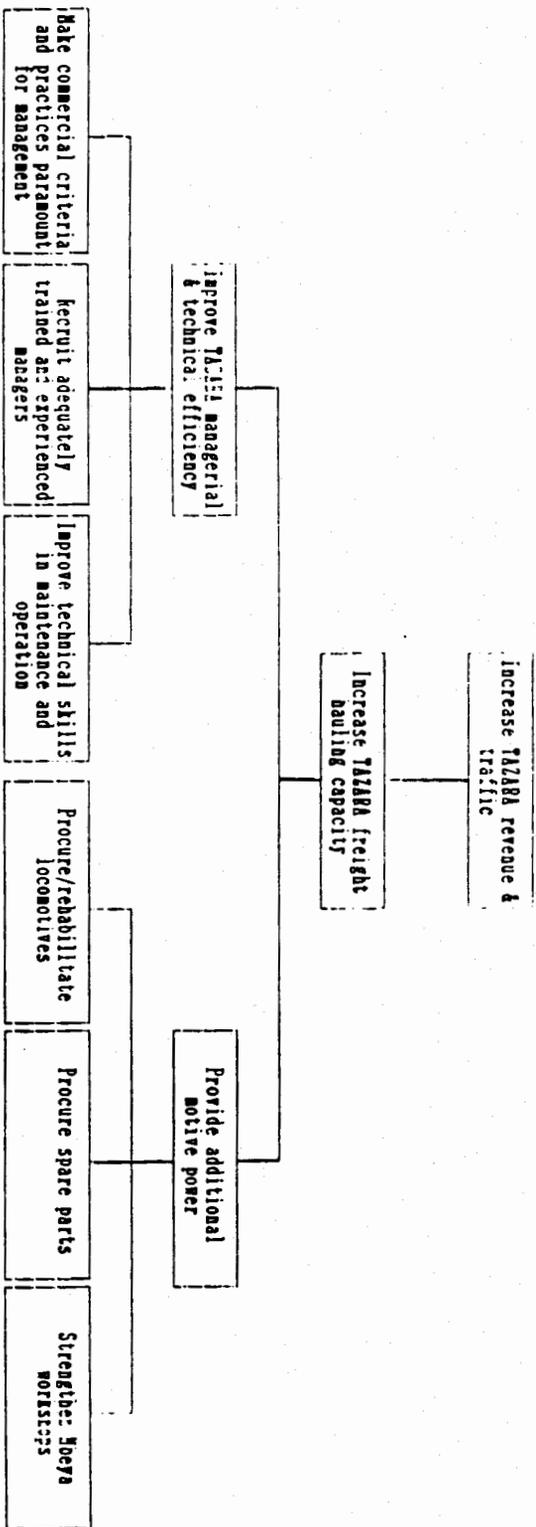
SOURCE: Special surveys  
 Import regs and conditions

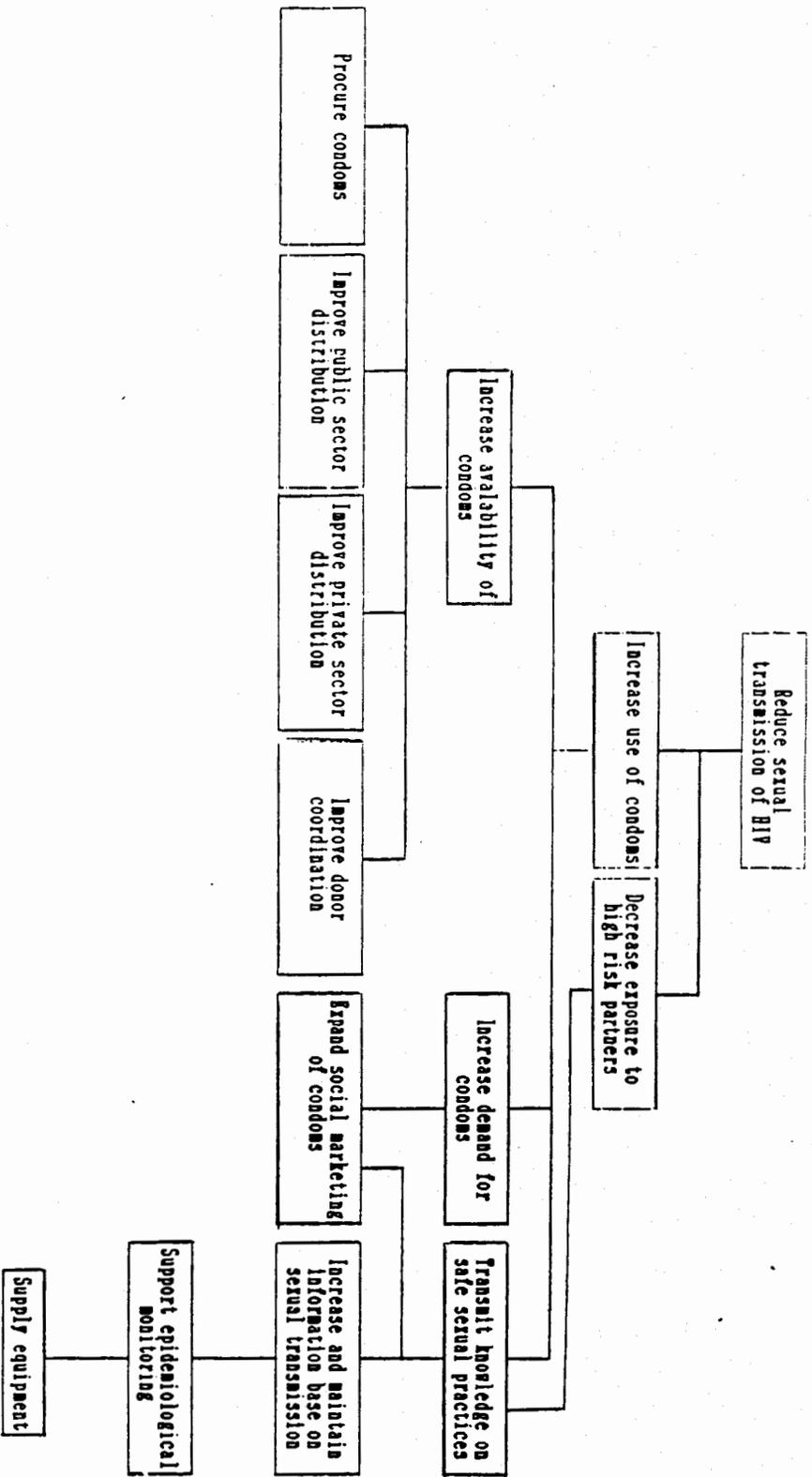
**A N N E X C**

**Target of Opportunity Objectives Trees**









**A N N E X D**

**USAID/Tanzania Active projects**

PROJECTS

Projects Supporting Action Plan Strategic Objectives

1. Agricultural Transport Assistance Program (ATAP) Auth. \$12.41  
Plan 30.0  
PACD 9/93

To increase foreign exchange financing for transport equipment, spare parts and machinery, and to support policy reforms for improving the GOT's capacity to identify, select and undertake rehabilitation and maintenance activities on rural roads.

2. AEPRP Auth. \$12.0  
Plan 12.0  
PACD 12/90

To assist the GOT to reduce or eliminate transportation constraints to increased agricultural production and marketing through an improvement of policies affecting the transportation sector, and by increasing the amount of foreign exchange and local currency resources available to finance the maintenance of trucks engaged in rural transport and the maintenance and rehabilitation of rural roads.

3. Family Planning Services Support Program (FPSS) Auth. \$20.0  
Plan 20.0  
PACD 12/97

To increase contraceptive acceptance and use.

4. Human Resources Development Assistance (HRDA) Obl. to date \$4.56

To meet critical human resource needs through off-shore and in-country training programs.

5. African Trng. for Leadership & Advanced Skills (ATLAS) Obl. to date. \$540

To support the Tanzania Economic Recovery Program by training participants in the areas of economics, business administration, public policy and administration, business and commercial law and engineering at the Masters and Ph.D. level.

6. African Development Support Project (ADS) Obl. to date \$200

To provide the Mission, GOT and other donors with technical expertise and policy recommendations in the areas of rural transport and agriculture policy, particularly the links between them.

Projects Supporting Targets of Opportunity

1. TAZARA Auth. \$45.950  
Plan 45.950  
PACD 8/94

To strengthen and expand the capacity and improve the operational efficiency of the Southern Africa regional transport network. The subpurpose is to strengthen and expand the carrying capacity and improve the operational efficiency of TAZARA within the overall SADC Northern Corridor Transport System.

2. Planning and Assessment for Wildlife Management Auth. \$2.50  
Plan 2.50  
PACD 2/93

To improve planning, execution and evaluation of wildlife management in the Wildlife Division of the Ministry of Lands, Natural Resources, and Tourism in order to promote sustainable development of the wildlife sector in Tanzania.

3. Tuskegee - Sokoine University Linkage Auth. \$2.386  
Plan 2.386  
PACD 9/95

To enable Tuskegee University to enhance the teaching and research capabilities of the Sokoine University school of Agriculture.

4. Family Health Initiatives II Obl. to date \$1.427

Finances the Demographic and Health Survey for baseline data for the Family Planning Services Support Program. Finances contraceptives for family planning and condoms for AIDS control.

5. HAPA HIV/AIDS Prevention in Africa Obl. to date \$1.330

To reduce the transmission of AIDS through education activities and increasing the use of condoms.

6. PD&S

Supports design and analysis and supports WID interventions (Continuing)

SECTION III: MISSION MANAGEMENT AND MONITORINGA. PROGRAM RELEVANT MANAGEMENT HIGHLIGHTS

USAID/Tanzania has completed its rebuilding effort following the Brooke-induced phase-out operations of the mid-1980's. The August 1990 obligation of the Family Planning Services Support (FPSS) project completes the design of the portfolio of programs which constitute the primary vehicles for achievement of our strategic objectives. Similarly, the drafting of this first Action Plan records in one document the Mission's formulation of its program vision. Our top priority now is implementation.

Over the past year the USDH level was increased from 6 to 8 (added: Program Officer and Deputy Director) and the Mission was upgraded to Class A status. These changes, and repeated OYB increases, confirm Tanzania's status as an African country making steady progress in adopting and implementing market-oriented economic reform. This is no small achievement given the country's position as the leading proponent of socialism in Africa during its first quarter century of independence.

The assignment to post (January 1991) of an experienced USDH health/population officer coincides with the launching of family planning/birth-spacing as a full-fledged strategic objective. The 1989 arrival of the Deputy Director has permitted the Mission to play a more aggressive role in pursuit of donor coordination and to tackle important program and management issues beyond the project manager level. Over the past year, the Mission also converted 2 U.S. PSCs and one TCN PSC from OE to project funding. The Mission now considers the authorized USDH and FSN staff ceilings sufficient to implement the current program and limit internal control vulnerability.

Most significantly, USAID/Tanzania led the successful U.S. Mission effort to restore the FSN compensation package to its former competitive position, permitting us to retain current key staff and attract talented newcomers. The new salary package will enable us to improve performance further. The Mission has tripled its FSN training budget and made training an essential Mission priority. We have done this because no FSN staff with project management responsibility survived the Brooke phase-out period, a severe handicap in a Mission where USDH staff is small and, as a one tour post, frequently changing. Many of our FSNs play key management roles, but few have received the training needed to carry out their tasks. The Deputy Director manages the FSN training program.

The occupancy of our new office accommodation (January 1991) will enable us to regroup Mission staff from three crosstown locations to one floor in a single building. This consolidation will significantly enhance communication and facilitate integration of Mission resources.

Finally, we have developed means of providing project managers with regular access to the expertise and assistance of their Mission and Tanzanian colleagues. A USAID Vision and Values statement is updated regularly and is translated into Swahili. Monthly internal project and office meetings are held and joint project reviews, chaired by the USAID Director and senior GOT personnel, have been instituted. The Mission has also established multi-disciplinary in-house committees to advise on methods for achieving sustainability in our programs and pursuing WID objectives.

## B. BASELINE DATA AND EVALUATION

The Mission Program Office directs overall Mission management of baseline data collection and evaluation. While most data collection and evaluation activities are supervised at division level the Program Office is responsible for analysis to determine the impact of our program on the lives of Tanzanians. The Mission has also engaged a Rural Economy Advisor with AID/W ADS funding to assist in this process.

Major project-financed data collection efforts are underway in support of our two principal strategic objectives:

1. Rural Roads: The Mission is reviewing the draft rural roads socio-economic baseline survey report prepared by a Tanzanian consulting firm with assistance from REDSO social scientists. The thick two-volume report contains wide-ranging baseline data for 1989 from four selected regions where road rehabilitation work is being carried out. This document will provide the basis for future evaluation of the impact of road rehabilitation on the various groups of people served by the roads. Initial follow-up studies will be carried out in the period 1992-1994 beginning in a region approximately one year after completion of the rehabilitation work. Three formal evaluations also have been scheduled for the rural roads project. The first evaluation (January 1989) concluded that the GOT had successfully adopted required policy reforms and overcome institutional obstacles to road maintenance implementation. The second evaluation will assess the extent to which roads have been rehabilitated and maintenance improved. The 1996 final evaluation will focus on overall project achievements and impact.

2. Birth-Spacing: The development of a nationwide management information system is a priority output of the Family Planning Services Support project. Key data on current and past contraceptive rates, average desired family size, modern contraceptive method awareness, and birth-spacing intervals are approximate at best.

A complete Demographic and Health Survey (DHS) will be undertaken in 1991. It has been expanded to include male informants. Results from limited initial field testing will be available by January 1991. The FPSS will support a second DHS in 1995 again surveying men and women from every region. The analysis of this DHS will enable the GOT to assess the demographic and health impact of four years of intensive family planning program activities.

Two in-depth evaluations have been scheduled. The first, in late 1993, will focus on the continuing validity of the project purpose and key assumptions, progress toward achieving outputs, and the provision and use of inputs. This information will be used to make mid-course design revisions as needed. The second evaluation, planned for mid-1996, will focus on project impact and progress towards achieving end of project status.

3. Scholarship: USAID/Tanzania is currently establishing targets and procedures for measuring our junior strategic objective of increasing the number of Tanzanian public and private sector individuals effectively engaged in implementing economic recovery through our human resources development program.

The Mission will draw upon these documents and other pertinent data as the basis for preparation of various reporting requirements including project implementation reports (PIRs) and the new Assessment of Program Impact (API).

C. GRAY AMENDMENT:

The Mission places a high priority on achievement of Gray Amendment objectives. Until recently, however, the Mission's rebuilding status limited the amount of available contract work. Women-owned firms participated in the design of the FPSS. Long and short-term participants have been placed in HECUs. In September, Tuskegee University received a \$2.3 million linkage grant to collaborate with Sokoine University of Agriculture. The Mission has also requested AID/W assistance in identifying an 8a firm to undertake the revision of our Social and Institutional Profile (SIP).