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COUNTRY STRATEGY OUTLINES

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COUNTRY STRATEGY OUTLINE— TANZANIA

ABSTRACT

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.

NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration 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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ACRONYMS USED IN THE DOCUMENT

AIDS	Acquired Immune Deficiency Syndrome
CARE	Cooperative for Assistance and Relief Everywhere
CCA	Common Country Assessment
CSO	Country Strategy Outline
DANIDA	Danish International Development Agency
DFID	Department for International Development-United Kingdom
EB	Executive Board
ECHO	European Community Humanitarian Office
FAO	Food and Agriculture Organization of the United Nations
FEWS	Food Early Warning System
GDP	Gross domestic product
GNP	Gross national product
HDI	Human Development Index
HFE	Household food economy
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IMF	International Monetary Fund
NGO	Non-governmental organization
PRRO	Protracted relief and recovery operation
SCF-UK	Save the Children Fund, United Kingdom
SGR	Strategic Grain Reserve
TAS	Tanzania Assistance Strategy
TRC	Tanzania Railways Corporation
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAM	Vulnerability analysis and mapping



INTRODUCTION

1. Tanzania is a vast and diverse country occupying an area of 945,200 sq km, including the mainland along the coast of East Africa and Zanzibar (Unguja and Pemba islands). The country is divided into 25 regions, 20 on the mainland and five in Zanzibar. The regions are further sub-divided into districts, divisions, wards and over 9,000 villages. The population has almost tripled in less than three decades, from 12.3 million in 1967 to 30 million (government estimate) in 1999. Tanzania's illiteracy rate (age 15 and above) is 18 percent among males and 38 percent among females, while its under-five child mortality rate is 136 per 1,000 live births¹. In 1997 gross national product (GNP) per capita was estimated at US\$210². With a Human Development Index (HDI) of 0.421 in 1997, Tanzania is ranked 156 out of 174 countries³.
2. Tanzania's economy is highly dependent on agricultural production. Some 3.6 million subsistence-farming households account for about 50 percent of the gross domestic product (GDP). The agricultural sector generates 75 percent of export earnings and employs about 90 percent of the labour force. Food crops account for 55 percent of agricultural GDP, livestock 30 percent, traditional export crops (coffee, cotton, cashew nuts and sisal) eight percent, fishing and hunting six percent and commercial forestry one percent. The country is ecologically very diverse, giving rise to a regionalized pattern of crop production. Maize, the dominant grain, is produced in the Southern Highlands regions (Iringa, Mbeya, Ruvuma and Rukwa) as well as Tabora, Shinyanga, Arusha and Dodoma regions; cassava in the Coastal and Lake regions; while bananas and beans are prominent in the north-western regions of Kagera and Kilimanjaro.
3. During the five years immediately after independence (1961–66), Tanzania pursued a strategy, partly inspired by the World Bank, of development in the conventional terms of maximizing growth in a predominantly market economy. It was expected that foreign and local investments would be attracted and bring about development. However, the expected foreign investment was not forthcoming. Moreover, there was evidence that these policies were creating an urban elite, neglecting rural development and widening urban-rural differences.
4. The Arusha Declaration (1967) emphasized egalitarian development, rural development and the provision of basic needs, and placed the chief means of production and distribution under the ownership and control of the state. Both bilateral and multilateral assistance to Tanzania increased greatly in the late 1960s and during the 1970s. In the early 1980s, however, aid levels fell, dropping from about US\$700 million in 1982 to about US\$490 million in 1985. A series of shocks to the economy in the mid-to-late 1970s exacerbated the impact of falling investments. The war with Uganda, oil price increases and a series of bad harvests as a result of droughts, all put strains on the economy. The 1984 government budget was a signal that the government was changing course. By 1986, agreement had been reached with the International Monetary Fund (IMF), and the government embarked on an Economic Recovery Programme, a standard economic adjustment programme. Aid

¹ 'World Development Indicators', World Bank, 1999.

² World Bank, 1999 *ibid.* (data refers to mainland Tanzania only).

³ 'Human Development Report', UNDP, 1999.



levels rose again. Three years later, the strategy was complemented by increased attention to delivery of social services in the Economic and Social Action Plan.

5. In the early 1990s, relationships with aid organizations deteriorated. There was financial mismanagement, while revenue collection rates were very low, partly the result of various tax concessions. A new government in 1995 brought in stricter fiscal and monetary controls, and the economy has shown evidence of firmer stability; the inflation rate is under ten percent, and tax revenues cover the recurrent budget.
6. However, such as they are, the macro-economic gains of the past decade have failed to improve the living conditions of the majority of the population. Tanzania remains among the poorest countries in the world, with 50 percent of its people living below the income poverty line. Poverty is most pronounced among rural households in arid and semi-arid regions where people own few or no cattle and are dependent for most of their income on rain-fed agricultural food production. In these areas there is limited access to safe drinking water and to social services such as education, health and sanitation facilities.

FOOD INSECURITY AND THE HUNGRY POOR

Food Insecurity at the National Level

7. Domestic food production has not kept pace with national requirements, and over the last six years the net cereal import requirement has increased significantly (see table below).

TANZANIA: CEREAL EXPORTS AND IMPORTS 1994–2000							
	1994–95	1995–96	1996–97	1997–98	1998–99	1999–2000*	1994–2000 (average)
	(thousand tons)						
Exports	0	203	158	28	250	80	120
Imports	222	70	69	663	450	670	357
Net imports	222	-133	-89	635	200	590	238
Food aid **	145	23	6	37	69	75	59

Source: FAO Global Information and Early Warning System

*estimate

**excludes refugee assistance

8. Over 70 percent of Tanzanians live in rural areas, but it is estimated that over 38 percent of rural households are unable to meet their basic needs⁴. The FAO Aggregate Household Food Security Index for Tanzania shows a decline from 81.8 (1979–81) to 74.5 (1993–95). Transitory food insecurity is a common feature in many areas, especially from

⁴ FAO Investment Centre: Formulation Report, Tanzania Participatory Irrigation Programme, 1999



January to April. The key constraints to the attainment of national food security can be defined as follows:

- Inadequate roads and marketing facilities.
 - Dependence on rain-fed agriculture.
 - Dominance of manual farming methods and scarce use of inputs.
 - Post-harvest losses and inadequate food storage facilities.
 - Pest infestations.
 - Lack of credit facilities.
9. Climatic fluctuations have worsened Tanzania's food security situation. Eleven regions are drought-prone and frequently suffer from crop failures.
 10. The poor state of the rural infrastructure hinders the movement of agricultural products, not only from food-surplus to food-deficit regions, but even within the same regions and districts. By the 1980s, the national road network of Tanzania had seriously deteriorated. In 1996, a donor-supported US\$850 million road investment programme, aimed at improving the main road access network, was completed. However, despite substantial investment in the rehabilitation and construction of new roads in recent years, government services have been unable to ensure maintenance of the secondary road network, making many roads impassable in the rainy season.
 11. The heavy El Niño rains in 1997/98 caused particularly intense damage by washing away bridges, the central railway line and many rural roads. Transaction costs are extremely high due to poor transport infrastructure, and this affects both the sale of agricultural produce and the purchase of inputs.
 12. A recent sample study⁵ by the United States Agency for International Development (USAID) of unrecorded trade between Tanzania and its neighbours shows that the level of informal trade of agricultural products is significant in the east and southern neighbouring countries, thus affecting Tanzania's food balance sheet. Many regions in Tanzania, including some of the more important agricultural areas, are more closely linked to markets in neighbouring countries than to the rest of the country. The sheer size of the country, coupled with the poor infrastructure, has reinforced this trend. High tariffs on formal trade and bureaucratic obstacles have also hampered private traders in the more formal trade sector.

The Target Population

13. Household income levels have been significantly strained by the introduction of cost-sharing in public services, forcing many smallholders to use their food produce for both cash and consumption requirements. Education, healthcare, water and other basic needs can now only be accessed if cash income is available. The drastic reductions in government-subsidized inputs have adversely affected overall production of both cash and food crops; as a result, overall income levels of many rural households have been significantly reduced. The most vulnerable are the landless and those farming less than one hectare, particularly those owning only a few cattle or other livestock. Many of the

⁵ 'Unrecorded Cross-border Trade Between Tanzania and her Neighbours: Implications for Food Security'; Project CA No. 623-0478-A-00-3180', 1998



food-insecure households live on marginal lands that have been repeatedly exposed to calamities such as drought, flooding, pest infestation, plant viruses, poor grazing, post-harvest losses, or a combination of these.

Women and Girls

14. In the urban context, recent research carried out by the Cooperative for Assistance and Relief Everywhere (CARE) in Dar es Salaam found that women in poor urban households can have great difficulty in accessing sufficient resources to meet their basic needs. This directly affects the welfare of children, particularly their nutritional status. CARE's survey found that 42 percent of children under five in the poorer areas of Dar es Salaam are stunted.
15. A World Bank study in 1996⁶ indicated that women are *de-facto* heads of 25 percent of total households, yet their average income is 45 percent below male-headed households; 69 percent of female-headed households live below the poverty line. An earlier World Bank Survey on Human Resource Development carried out in 1993⁷ showed that male-headed households had 6.08 acres under cultivation in the rural areas, while female-headed households only 3.74 acres. As in most of sub-Saharan Africa, it is the women who perform the most time-consuming farming tasks, e.g. weeding, as well as fulfilling their roles as mothers and housekeepers. Recent research by the Institute of Development Studies at the University of Dar es Salaam⁸ highlights that women continue to face discrimination with regard to health, basic education, literacy, workload, income and access to credit, marriage and inheritance rights, political participation and decision-making.
16. Even in male-headed households, women bear a disproportionate burden of household care and maintenance duties (water/fuel collection, cooking, child care, cleaning, etc.). Women of childbearing age are particularly vulnerable. Although the coverage of ante-natal care in Tanzania is good at 70 percent, the poor quality of services contributes to a high maternal mortality rate, which is estimated at 530 per 100,000 live births⁹. Statistics reveal that the prevalence of HIV/AIDS is also higher among women than men, as well as among adolescent girls. The impact is great as women are often left to care for the sick and their livelihoods are sacrificed to the disease.
17. The enrolment rate for girls in primary schools reached parity with boys nationally by 1986, with the exception of areas populated by pastoralists. In these areas, traditional practices, such as preserving girls for marriage, withdrawing girls from school after circumcision and regarding girls as the property of their future husbands right from birth, affect girls' education. At secondary school level, disparities between girls' and boys' enrolment rates become more pronounced, especially in government schools, with girls still accounting for only 44 percent¹⁰ of the total number of high school students. A lack of

⁶ 'The Challenges of Reforms, Growth, Income and Welfare in Tanzania'. Random PRA Survey. The World Bank, May 1996.

⁷ 'Human Resource Development Survey', World Bank, 1993.

⁸ 'Grassroots Voices' from Shinyanga and Ngorongoro. July 1999. Institute of Development Studies, University of Dar es Salaam.

⁹ World Bank, 1999, *ibid.*

¹⁰ World Bank, 1999, *ibid.*



girls' hostels is a hindrance to their representation in boarding schools at all levels. This gender imbalance is also very evident at the university level, particularly in natural science.

GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

Overall Policies

18. The goal of the government is to reduce poverty by 50 percent by the year 2010 and eradicate poverty by the year 2025. However, the government recognizes that, on its own, it has a limited capacity to achieve its poverty reduction goals. Hence, its external assistance priorities are being defined within the Tanzania Assistance Strategy Framework, which was under preparation at the time of writing the CSO. This strategy framework will prioritize education, health, agriculture (with the emphasis on food security), water and roads as well as good governance and improved transparency.
19. The Government of Tanzania's 'Development Vision for 2025' sets out the following broad priorities:
 - to achieve broad-based poverty-reducing growth, giving special attention to development of the rural sector where the majority of the poor live;
 - to harness market forces in the direction of the development vision and meet challenges of widening participation in the market;
 - coping with vulnerability to natural calamities and developing the capacity to respond to the vagaries of nature.
20. The government's poverty reduction policies are also well reflected in the National Poverty Eradication Strategy (published in 1998), which aims at involving people, especially the poor, in identifying, planning, implementing, monitoring and evaluating poverty eradication programmes.

Food Security policies

21. The Government of Tanzania places food security, at national and household level, as a high priority in poverty eradication. Food security development priorities were already highlighted in the government's Comprehensive Food Security Programme, prepared in conjunction with FAO in 1993. This programme was designed to tackle eight major problem areas: (i) food insecurity among vulnerable and low income rural groups; (ii) an inefficient marketing system; (iii) a poor transportation system; (iv) post-harvest losses; (v) matching food demand with supply; (vi) inefficient food crisis management; (vii) lack of credit; and (viii) resource degradation. Although efforts have been and continue to be made to address these problems, these targets are still relevant. Within the framework of the Tanzania Assistance Strategy, the government's future strategy and actions will focus on the implementation of the National Special Programme for Agricultural Production Intensification and Food Security (NSP), aimed at improving national and household food security. This programme will focus on smallholder farmers growing mostly food crops with little or no mechanization and poor irrigation water management.
22. The Strategic Grain Reserve (SGR) was established in 1977, with WFP support. The SGR was designed to hold the equivalent of three months' stock requirement until imports



could be effected, in the event of food shortages. The SGR has the physical capacity to hold up to 150,000 tons in 15 regional warehouses. In an increasingly liberalized market, its role has been evolving as an important control instrument to cap prices. However, the capacity of the SGR to intervene in markets is limited by administrative and policy constraints which have resulted in significant lags between price increases and effective grain releases.

23. Over the last ten years, the SGR has purchased an average of six percent of the total national maize production. In recent years, the government has released significant quantities of its SGR stocks for relief distribution due to the inability of the most food-insecure to access grain on a commercial basis. While the capacity of the SGR to meet emergency needs was gradually eroded in the 1990s, this situation was redressed in 1999, when the SGR re-established a stock of more than 100,000 tons, mainly through imports.
24. It is planned that a technical committee be formed to review the role and functioning of the SGR. The issues identified as key concerns are:
 - agreement on the role of the SGR and the extent to which it is expected to intervene in the market to stabilize prices and deal with the impact of emergencies on the most vulnerable;
 - how the SGR is to be financed and how activities are to be monitored and audited;
 - to what extent the physical management of the SGR stocks could be contracted out;
 - the decision-making process and the extent to which it could be decentralized to deal with local problems;
 - the role, if any, of donor agencies.

Food Aid Policy

25. Direct distribution of food aid in the context of long-term development projects in Tanzania has been employed very rarely in the past. Food aid, other than emergency relief, has been sold on the open market to generate counterpart funds as budgetary support, or monetized within closed-circuit project mechanisms, e.g. in milk reconstitution plants to generate revolving funds for indigenous dairy development.
26. In view of the growing problems of the Tanzanian population in chronically food-insecure areas, the government is extremely interested in continuing to take full advantage of the potential offered by project food aid as a development resource. As the government is still relatively inexperienced in using food aid for direct consumption in support of development activities, it relies to a large extent on the support of non-governmental organizations (NGOs) for implementation.
27. Food has often been purchased locally in areas of surplus, for use both in emergency operations and development projects. This has been strongly encouraged by the government as a way to stimulate production.

ASSESSMENT OF WFP'S PERFORMANCE TO DATE

28. Commencing in 1963, WFP has provided substantial assistance to Tanzania valued at a total of US\$539 million to date. This assistance has included food for development as well



as relief to refugees, drought and flood victims. The breakdown of WFP assistance is set out in Annex.

Emergency Assistance

Assistance to Refugees

29. Tanzania has earned international recognition for its role in assisting refugees fleeing from neighbouring countries. Since the early 1960s, the numbers of refugees have escalated significantly, reflecting the continued civil strife in eastern and central Africa. Some 30 emergency operations have been approved since 1963, ensuring a regular supply of food to refugees in the country.
30. WFP's refugee assistance was incorporated into the Great Lakes regional operations in 1995. The regional approach allowed WFP the flexibility to move the food with refugee movements; this was particularly important during the repatriation of Rwandan refugees in late 1996.
31. Donor governments have maintained very strong support for the Tanzania refugee component of the regional protracted relief and recovery operation (PRRO 6077.00) and the food pipeline has thus had few interruptions. The WFP food and associated costs of this part of the regional PRRO is currently about US\$52 million per annum (US\$1 million dollars per week).

Assistance to Drought and Flood Victims

32. Analyses of WFP operations to date reveal an increase in the number and frequency of relief operations. This trend is believed to parallel a general decline in rural incomes and increased dependence on relief assistance. The capacity of the poor to cope with climatic shocks is being eroded continuously. WFP's first drought-relief operation was approved in 1975; since then, 14 operations have been approved. Despite economic recovery efforts, five of those operations have been implemented during the past three years.

Special Operations

33. During the past six years, WFP has been an important partner of the Tanzania Railways Corporation (TRC), both as a customer and funding agency. With the ongoing programmes in the Great Lakes region and within Tanzania, WFP has transported some 150,000 to 200,000 tons per year with TRC. In order to ensure adequate capacity to move this extra traffic without affecting TRC's commercial traffic, WFP embarked on an assistance programme in 1996 that reached US\$4.3 million. WFP has also provided assistance to rehabilitate facilities at Kigoma port (on Lake Tanganyika), repair roads used by relief convoys, and to install a completely new cargo centre at Isaka, which is crucial to relief operations in the Great Lakes region.

Previous Development Assistance

34. Assistance to dairy development started in 1975 and continued until 1996, accounting for about half of WFP development assistance to Tanzania to date. Assistance to sisal production, between 1981 and 1994, accounted for a further 30 percent. Smaller crop production projects in the 1980s included rice and rubber production in Zanzibar. Many of these activities generated tangible assets with lasting advantages to beneficiaries. The food aid provided was largely monetized. As stated in the 1995 CSO for Tanzania, WFP's more



recent policies and strategies, which focus on the poor and hungry, do not encourage support for livestock and cash crop projects. The 1995 CSO, while recognizing that “Tanzania would be high in any ranking of countries eligible for WFP development assistance”, recommended a cautious approach in developing a new portfolio of development projects.

35. The government and WFP were engaged in a pilot project for the victims of AIDS in the Kagera region. However this initiative was judged to have a limited scope for future WFP assistance.
36. The 1995 CSO recommended a flexible development focus in support of rural development activities requested by communities and NGOs. It specified that these activities were not to be carried out during the agricultural season. This recommendation is reflected in the current pilot WFP-assisted project in support of food security in drought-prone areas, described below. In 1995, the Government did not favour food aid in support of nutrition programmes or primary education. The latter policy subsequently changed due to an increasing primary school dropout rate as a result of mounting food insecurity-hence the new strategy supports initiatives in this sector, also described below.

WFP Development Programmes in Tanzania Today

37. By 1996, WFP was heavily involved in assisting the Government with the refugee programme in western Tanzania, jointly with the United Nations High Commissioner for Refugees (UNHCR) and other humanitarian agencies, while assistance to drought victims was on the increase. WFP development assistance had come to a complete halt. In view of the marked deterioration in food security, WFP and the government decided to renew their efforts to work together to explore ways to give greater priority to longer-term support to the most vulnerable households in food-insecure rural areas.
38. During the period 1996–99, five drought relief interventions succeeded in preserving a minimum level of livelihood amongst WFP’s targeted beneficiaries. Most of the food was distributed by NGOs, and food-for-work activities were carried out on an experimental basis during some of these emergency operations.
39. The following current pilot initiatives are preparing the way for an expanded development assistance programme.

Project Tanzania 5975.00: “Support to food security and rural infrastructure in drought-prone areas through self-help schemes”

40. This pilot project, which builds on recent food-for-work experiences within previous emergency operations, commenced operations in December 1998, targeting some 78,500-people. The project forges a link between emergency and development, supporting local initiatives jointly with organizations present in these areas, while attempting to catalyze wider support for longer-term food security interventions. Ten of the 54 districts that have proved most vulnerable in recent drought years are included in the pilot phase.
41. The project enables subsistence farmers who experience frequent critical food shortages to participate in labour-intensive development activities, mainly during the non-agricultural season. The success of the project lies in strong partnerships between WFP and organizations working with food-insecure communities in semi-arid areas of Tanzania. Although the emergency context in which the project was launched has meant that food-for-work also had the role of providing emergency relief, the activities undertaken have demonstrated that there is a useful role for food aid in support of rural development.



42. Initial activities range from the routine maintenance of village access roads and the building of new primary school classrooms, to support for rehabilitation of small-scale irrigation schemes and erosion control measures. Training activities specifically for women were included in the pilot but got off to a slow start, due to insufficient technical capacity. A gender impact study was commissioned in late 1999; however, the results were not available at the time of writing the CSO. The participation of women in the management of the project is a feature of its design and the project aims to meet WFP's guideline that at least 25 percent of the assets created directly benefit women.

Project Tanzania 6113.00: "Support to primary education in drought-prone and pastoralist areas"

43. Approved in June 1999, this project commences in January 2000, and is expected to benefit some 80,000 school children, including 3,500 children living in pastoralist areas of Arusha who will be encouraged to remain at boarding school. Of the total number of students planned to benefit from this project, 48 percent are girls. School feeding will be piloted in Dodoma, Singida and Arusha regions, over a period of two years. This project is targeting assistance to those children who live in areas suffering from critical food shortages in recent years and complements a major investment in education by the donor community in Tanzania.
44. WFP aims to assist food-insecure children in areas most vulnerable to drought, in response to mounting evidence of high absenteeism during the lean periods of the year. Many children are frequently absent from school, or drop out altogether to look for food. This is especially true for girls, who are tasked with greater responsibility than boys in providing food for the family. During lean seasons, girls are the first to be withdrawn from school to help search for food. These chronic problems reach crisis dimensions during acute food shortages. A WFP appraisal mission in early 1999, at the time of a drought emergency, found that average attendance rates did not exceed 30 percent, and dropout was rampant. Recent surveys by the Danish International Development Agency (DANIDA) indicate that food-deficit areas are also educationally disadvantaged areas.
45. Dodoma and Singida were selected on the basis of high, chronic food insecurity, proneness to drought and general poverty ranking. Within these regions, wards with the highest food insecurity and educational needs were given priority. Arusha has been included mainly because of the special problems of nomadic children, and the under-utilization of boarding school facilities due to the government's budgetary constraints. The limited access of nomadic girls to these boarding schools is a pressing issue with several contributing causes, some of which will be addressed through the project.

FUTURE ORIENTATION OF WFP ASSISTANCE

46. The future Country Programme will seek to address problems of growing food insecurity in Tanzania through increased support to development activities, and strengthened partnerships with government departments and NGOs working directly with rural communities.
47. However, refugee operations are likely to continue to dominate in terms of resource requirements. In addition, the trend towards recurrent food emergencies dictates that



disaster preparedness and continued improvements in assessment and targeting methodologies will be important areas of work over the next five years.

Strategic Focus

48. A WFP programming mission in April/May 1999 conducted a review of WFP strategies for development assistance in Tanzania, jointly with the Country Office and with the government, resulting in broad agreement that the future WFP Country Programme focus primarily on three of the five strategic focus areas for WFP development activities set out in the recently approved Executive Board document WFP/EB.A/99/4-A entitled ‘Enabling Development’. 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;
 - mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.
49. Support to nutrition programmes is not excluded but is left for a subsequent phase in view of resource limitations and government priorities for external assistance. Support to environmental protection activities will be carried out when directly related to preservation of assets of the poor, as per the priority above.

Geographical Focus

50. WFP has already begun to focus on high-risk areas where most of the poor live. During the period 2000–06, WFP Tanzania plans to concentrate the greater part of its development assistance on districts already identified as chronically food-insecure. The most seriously affected areas are located in the central and northern regions of the country, including Arusha (one district), Dodoma, Iringa, Kilimanjaro, Mwanza, Shinyanga, Singida, Tabora and Tanga. However, the recurrent droughts and floods have affected districts within these regions differently, and therefore disaggregated data will be used to identify where activities should be focused.
51. WFP is strengthening its own management capacity by creating a decentralized development programme unit based in the capital city, Dodoma, at the hub of the dry central plateau region where the majority of WFP development initiatives are being introduced. This sub-office, which was set up initially to supervise drought emergency operations, is in close proximity to the key Ministry of Local Government, which is also located in Dodoma.
52. The poorer communities living in the refugee-impacted regions of Kagera and Kigoma are also being targeted for WFP assistance under the Great Lakes regional PRRO 6077.00.
53. WFP is also considering renewal of assistance to Zanzibar, where poverty is increasing due to economic decline, population growth and limited land availability. The Government of Zanzibar has indicated that the Island of Pemba is the most food-insecure part of the Zanzibar archipelago.

Assessment and Targeting Methodologies

54. To capture the vulnerability of rural households to economic and climatic fluctuations, it is essential to complement “geographical indicators” with more in-depth analysis of rural economies and the inter-relationships of the socio-economic groups within them. While



considerable progress has been made in recent years, household targeting represents the greatest food aid challenge for WFP and the Government of Tanzania.

55. With financial support from the Department for International Development-United Kingdom (DFID), and the European Community Humanitarian Office (ECHO), WFP, in partnership with the Government of Tanzania and Save the Children Fund of the United Kingdom (SCF-UK), have carried out household food economy (HFE) assessments in Arusha, Dodoma and Singida. The objectives of these assessments were to: (a) provide a baseline household livelihood analysis which reveals the coping and mitigation strategies available to the populations of these areas; (b) enable a timely and appropriate response to acute food insecurity by using HFE tools; and (c) build and strengthen government and WFP capacity to use the HFE framework as a complementary tool to analyse the food insecurity context.
56. These assessments contributed to an improved understanding of why so many rural families have been unable to adapt and diversify their livelihoods to cope with the climatic unpredictability they have faced during the past three years. Consultations with government and donors indicate a keen interest in extending these assessments to other regions.

Support to Food Security Enhancement Programmes

57. As mentioned above, the Government of Tanzania sees the agricultural sector as an important engine to fuel food security and reduce poverty. In line with the government's priorities, as well as WFP's own development objectives, WFP assistance will support an integrated agricultural support package that aims to improve the food security of poor households through the creation and preservation of assets, and to mitigate the effects of natural disasters. This package will be provided by WFP in partnership with the Government of Tanzania, the International Fund for Agricultural Development (IFAD), FAO and a number of NGOs operating in Tanzania including Concern, Tanganyika Christian Refugee Service, Norwegian People's Aid, World Vision, Caritas, and Equal Opportunities Trust Fund.
58. WFP will support IFAD's 'Small Scale Participatory Irrigation Development Programme', targeted to subsistence farmers who are vulnerable to drought and suffer severe transient food insecurity in years with insufficient rainfall. Food aid will enable the poorest subsistence farming households to have access to sustainable improvements in production through small-scale irrigation in those impoverished areas of cropping with low rainfall conditions. The IFAD schemes are designed to benefit small-scale farmers, of whom 50 percent of those targeted are below the poverty line. WFP's food aid will mainly focus on supporting the poorest households—especially women-headed households—in building up their capacity to invest in the development of their irrigated land, and thereby participate fully in water users' groups as equal members.
59. WFP will be in a position to assist the expanded Tanzania National Special Programme for Food Production in Support of Food Security in the geographical focus areas mentioned above, mainly for water conservation activities benefiting the poorest households.
60. A WFP mission, with International Labour Organization (ILO) participation, in mid-1999 reviewed a sample of the pilot project's first semester activities, and appraised several proposals for future interventions, including a study of the proposed support to IFAD-funded participatory small-scale irrigation. The mission recommended that in



normal agricultural years the project's focus should be on the interventions most directly relevant to food security. Stricter work norms have been recommended and activities should be scheduled to avoid interference with food production, since in the project areas virtually all rural households have access to land and are fully engaged in agriculture from the beginning of the rainy season until harvest. The distribution of locally available commodities contained in the WFP food ration will take place, as far as possible, after each season's activities have been completed and as close as possible to the "lean" (food gap) period.

61. Increased co-funding to support NGO partners in providing not only non-food items but also technical design, supervision and community-based extension will need to be secured. Most NGO programmes are characterized by yearly budgeting and fund raising, rendering longer-term sustained work with communities problematic.
62. The initial 18-month pilot phase will be extended for two more years, leading into the WFP Country Programme in 2002. It is expected that the experience gained during the extended pilot phase of the project will lead to an expanded food security component in the Country Programme.

Support to Primary Education

63. Based on the experience gained in the new pilot school feeding in Dodoma, Singida and Arusha regions, further expansion of that activity will be considered to assist additional students in the most seriously drought-affected areas.
64. The school feeding project, and its possible extension, will help to "facilitate women's equal access to resources" through the provision of an incentive to encourage girls to attend and stay in school. As previously mentioned, gender gaps in gross primary school enrolment are relatively insignificant (girls represented 49 percent of total primary enrolment in 1995, and their enrolment ratio is practically at a par with boys), with the exception of areas populated by pastoralists. WFP support is expected to reduce the dropout which is higher among girls. This impact will be closely monitored through baseline and follow-up surveys and through routine reporting.
65. WFP Tanzania will take concrete steps to increase the number of women on school committees made up of elected parents and teachers. Historically, men have been more often thought of as "leaders"; thus they constitute the majority of school committee members. WFP's advocacy will help promote women's equal access to and full participation in power structures and decision-making.

Zanzibar

66. WFP has appraised the feasibility of support to small-scale irrigation schemes in Pemba, which was one of the priority areas indicated by the Government of Zanzibar. While feasible, an unfortunate shortage of co-funding of the scheme does not permit this idea to be further developed. Prior to commencement of any future intervention in Pemba, a household food economy analysis would be appropriate to ensure optimal targeting of assistance.

Support to Refugees

67. While it is hoped that ongoing peace negotiations will be successful, it is realistic to anticipate that WFP may continue to be responsible for the resource mobilization and delivery of food to large numbers of refugees in western Tanzania throughout the coming



years. Although most refugees are able to maintain a small vegetable plot and a minority are able to cultivate land in the areas surrounding the camps, or work locally as labourers, the temporary allocation of land for cultivation by larger numbers has not been granted.

68. WFP will continue to provide assistance to an average of 13,000 people in the host communities surrounding the camps in order to help mitigate some of the negative impact of the presence of refugees.
69. In the majority of camps, 50 percent of group leaders are women. In addition, each camp has a food committee that deals with any food related issues affecting the refugees. Over 50 percent of food committee members are women. As a result, women have a lead role in those power structures that are taking and/or influencing food management decisions. In the future, WFP will continue to encourage the involvement of women in the refugee food aid programme, at all levels.

Disaster Mitigation and Preparedness

70. During the past three years, WFP has assisted over one million people in Tanzania suffering from critical food shortages. During the period 2000–06, WFP, in partnership with the government, bilateral donors, NGOs and United Nations agencies, plans to reduce, to the extent possible, the need for relief interventions, through the development of programmes to support affected communities in times of severe climatic and economic stress. To achieve this, the first step is to build capacity at central, regional and district level and to develop the operational framework to link prevention and preparedness. Within the disaster preparedness framework, WFP will focus on the following issues:

- Disaster management support
- Vulnerability analysis and mapping (VAM) activities
- Relief targeting

Disaster Management Support

71. In recent years, WFP Tanzania has closely collaborated with the government in response to the food shortage crises affecting a large proportion of the rural population. WFP involvement in the strengthening of disaster management capacity will expand from the recent experience. Lessons learned during these relief interventions suggest that further support to disaster management focus on capacity building at central and district level.
72. The involvement of WFP and the government in the elaboration of standardized food needs assessments will contribute to the establishment of a common platform for preparedness and disaster responses and therefore a better integration of WFP-assisted development projects in the mitigation strategy at national level. WFP will continue to support the dialogue among partners involved in disaster mitigation and contribute to the institutionalization of methodologies. This will include recent experience in targeting and distribution of food relief as well as the selection and preparation of small-scale development projects to be initiated by local communities.

Vulnerability Analysis and Mapping (VAM)

73. Cooperation with other agencies involved in food security and vulnerability will be strengthened. Current collaboration with USAID/Food Early Warning System (FEWS) will continue and ongoing updates of the monitoring indicators—food production, prices, income levels—will be institutionalized through training and the setting up of district data



collection systems in collaboration with the government. Among other tools proposed for the monitoring of yearly agricultural cycles and vulnerability levels, the “sentinel site surveillance” methodology¹¹, will be shared with local government and a pilot project will be developed in the key drought-prone areas of the country. Moreover, joint research to integrate the government’s food security unit, FEWS, SCF/UK and WFP/VAM methodologies into a global food security monitoring system, will be promoted.

Relief Targeting

74. Recently, significant progress has been made in household targeting during emergency relief operations. This is largely due to the adoption of community-managed targeting and distribution of relief food, which has enhanced the effectiveness of the interventions. Recent findings indicate that with adequate sensitization at the community level, food distributed does, to a great extent, reach the poorest of the poor. In addition, this methodology ensures that greater numbers of women have access to and are participating in the decision-making process. Thus, it supports WFP efforts to meet goals set forth in the ‘Commitments to Women’. Within the context of disaster mitigation, WFP will support the institutionalization of the community-managed targeting and distribution methodology. This is in line with recommendations from research already undertaken by DFID.

Monitoring and Ongoing Evaluation (M&E)

75. WFP Tanzania will continue developing in-built monitoring and evaluation systems for programmes based on successful experiences in the recent emergency relief operations. The current development of a standardized Great Lakes Region PRRO M&E system is expected to further enhance all operations, especially of the refugee operations.
76. During implementation of the school feeding programme, M&E procedures will be shared with the government, school teachers and parents, as well as with students. A baseline survey is being undertaken, which will be followed by a second survey towards the end of the pilot project phase.
77. Prior to adapting the existing M&E procedures for food security improvements, WFP Tanzania will seek to involve the communities to be supported, particularly women. This will ensure that the system is designed in such a way that it is well understood and accepted. It is hoped that this process will achieve a continuous participatory approach throughout implementation of the project.

PARTNERSHIPS

78. The WFP Country Programme in Tanzania will seek to maximize its integration with bilateral and multilateral programmes, as well as NGOs. All programmes will fall within the framework of the Tanzania Assistance Strategy (TAS), described above under the government’s ‘Overall policies’ (paragraph 18). The Government of Tanzania, in taking a leadership role in the preparation of the TAS, has committed itself to using a broad-based participatory approach in its formulation, ensuring that all key stakeholders will be

¹¹ The methodology has been used in epidemiology surveys in the 1980s by UNICEF/WHO and applied to food security in some African countries by other agencies.



involved. WFP food aid will support initiatives in the sectors that seek to strengthen and diversify the livelihoods of the rural poor and disadvantaged women and children.

79. In 1998, the government introduced quarterly review meetings. These meetings present sector status reports. Open and frank dialogue between the government and its partners is encouraged.

United Nations Development Assistance Framework (UNDAF)

80. The mission statement of the United Nations Country Management Team in Tanzania is “to support sustainable human development priorities, enhance respect for human rights and promote conditions for all to participate in, and benefit from the development process”.
81. To achieve this mission, member agencies’ contributions will be results-oriented and based on a Common Country Assessment (CCA) and a common United Nations Development Assistance Framework (UNDAF). Many of the priorities of the Tanzania Assistance Strategy are mirrored in the work of the theme groups of the United Nations agencies, which centre on:
- survival and development
 - poverty/sustainable livelihoods
 - environment and natural resources
 - governance
82. In the preparation of the CCA/UNDAF, WFP contributes actively in the selection of thematic areas and assessment indicators for a common situation analysis, and the elaboration of a consistent development assistance framework. WFP’s ongoing vulnerability analysis through its VAM unit is a valuable contribution to this process.

Harmonization of Programming Cycles

83. In Tanzania, three United Nations agencies—the United Nations Development Programme (UNDP), the United Nations Children’s Fund (UNICEF) and the United Nations Population Fund (UNFPA)—have already harmonized their programme cycles (1997–2001). The WFP Country Programme will commence with the next cycle planned for 2002–06. Programmes for implementation during 2000–01 will continue to be approved in project form.

KEY ISSUES AND RISKS

84. Resource requirements for the Country Programme during the period 2002–06 had not been fully determined at the time of preparation of the CSO and this will be part of the Country Programme preparation exercise. Determining factors are the performance and experience in implementing the two pilot projects, as well as availability of co-funding for implementing partners. There is scope to increase the current level of development assistance. Subject to favourable appraisal of individual activities, the Tanzania Country Programme may involve WFP development resources amounting to about US\$5 million per annum.



85. Complementing development activities, assistance for refugees will be determined by the agreed number assessed to be in need of food assistance through Joint Food Needs Assessments. The need to maintain a full pipeline and adequate contingency stocks cannot be over-emphasized. Emergency requirements for drought relief cannot be estimated in advance. Present trends show that it is very probable that there will be further emergency requirements. The scale of this assistance will be assessed at the time on the basis of in-country monitoring and early warning indicators, supplemented by external joint FAO/WFP missions if required. Further special operation funds for regional logistical improvements will also be required. Where possible, preference will be given to cost-effective regional and local purchasing, provided this will not lead to market distortions either in the region or in Tanzania. Given the poor financial position of the government, WFP expects to continue to finance full inland transport, storage and handling costs.
86. The success WFP assistance will have in improving the level of food security of the neediest people will depend upon government policy and budgetary allocation, as well as increased support from donors. It is expected that the Country Programme preparation exercise should lead to the identification of stronger co-funding arrangements with other donor-supported programmes, to allow the joint programming of assistance on a larger scale.
87. Care must be taken to maintain the tradition of self-help, which is firmly embedded in Tanzanian society. Food aid for development should only be provided for activities that are beyond the normal range of maintenance and other communal activities traditionally carried out on a self-help basis.
88. Located in the Great Lakes region, Tanzania is intimately involved in the complex humanitarian emergencies on its borders. Tanzania plays a critical role in receiving refugees from neighbouring countries. Further sudden and large influxes could easily jeopardize WFP's development programmes by diverting limited staff resources.
89. A catastrophic climatic emergency, which may be expected to occur in Tanzania on average once in 30 years, as well as necessitating further large-scale relief operations, could put at risk the achievements gained through development programmes.



ANNEX

WFP ASSISTANCE 1963–99		
Type of Assistance	Value *(in million US dollars)	(%)
Refugee and emergency operations		
Assistance to refugees	381.9	
Drought relief	71.4	
Other disaster relief	3.6	
Emergency Grain Reserve	2.1	
Sub-total	459.0	85.2
Development projects		
Dairy development	38.3	
Crop production	22.9	
School feeding	5.9	
Rural infrastructure and food security	5.0	
Public health	1.4	
Sub-total	73.5	13.6
Special operations		
Tanzania Railway Corporation	4.3	
Roads and port in Kigoma region	1.2	
Isaka Cargo Centre	1.0	
Sub-total	6.5	1.2
Total assistance	539.0	100.0

*Value refers to approvals. No adjustment for inflation is made, thus at real current-day prices the value of assistance would be substantially higher.

