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ADVISORY GROUP TO THE IPU COMMITTEE ON UNITED NATIONS AFFAIRS

PARLIAMENTARY FIELD MISSION TO TANZANIA

FOCUS ON UNITED NATIONS REFORM

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Participants:

◆ **IPU Advisory Group**

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INTRODUCTION

I. United Nations reform

1. In today's world, the demands made on the United Nations by its Member States are becoming more numerous and more complex. The United Nations needs to deliver its services in a more efficient and less fragmented way if it is to keep pace with these demands. The United Nations, along with other development partners, has had to rethink the way assistance is delivered to a country. The General Assembly's Triennial Comprehensive Policy Review of 2004, which called for the organization to be more effective in the field of development, forms the basis of the UN reform process.

2. UN reform was taken a step further and the "One UN" concept was born when the UN Secretary-General's High-level Panel on System-wide Coherence issued the report called "Delivering as One" in November 2006. As the title of the report suggests, the intention is to deliver better services and expertise by reorganizing the inner logic of a fragmented system; by harmonizing, at the country level, the work of the various agencies, funds and programmes that work under the United Nations banner.

3. The One UN reform is being tested by eight pilot countries in 2007 and 2008: Albania, Cape Verde, Mozambique, Rwanda, Pakistan, Tanzania, Uruguay and Viet Nam. The implementation of the reform at the country level is built around the concept of the "Four Ones": One UN Programme, One Office, One UN Budgetary Framework and One Leader.

4. "Delivering as One" will require the United Nations to do business differently. Crucial to the reform's success are much closer cooperation among the myriad UN agencies, programmes and funds, an upgrading of the professional skills of the United Nations, simplification and harmonization of business practices, and speaking with one voice at all levels. The United Nations aims to unify and align action in order to deliver more effective results in support of national development priorities. It proposes to achieve economic efficiencies through reduced transaction costs by working jointly and improving coordination internally. There will also be greater use of national systems for disbursement of funds and reporting on their use.

5. A significant part of the current exercise involves the United Nations becoming a more effective partner to the national government. Partnership and national ownership are thus central themes to the reform. Likewise, strong political and financial support is required from the development partners for the reform to succeed. Large-scale change within the United Nations at the country level will depend on sustained political support by Member States and bold decision-making at Headquarters.

II. UN presence in Tanzania

6. The United Republic of Tanzania is the largest of the East African countries and its population is estimated at 35 million inhabitants. The economy is dependent on agriculture, tourism and the mineral extraction industry. Though politically stable, Tanzania is one of the world's poorest nations, with more than twelve million people living below the poverty line. HIV/AIDS continues to be a major cause of early mortality, and in 2007, life expectancy was 51 years. Tanzania's development partners contribute some 40 per cent of its total budget.

7. The UN System in Tanzania is represented by a complex array of agencies and offices: FAO, IFAD, ILO, UNAIDS, UNCDF, UNDP, UNESCO, UNFPA, UN-HABITAT, UNHCR, UNIC, UNICEF, UNIDO, UNIFEM, UNOPS, UNV, WFP and WHO. In addition, other UN agencies, including IAEA, OHCHR and UNEP, are operational in the country, but based elsewhere. Working with the government, the United Nations is working to achieve the Millennium Development Goals and national development goals, which are embedded in the national poverty reduction strategies known as MKUKUTA and MKUZA.

8. The role of the UN Resident Coordinator's Office is to oversee the coordination of the UN agencies, funds and programmes and to direct the implementation of UN reform in the country. Most UN agencies have their country offices in the commercial capital of Dar es Salaam, but UN operations cover many of the country's 26 regions and there is a strong UN presence in Zanzibar, Arusha and the refugee-hosting regions in north-western Tanzania.

9. The National Assembly of Tanzania is located in the administrative capital, Dodoma, some five hundred miles from Dar es Salaam. The Parliament also has office in Dar es Salaam, but the physical separation between the seat of parliament and most key ministries doubtless explains some of the communication deficiencies identified later in this report.

10. As mentioned above, 40 per cent of the total Tanzanian budget is donor-funded. Of that proportion, a mere 2 per cent is provided by the United Nations. In the fiscal year 2008-2009, UN support to Tanzania for development and humanitarian assistance is expected to amount to just over US\$ 110 million, excluding operational costs and in-kind contributions. In other words, in financial terms, UN assistance to Tanzania is a small part of total development aid to the country. Unlike the contribution to Tanzanian development made by the World Bank, UN assistance is not explicitly accounted for in the national budget. The international community has adopted the objective of including at least 50 per cent of UN funding within the country's national budget by 2010.

11. The UN Development Assistance Framework 2007-2010 (UNDAF II) is the UN business plan for support to Tanzania based on national development priorities. The framework was signed before the establishment of the One UN reform, and negotiated with individual UN agencies at Headquarters. While the ultimate objective is for the full UNDAF budget to be carried out under the One UN scheme, currently 60 per cent of the UNDAF budget is handled by individual agencies, and the remaining forty per cent is budgeted under the One UN scheme, which is broken down into seven programmes, as follows:

- * Wealth Creation, Employment and Economic Empowerment;
- * Reduction of Maternal and Newborn Mortality;
- * Support to the National HIV and AIDS Response;
- * Capacity Strengthening for Development Management;
- * Capacity Building Support to Zanzibar;
- * Managing Transition from Humanitarian Assistance to Sustainable Development in North-Western Tanzania;
- * Strengthening National Disaster Preparedness and Response Capacity.

III. Background to the IPU field visit to Tanzania

12. The purpose of the visit of the Advisory Group to the IPU Committee on United Nations Affairs to Tanzania was to gather first-hand information about the progress made in the One United Nations reform and, more generally, to gain a better understanding of the complexities of UN field operations. Learning about the way such operations are funded, the use to which the various funds are put and how they relate to the national budget was also a crucial part of the mission, in keeping with both the core mandate of all parliaments to scrutinize the disbursement and use of public monies, and the terms of reference specifically ascribed to the Group.

13. In broad terms therefore, the Group was seeking to exercise scrutiny over the use of public money in the development arena. It acknowledged that to do this usefully, it needed a better understanding of the workings of development assistance at the national level. It should also be noted that the Group included parliamentarians from donor and beneficiary countries, and that its approach to the issue was intentionally a balanced and objective one. It was aware that much discussion is being conducted worldwide on how to make aid more effective, principally through a cycle of high-level conferences of which the most recent, the Accra Forum on Aid Effectiveness, had just been held. The mission's long-term objective was to lay the foundations for greater parliamentary involvement in the improved planning and use of development funding.

14. Of equal importance to the exercise was the aim of involving the national parliament more closely in the UN activities in the country, which is why the Advisory Group was accompanied throughout its work by members of the National Assembly of Tanzania.

15. No less significant was the objective of giving the senior representatives of the United Nations in Tanzania a clearer picture of the objectives and expectations of the national parliament in terms of its involvement in national development.

16. Broadly speaking, these objectives were met. The success of the mission owed much to the commitment of those involved, in particular the Speaker of the National Assembly of Tanzania, Hon. Samuel John Sitta, and the United Nations Resident Coordinator in Tanzania, Mr. Oscar Fernandez-Taranco.

SUMMARY OF MEETINGS HELD BY THE IPU ADVISORY GROUP

◆ Meeting with Speaker Samuel John Sitta

17. The Group held its first meeting with the Speaker of the National Assembly of Tanzania. Hon. Sitta was accompanied by a group of parliamentarians from both the government and opposition parties. The subject that underpinned the discussions was the extent to which parliament is involved in the conception and execution of the national development strategy. Responding to an opening question from the Chairman of the Advisory Group, the Speaker stated that parliament had no particular involvement in "Delivering as One". Although the UN programmes had featured in the recent budget session, they were presented as final products and the legislators had played no part in their negotiation. At the early stage of a project, parliamentarians who were also councillors in their wards could make suggestions, but once the projects reached the government they were cloaked in confidentiality, which the Executive justified by citing the separation of powers. The parliament became a mere spectator to the process.

18. In the wider discussion between the Tanzanian parliamentarians and the members of the Advisory Group, the parliamentarians reported that funds pledged by the development partners were frequently not delivered, leading to planning flaws and political discredit in the constituency for the parliamentarian, who was not informed of the reason for the shortfall. They added that parliament could not be expected to endorse the use of funds if it had not been involved in discussions about their allocation; its involvement in the seven joint UN programmes in the country (see para. 10) was minimal. Various donors provided support to the national budget through a basket fund, but there was no opportunity to discuss the specifics of the allocations.

19. It was also accepted that the parliament was a relatively young institution that was still seeking to assert itself within the power structure of the country. Enormous strides had been made in recent months, particularly with respect to the oversight function. Valuable assistance had been provided through projects funded by UNDP, and the parliament's Bunge Foundation for Democracy had also contributed to parliamentary reform. Generally speaking, the future looked brighter than in the past. It was suggested that a workshop be set up on reinforcing links between parliament and the United Nations, which the Bunge Foundation could help facilitate.

20. The discussion also embraced other issues relating to the United Nations in Tanzania, ranging from the question of differing compensation for local and international UN staff, inadequate communication with local parliamentarians in refugee-hosting constituencies in north-western Tanzania about refugee settlement decisions, and the issue of UN Security Council reform and the allocation of a permanent seat to the African continent.

21. After these talks which tended to highlight the limitations of parliamentary involvement in national development assistance, the IPU Group went on to meet the most senior representative of the United Nations in Tanzania, the Resident Coordinator.

◆ Meeting with the United Nations Resident Coordinator

22. Mr. Fernández-Taranco briefed the parliamentarians extensively on the progress of the Delivering as One project in Tanzania. He began by saying how important it was to understand how the United Nations worked in any given country. The primary national counterpart was always the government. It was true that parliament was not prominent in the One United Nations initiative, but the immediate concern for the UN was to put its own house in order. It had been necessary to distil from the country's poverty reduction strategy areas in which the organization could make a real difference. The United Nations was fragmented and dispersed, and the unpredictability of donor

support made its work difficult. Its numerous agencies, unsure of their core funding base, were devoting considerable time to seeking out earmarked money by trying to make themselves eligible for the pet projects of donors.

23. In Tanzania, a country that hosted no less than 17 UN agencies, there was considerable agency mandate overlap. It was essential to focus on what brought them all together. The One Programme was conceived to draw on Tanzania's national development plan and thus align the United Nations in support of national objectives to a greater extent than in the past. A "One UN Fund" had been established to improve coherence and predictability. The Fund, which accepted no earmarked funding, would help to bring about operational changes in the UN agencies and pool resources.

24. Turning to the question of government coherence, he said that the fragmentation of the United Nations was paralleled by the fragmented way in which the government operated. The incoherence within the UN system could be said to derive from the multitude of donor decisions, overlapping mandates, earmarked funding and weak inter-ministerial cooperation. The United Nations had to move out of project-based work and become the preferred partner for policy guidance, sustainable development and good governance. The enormous added value of the United Nations was that it brought no bilateral agenda to the table. Its strategic entry point was to build national capacities to handle donor aid. In so doing, the organization had to learn to speak with one voice, no mean task in a country where the UN system employed a total of 22 communications officers.

25. Time was of the essence. That was why they had taken the risk of moving ahead although discussions on reform were not completed in New York. The UN Office in Tanzania had to deliver measurable results by the end of the year, which meant devoting a lot of time to working on what it took to engineer a genuine joint programme. Could they deliver? Could they move away from projects to normative work, to planning for policy and governance? Much of what he was describing was met with resistance at Headquarters, since it called into question many matters, not least that of staffing. The resistance to change was, however, starting to decline. The recent visit by the United Nations Deputy Secretary-General, and her address before Parliament, had delivered a strong message of commitment by the UN leadership to bring about such change.

26. The IPU Group thanked the Resident Coordinator for a powerful and informative presentation. The key issues were now clear to them. It was evident that the headquarters of the different agencies within the UN family would have to change their thinking, and what Mr. Fernandez-Taranco had demonstrated so convincingly was that this would be beneficial to the entire system. The Group also stressed that the formal involvement of civil society in the UN process through its Civil Society Advisory Board (CSAB) should be matched by an equally formal involvement of the legislature. The Resident Coordinator agreed that a more productive interaction with parliament was necessary and important.

27. The IPU Advisory Group concluded that the scale of the tasks with which the Resident Coordinator's office was grappling was significant. Good progress had been made in changing the way things had been done for decades, but much work remained. The IPU Group then went on to meet with two key government ministers, the Minister of Finance and the Minister of Foreign Affairs.

◆ **Meeting with Minister of Finance Mustafa H. Makulo, MP**

28. After a formal statement, the Minister alluded to the Accra High-Level Forum on Aid Effectiveness, from which he had just returned. His delegation had included two MPs, the Chair of the Public Accounts Committee and the Chair of the Finance Committee, one of who was from the opposition.

29. The Accra Forum (2-4 September, 2008) was the third in a cycle of high-level international conferences convened to address the question of aid effectiveness. The Forum had met to accelerate and deepen implementation of the Paris Declaration on Aid Effectiveness of 2005. It had identified three major challenges to accelerated progress on aid effectiveness. On country ownership, its Agenda for Action stated that developing country governments would take stronger leadership of their own development policies, and would engage with their parliaments and citizens in shaping them. Second, the Agenda cited the need for more effective and inclusive partnerships, especially with middle-income countries, global funds, the private sector, and civil society organizations. Third, it stated that achieving development results, and openly accounting for them, had to be central to all they did, since more than ever citizens and taxpayers of all countries expected to see the tangible results of development efforts. Governments, they declared, were accountable to each other and to their respective parliaments. The IPU Advisory Group noted with interest the numerous references to the oversight role of parliaments in the Accra Agenda.

30. In the discussion, the Minister elaborated on arrangements to coordinate the government, the United Nations, and the donors. He explained that the 14 donor countries met with him, as a group, on a monthly basis, with a "troika" providing coordination and the World Bank represented as a permanent member. Donor coordination was generally successful, although his government had to grapple with problems arising from the unpredictability of funding. The IPU Group pointed out that such unpredictability was also seriously problematic for parliamentarians, and suggested that six-monthly, or even quarterly meetings be instituted between the Finance Ministry and the National Assembly.

31. The Minister stated that he had no objection to the proposal. The question remained of the level of detail at which the parliament should be involved. Arguably, the two days of parliamentary discussion during the half-yearly review of the budget should be longer. Parliament might wish to extend its three-month sitting for the purpose.

32. In addition, the Minister agreed to a proposal to include a parliamentarian, preferably from the opposition, on the Joint Steering Committee (JSC). The JSC, the joint governance structure for the pilot, is co-chaired by the Permanent Secretary of the Minister of Finance and the UN Resident Coordinator. It has UN agency representation, representatives from the country's central and line ministries, as well as a representative of the development country partners. The IPU Group welcomed the decision to have parliamentary representation on the body.

33. The Minister also agreed to prepare more detailed budget guidelines for the parliamentary debate that is held in the latter part of January, while pointing out that the chair of the Finance Committee in parliament was already well supplied with information, which perhaps did not circulate to the extent necessary. He would brief the Speaker of Parliament on some of the weaknesses identified.

34. He added that it was the task of local rather than central government to track the use of the money at the district level. Discussions on the distribution and use of such funds were often held in the absence of the MPs from the respective constituencies, and this was a matter that needed to be redressed. Malpractices did occur, but 70 per cent of the money was well spent.

◆ **Meeting with Foreign Minister Bernard K. Membe, MP**

35. After hearing introductory remarks by the IPU Advisory Group Chairman, the Foreign Minister said that he was sympathetic to the Group's objectives. Like all ministers in the Government of Tanzania, he too was a parliamentarian and had sat on the Foreign Relations Committee for five years. On the question of parliamentary involvement in the work of the United Nations, he said that

two MPs, representing the government and opposition, traditionally attended the UN General Assembly as part of the Tanzanian delegation. The Speaker of the House of Zanzibar would be a member of the delegation to the 63rd General Assembly.

36. In the ensuing discussion, the Minister raised a variety of issues. The first concerned the Constituency Development Fund (CDF), a government fund to help MPs promote development in their constituencies. The CDF had not prospered due to donor objections, and he encouraged the delegation to find out why the efforts of the Fund had been frustrated.

37. With respect to One United Nations and its "One Office" objective, he said that the government was committed to ensuring that the necessary real estate property was found so as to put the entire UN family in Tanzania under one roof. Parliament would be involved in the selection of a suitable site.

38. On another note, he pointed out that the United Nations Security Council spent 66 per cent of its time discussing questions relating to the continent without Africa having a permanent seat on that body. That was somewhat absurd, and the situation had to be urgently addressed through a meaningful reform of the Security Council.

39. A member of the IPU delegation expressed her conviction that One United Nations needed stronger political support from UN Headquarters. The question of the One UN Office, one of the four "Ones" of One United Nations, was well understood, but she wondered if there was anything more tangible to report in terms of the involvement of the parliament in the other "Ones". The Minister replied that he supported the inclusion of a member of parliament on the UN Joint Steering Committee, and went on to suggest that the eight pilot countries of One United Nations should be given a lead in sensitizing the UN General Assembly to the progress of the experiment.

40. Responding to a question on mechanisms in the Foreign Relations Ministry to follow events in parliament, and vice-versa, the Minister said that there were none. He added that two MPs were nonetheless elected as governors of the Centre for Foreign Relations, a government policy centre. He intended to involve the National Assembly's Foreign Relations Committee more directly in matters of foreign policy. Once the new building for the Tanzanian Foreign Ministry was erected, it would include an office for the Chairman of the Foreign Relations Committee. Members of parliament were invited to join national delegations to international meetings, as well as inspection tours to Tanzanian Embassies abroad. Parliamentarians were also included in delegations to the African Union (AU), the East African Community (EAC) and the Southern African Development Community (SADC) meetings. Greater IPU contact with regional parliamentary assemblies such as that of the SADC was also desirable. Finally, he said that his Ministry would not report exclusively to the parliament's Foreign Relations Committee but to other parliamentary committees as well, although the Parliament should be the one to take the lead in organizing the reporting by the Executive to those committees.

◆ **Meeting with heads of United Nations Agencies, Funds and Programmes - UNRCO (chair), UNDP, ILO, UNHCR, UNIC, UNIFEM, UNFPA, WHO, WFP, UNIDO**

41. In a wide-ranging discussion, the IPU Advisory Group asked questions about the use of national systems, functional clustering, duplication of efforts, transaction costs, communication strategies, the question of gender in the seven programmes, and the institutionalization of parliamentary involvement in UN reform.

42. The responses included the following points:

- UNHCR: Tanzania, despite being a peaceful and stable country, represented an enormous development challenge. For the agencies, answering to their various governing bodies and taking on the UN reform structures was a very time-consuming task. The separation between

the various institutions working in the field had grown smaller, but the same could not be said of that between each one of them and the UN Headquarters, or between them and their governing bodies, for whom it was “business as usual”.

- UNFPA: The Executive Director had accepted the premises of the reform, including on the UN Chief Executives Board. There was a UN reform unit at headquarters which was open to innovative thinking. The pace of business in the field was made more sluggish by delays at headquarters.
- UNDP: Government agencies were engaging with them more productively. There was also increasing use of the Harmonized Approach to Cash Transfers (HACT) which was vitally important in reducing transaction costs. Staff at headquarters was still reacting slowly, but the field operations were working well, and nobody wanted to return to the situation as it was two years earlier. UNDP had worked with the parliament as a partner in its Deepening Democracy Programme, with programmes on capacity-building for legislative drafting.
- ILO: Headquarters was very responsive to the changes, and had modified business practices and procurement guidelines. If anything, headquarters was more understanding than the regional office, but there had been much positive spill-over from the reform.
- UNIFEM: The institution worked regionally rather than nationally, and the representative herself was in Tanzania to help build the capacity of the national ministry to study UN reform and to help with accountability to gender equality objectives. When general budget support was provided, the ministries needed to be well placed in the system to secure the funds they needed, and - for its part - the Tanzanian Ministry for Community Development, Gender and Children was not. When resources were put in pots, it was necessary to engage with central financing structures, but the latter had no accountability to gender. Meanwhile reporting under CEDAW proceeded well and laws were in place on subjects such as property rights but there was a large divide between the policy and its implementation.

43. The Resident Coordinator added that one of the greatest challenges to the use of national systems was the degree of difference between the rules of the 17 different agencies resident in Tanzania. However, the One UN Fund was proving a powerful catalyst in harmonizing the different business practices of the agencies. The expansion of HACT was very encouraging. The government was gradually positioning itself in the driver’s seat, managing the accounts for development assistance and organizing the implementation of development projects and programmes. This process was accompanied by a national capacity assessment conducted by the United Nations, with a view to ensuring the correct utilization of funds and providing necessary technical assistance. They were also working on a code of conduct to codify behavioural attributes necessary for heads of agencies to work as a team. Meanwhile, following a study on procurement, they were building on best practices in that area.

44. On the question of gender, a contentious area, there was no gender-specific programme because gender was cross-cutting to them all. Although there was much talk about gender mainstreaming, there was little to show for it. A recent national review at CEDAW, for example, had shown that while Tanzania has progressive legislation in the area of property rights, it was not sufficiently known and applied at the local level. The gender adviser within the UN Country Team would seek to address that challenge.

45. On the subject of the physical distance between Dar es Salaam and Dodoma, the administrative capital and seat of the parliament, Mr. Fernández-Taranco concluded by emphasizing that the United Nations was always ready to come to Dodoma address whichever Committee wished to hear it.

◆ **Meeting with donor government representatives from Ireland, the Netherlands and Norway**

46. Under the chairmanship of Anne Barrington, Ambassador of Ireland, the donor group began by responding to a complaint voiced by one of the Tanzanian parliamentarians about pledges that were not honoured within the agreed deadlines, and the subsequent undermining of the credibility of MPs within their constituencies.

47. The Ambassador said that 85 per cent of pledges made by development partners had been delivered in Tanzania by the end of the first quarter of 2008. The problem might be traceable to the government: in some ministries, there were between 15 and 20 procedures to be completed before the money could be released into local government systems. To get the flow moving, MPs might do well to question their government a little more closely. A study had been performed on problems of delivery which reinforced the conclusion that the delays were located at the government level. She would be happy to share it with the MPs. On the more precise question of delays in World Bank funding, the donors had held talks with the Bank, they were working hard to implement the Paris Principles¹ on aid effectiveness, and they were trying to persuade the Bank to align itself better with best practice. It should not be forgotten that the World Bank had its own constituency to answer to, some of whom would not allow the institution to avail itself of national systems. It was agreed that to strengthen national systems, they had first to start using them.

48. The IPU delegation asked if the donors believed that Delivering as One and all that it entailed was indeed the best way to bring together the United Nations, the donors and the beneficiaries; how the statement in the Accra Agenda that parliamentary scrutiny of development aid should be reinforced might be actually put into effect; what their opinion was of the statement made in a survey compiled after the Paris Declaration to the effect that only 45 per cent of committed funds actually arrived on time; and what the chances of success were for performance-based allocations, based on the Paris Principles, and for the one reporting format.

49. The donors replied that the 45 per cent was a global figure, but the story in Tanzania was a much better one. There were conditionalities still in place, but it had to be understood that donors had their legislative requirements as well, and benchmarks were set in certain areas. Reporting requirements could be very daunting, but when funds were provided for budget and sector support the burden was much lighter. The representative of the Netherlands pointed out that his government had a bilateral aid budget with Tanzania of some US\$ 120 million, one quarter of which was for direct budget support and the remainder of which was disbursed for different line ministries. All payments involved reporting requirements; if the donors could help the government to fulfil its reporting requirements that would not only help them but also the local parliament.

50. The Resident Coordinator agreed that unpredictability had been a major driver of incoherence in the UN system. Only now was some idea of the general funds available in the system beginning to emerge. There was not yet a single set of reporting criteria and separate requirements were to be found in abundance. That too was part of the need for reform among the development partners.

51. The donor group also contributed the following remarks: Tanzania was a country that was deeply committed to UN reform. It was one of the countries that had spurred the Paris agenda. While development cooperation in the country entailed very high transaction costs, general budget

¹ Laid down in the Paris Declaration, endorsed on 2 March 2005, an international agreement to which over one hundred ministers, heads of agencies and other senior officials adhered and committed their countries and organizations to continue to increase efforts in harmonization, alignment and managing aid for results with a set of monitorable actions and indicators.

support was on the increase and its performance as a Delivering as One pilot was commendable. Continuing challenges included making sure that the savings resulting from the UN reform were being visibly ploughed back into development. Generally, the United Nations team in Tanzania was doing an admirable job, although unfortunately they were not always getting the support they needed from either the Member States or from United Nations Headquarters. It was also stated that the people and the parliament must hold the government to account, and there was compelling evidence in recent political events in Tanzania that this was indeed happening. Ultimately, when true parliamentary scrutiny prevailed over the development agenda, there would be no need for a parallel system of reporting with the donor governments.

◆ **Meeting with Mr. Heimo Laakonen, UNICEF Representative**

52. Mr. Laakonen described some of the practical implications of Delivering as One. The issues themselves had not changed: those had already been agreed under the MKUKUTA (national strategy for growth and poverty reduction), but each programme now had a managing agency, with several others involved. Each activity had different sources of funding: the health basket, for instance, received money from the One UN Fund, core funding and other earmarked sources. The One UN Fund would increase as a proportion of the whole as time progressed.

53. Traditionally, UNICEF had recognized the value of working closely with national parliaments in advancing the rights and welfare of children, and UNICEF Tanzania was no exception. Training sessions had been organized for parliamentarians, focusing on the implementation of international human rights commitments. UNICEF had been asked to provide input to budget guidelines, and to that end had prepared reports and policy briefs, including for specialized parliamentary committees.

54. Answering a question on the cross-cutting themes for the seven UN joint programmes (gender, human rights, and the environment), he said that a gender adviser had been brought to Tanzania, as part of the One UN team. Mainstreaming had happened, but indicators of progress were needed. The IPU Advisory Group Chairman agreed, noting that in his parliament mainstreaming was often synonymous with sidelining. The discussion turned to maternal mortality, itself a key indicator, and the IPU delegation drew attention to the IPU campaign on maternal and child mortality launched at its previous Assembly in Cape Town. In closing, the UNICEF representative pleaded with the Tanzanian parliamentarians for speedier domestication of the Convention on the Rights of the Child.

◆ **Meeting with the UNDP Governance Unit**

55. The Advisory Group met with the UNDP Governance Unit for a discussion on its Deepening Democracy Programme. The Programme provided support to parliament, electoral management bodies, the registrar of political parties and other entities. Tanzania had been a single-party State until 1993, which explained the need to focus on oversight, especially through the Public Accounts and Finance Committees. The parliamentarians had been trained in areas relating to budget scrutiny and public expenditure tracking.

56. The content of UNDP programmes for parliament and parliamentarians was most often decided through consultations with the office of the Clerk. It was agreed that mechanisms should be designed in order to involve MPs and Committee chairs more directly in the elaboration of UNDP work plans in support of parliament. Greater engagement with parliament would also be sought on substantive issues, such as the monitoring of national development plans and anti-corruption strategies.

57. The IPU Secretariat drew attention to the recent signing of the IPU-UNDP Memorandum of Understanding, of which the UNDP counterparts were not aware. Once governance became fully

part of One United Nations with a greater focus on parliament, they would turn to the Memorandum to guide their work.

58. The Advisory Group also met with three spokespersons of civil society groupings, representing respectively trade unions, the media, and policy issues. There was an exchange of views on the difference between civil society and parliaments, how the former related to the latter in their work, and the key question of streamlining the three UN cross-cutting themes into the work of civil society in Tanzania.

59. The Senior Adviser to the UN Resident Coordinator's Office concluded that with respect to services delivery, the government should be the one performing it in the field, and where it was not able or willing to do so, civil society should assume the task. The United Nations could provide civil society with a platform from which to push their individual agendas. Moreover, a strong parliament was an invaluable asset to civil society.

CONCLUSIONS AND RECOMMENDATIONS OF THE ADVISORY GROUP

60. The members of the IPU Advisory Group drew the following broad conclusions from their mission:

- The objective of gaining further information about the working of a United Nations operation in the field had been amply met. All members agreed that with the broad programme prepared, the readiness for constructive dialogue demonstrated by all concerned, starting with the Resident Coordinator himself, and the wealth of information provided had satisfied their requirement for a better understanding of the workings of a UN field presence.
- The mission benefited enormously both from the initial contact with the Speaker and a large group of members of the National Assembly of Tanzania, and the fact that three Tanzanian MPs then joined the Group for all of its meetings. The members of the Parliament of Tanzania were able to provide first-hand knowledge to the IPU Group, the UN representatives, the Government Ministers and to the donor government representatives about the degree to which local parliamentary interaction with the country's development agenda actually took place, what the successes were and what shortcomings remained to be remedied.
- The members of the mission were impressed by the openness and high level of commitment by the authorities of Tanzania to the successful outcome of the One UN initiative. Ministries are open to fresh ideas, new working methods are being explored and implemented, and in general the democratic process in Tanzania is an authentic and exciting one. In many ways, Tanzania is a leader not only in the promotion of the One UN agenda, but also in the way it seeks to engage political leaders – from both majority and minority factions – on important global issues (the fact that MPs are regularly included in national delegations to major international events is a clear expression of this).
- That said, it emerged clearly from the various encounters that parliamentary involvement in overall development assistance to the country was deficient. Much remained to be done, not only by the development partners but by Parliament itself, to establish more efficient channels of communication with a view to enhancing Parliament's performance of its oversight role in this area. A first and significant decision was agreed to by all parties in that regard: that a Tanzanian parliamentarian, preferably from the opposition, would become a member of the One United Nations Joint Steering Committee (JSC) co-chaired by the Permanent Secretary of the Minister of Finance and the UN Resident Coordinator.
- The enthusiastic and dynamic leadership demonstrated by the Resident Coordinator set the tone of the entire mission. The IPU Group became aware of the enormous ambitions of the

61. The IPU Advisory Group made the following recommendations:

- Parliament should assume an active role in relation to the One UN reform in Tanzania and that it integrate this process in its own agenda, working methods and parliamentary procedures.
- A member of parliament should be included as a member of the Joint Government-UN Steering Committee for the implementation of the One UN reform in Tanzania.
- The National Assembly should strengthen its ties with the United Nations and a workshop should be organized for this purpose, which the Parliament's Bunge Foundation could help facilitate.
- The UNDP democratic governance programme should be more fully integrated into the One UN Programme and Budget Framework. Since the UN reform process centres on building national capacities, cooperation with parliament will naturally figure more prominently. In this regard, the recent UNDP-IPU Memorandum of Understanding can play an important role.
- Either six-monthly or quarterly meetings should be instituted between the Finance Ministry and the National Assembly for the former to report more fully to the parliament on matters relating to the development budget.
- Parliament should gradually increase its involvement in the up-stream planning of the national budget. The Accra Agenda for Action calls for 50 per cent of all development assistance to be captured by national budgets by the year 2010. Parliament will need to monitor this process closely.
- The National Assembly should be involved more directly in matters of foreign policy, primarily but not exclusively through the Foreign Relations Committee. To this end, it will review its own mechanisms for engaging with the United Nations through more dynamic use of existing ones, a better flow of information, and the establishment of more functional linkages with select parliamentary committees and the Office of the Speaker.
- The Tanzanian Government should continue and expand its good practice of including members of parliament in national delegations to major international events and conferences, particularly as they relate to development cooperation and other major global issues. This practice should also be adopted by other UN Member States.
- The Parliament itself should initiate contacts and discussions on issues of interest, and to this end invite relevant stakeholders, including UN officials and civil society representatives, to hearings and debates in parliament.
- The IPU should circulate this report widely, both among its Member Parliaments and within the broader UN community, so as to help garner support and build political momentum in carrying forward the One UN agenda.
- Parliaments should encourage their national representatives on the various United Nations agency governing bodies to pursue a more coherent approach along the lines of the Delivering

as One principles and request more focus and support, both at UN Headquarters and in field operations, for serious reform of the United Nations;

- Parliaments should call for a stronger role for the UN Economic and Social Council (ECOSOC) in following up on the results of the Delivering as One process, with a view to establishing improved UN programming and operational modalities. The new Development Cooperation Forum of ECOSOC, which includes a significant parliamentary component, can play a key role in this regard;
- As national parliaments and the IPU expand their work in the area of development cooperation, they should engage in a more structured dialogue with the international financial institutions, in particular the World Bank and the International Monetary Fund.

MEETINGS

Parliament of Tanzania

1. Mr. Mussa A. Zunku, MP, Vice-Chair of the Committee on Foreign Affairs, Defence and Security
2. Mr. Khalifa S. Khalifa, MP, member of the Committee on Foreign Relations, Defence and Security, Opposition Chief Whip
3. Professor Idris Ali Mtulia, MP, member of the Committee on Social Welfare
4. Mr. Daniel Nsanzugwanko, MP, member of the Committee on Energy and Minerals
5. Mr. John Paul Lwanji, MP, member of the Committee on Constitutional and Legal Affairs
6. Mr. Lazaro Nyalandu, MP
7. Ms. Beatrice Matumbo Shellukindo, MP, member of the Committee on Foreign Affairs, Defence and Security

United Nations Country Team

1. Mr. Oscar Fernández Taranco, United Nations Resident Coordinator
2. Mr. Alain Noudehou, UNDP Country Director
3. Mr. Heimo Laakkonen, UNICEF Representative
4. Mr. Jurgen Schwettmann – International Labour Organization (ILO)
5. Dr. Julitta Onabanjo – United Nations Population Fund (UNFPA)
6. Mr. Yacoub El Hillo, United Nations High Commissioner for Refugees (UNHCR)
7. Ms. Hendrica Okondo, United Nations Development Fund for Women (UNIFEM)
8. Mr. Martins Ovberedjo OIC, World Health Organization (WHO)
9. Mr. Ronald Sibanda, World Food Programme (WFP)
10. Ms. Patricia Scott, United Nations Industrial Development Organization (UNIDO)
11. Ms. Eshila Marwanyika, United Nations Information Centre (UNIC)
12. Mr. Ritesh Bhandari, Non-Resident UN Agency Coordination Analyst, UN Resident Coordinator's Office
13. Mr. Gianluca Rampolla del Tindaro, Senior Adviser, UN Resident Coordinator's Office

UNDP Democratic Governance Unit

1. Mr. Audax Rutta, Head of the UNDP Governance Unit
2. Dr. Baffour Agyeman-Duah, Senior Governance Adviser, UNDP

3. Ms. Nora Pendaeli, UNDP

Ministry of Finance

1. Mr. Mustafa H. Mkulo, MP, Minister of Finance
2. Mr. Mugisha G. Kamugisha, Commissioner for Policy Analysis
3. Mr. Ngosha S. Magonya, Commissioner for External Finance
4. Mr. John Haule, Deputy Permanent Secretary
5. Mr. John S. Kuchaka, UN Desk Officer
6. Mr. Kuyava, Protocol Officer
7. Ms. Happiness Shango, Communications Officer

Ministry of Foreign Affairs and International Cooperation

1. Mr. Bernard Kamillius Membe, MP, Minister of Foreign Affairs
2. Ms. Begum K. Taj, Ambassador, Director of Multilateral Cooperation

Meeting with donors

1. H.E. Ms. Anne Barrington, Ambassador of Ireland
2. Mr. Pieter Dorst, Head of Development Cooperation, Embassy of the Netherlands
3. Mr. Svein Baera, Head of Cooperation, Embassy of Norway

UN Civil Society Advisory Committee (UNSCAC)

1. Ms. Fatma Alloo, Africa's Development and Communication Network, UNSCAC Chair
2. Mr. Hebrion Mwakagenda, Executive Director, The Leadership Forum
3. Ms. Siham Ahmed, Trade Union Congress of Tanzania

List of Acronyms (in alphabetical order):

IAEA – International Atomic Energy Agency

IFAD – International Fund for Agricultural Development

ILO – International Labour Organization

FAO – Food and Agriculture Organization

OHCHR – Office of the High Commissioner for Human Rights

UNAIDS – The Joint United Nations Programme on HIV/AIDS

UNCDF – United Nations Capital Development Fund

UNDP – United Nations Development Programme

UNEP – United Nations Environment Programme

UNESCO – United Nations Educational, Scientific and Cultural Organization

UNFPA – United Nations Population Fund

UN-HABITAT – United Nations Human Settlements Programme

UNHCR – The Office of the United Nations High Commissioner for Refugees

UNIC – United Nations Information Centre

UNICEF – The United Nations Children’s Fund

UNIDO – The United Nations Industrial Development Organization

UNIFEM – United Nations Development Fund for Women

UNOPS – United Nations Office for Project Services

UNV – United Nations Volunteers

WFP – The United Nations World Food Programme

WHO – World Health Organization