



The United Republic of Tanzania



United Nations
Economic Commission for Africa



AIDE-MEMOIRE

Workshop on

“Harmonizing the APRM Tanzania NPoA with the National Development Plans”

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Golden Tulip Boutique Hotel

Zanzibar, United Republic of Tanzania

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A- Background

The African Peer Review Mechanism (APRM) is an AU's democratic and governance agenda. It is an African-owned self-monitoring mechanism, which was adopted by African Heads of State and Government in March 2003 as a peer learning and self-assessment mechanism enshrined within the framework of the New Partnership for African Development (NEPAD). The APRM is people-centered and through a participatory process creates a platform for citizens to have a direct role in the effort to address governance deficiencies.

Membership of the APRM is voluntary and open to all member countries of the African Union (AU). The review process is not meant to ostracize or punish countries, and no conditionality is attached to the recommendations of the Mechanism. National ownership and leadership of the review process by the country being reviewed are essential features of the APRM. The process is designed to be open and participatory, guided by the principles of transparency, accountability, technical competence, credibility and freedom from political manipulation.

The APRM has a comprehensive approach to the review process that is characterized by independent and inclusive policy dialogue, peer-learning, compliance monitoring and follow up. The mechanism establishes mutual accountability among peers at the national and external levels. Unlike other mechanisms, the APRM takes a holistic view of all aspects of a country's governance system covering four thematic areas: Democratic and Political Governance, Economic Governance and Management, Corporate Governance, and Socio-Economic Development.

Since its establishment, thirty-six (36) members of the African Union (AU) have voluntarily acceded, representing more than 80% of the continent's population. Among the acceded countries, twenty (20) - about 55% of the acceded countries-completed their peer-review processes and are currently focused on implementing their respective APRM's National Plan of Actions (NPoAs). In addition to this, Kenya has been reviewed for the second time paving the way to Uganda and other APRM member states for the Second-Generation review.

The APRM country review reports (CRR) and the APRM National Plan of Actions (NPoAs) are the main outputs of the process. Both documents have made competent assessments and recommendations to address the governance deficiencies observed in the reviewed countries.

In addition, one of the most significant value additions from and achievements of the mechanism has been to flag and diagnose openly and frankly systemic and structural governance issues that most of the participating APRM African States face in their governance systems. During the reviews, the APRM CRRs of almost all

reviewed countries have revealed the existence of certain governance patterns. Among the most widely recurring problems, referred to as cross cutting issues, the following thematic areas have been identified: a) Managing Diversity b) Corruption; c) Land Management d) Elections, e) Gender inequalities and f) Unemployment (particularly among the youth).

B- The APRM National Plan of Actions (APRM-NPoAs)

The APRM National Plan of Action (NPoA) is a critical output of the country peer review process and the major value addition of the mechanism as a whole largely depends on the quality of policy-priority setting that goes into the NPoA and its implementation.

It shapes the development pathway of APRM countries with its inclusiveness and comprehensiveness compared to traditional externally driven strategic plans. The NPoA was developed through extensive consultation process.

According to the APRM Country Guidelines, the primary purpose of the NPoA is to identify governance areas that need to be improved and to mobilize the country's efforts in implementing the necessary changes to enhance its state of governance and socio-economic development. The NPoA is a three (3) year people-driven programme and it is anchored by the four (4) thematic areas. It is a product of a broadly consultative process that reflects citizens' priorities. For effective, inclusive and coordinated implementation, the role of all relevant stakeholders are highlighted.

The NPoA established as a matrix, presents (i) the country's governance priorities; (ii) the activities to be undertaken to tackle identified deficiencies; (iii) the cost and timeframe of each activity; and (iv) the responsibilities of each stakeholder (government, parliament, civil society and the private sector) in implementing and monitoring the plans.

However, experiences and studies from peer-reviewed countries, pointed out that the implementation of the NPoAs is the single most challenging issue that the APRM process is encountering. The process is likely to lose its credibility among African citizens if APRM countries do not implement the agreed actions to correct governance deficiencies highlighted in the NPoAs.

Here are some of the identified weaknesses in the APRM peer-reviewed countries for the implementation of the NPoA:

- Duplication of NPoA projects with pre-existing national programmes/plans;
- Discrepancies between the costs of the NPoAs and the information held by the relevant sectoral ministries (MDAs);

- Difficulties in identifying the NPoA programmes and projects in the national budgets and thus its impact on the Medium Term Expenditure Framework (MTEF);
- Lack of clear links between NPoA and the funding mechanisms such as the national budget and Medium-Term Expenditure Framework (MTEF); and
- Weak coordination between institutions responsible for the NPoAs' costing and those responsible for its funding.

As a result, few APRM peer-reviewed countries submit the annual progress report on the implementation of their respective APRM's NPoA.

In order to mitigate such shortcomings, the APRM and its Strategic partners, mainly UNECA initiated a series of research to investigate the deficiencies, challenges and best practises for effective implementation of the NPoA in order to provide technical assistance to APRM participating countries. The findings from the research indicated that due to resource scarcity the best way to make the NPoA operational, adequately funded and efficiently implemented was to explore synergies between APRM-NPoAs and other existing national development plans (NDPs), including the Medium Term Expenditure Framework (MTEF), in order to harness the potential of leveraging the APRM-NPoA activities into the NDPs.

The inter-relatedness of the APRM NPoA and the national development plans required its integration into national plans in a coherent and inclusive manners.

In this regard, after field missions¹ and consultations with main stakeholders of APRM countries², ECA and UNDP developed a Framework for harmonising APRM-NPoAs and other national plans³ to provide APRM countries the critical tools and information needed to synchronise their respective APRM-NPoAs with pre-existing national development plans within the context of a common MTEF.

The APRM strategic partners and APRM Secretariat have strived to support the implementation of NPoA through the organization of tailor-made national workshops aimed at supporting peer learning and best practices emerging from

¹ Field missions were conducted in 4 countries (Ghana, Rwanda, Uganda, and Benin) from April 2007 to June 2009

² Expert Group meeting on “Harmonizing of the APRM-NPoAs with the National Development Plans” held in Kampala, Uganda, 29-30 September 2010

³ UNDP/UNECA- ECA/GPAD/APRM/TP/11/2: A Framework Document “Harmonizing APRM-NPoAs and Other National Plans into a Common Medium Term Expenditure Framework (MTEF)” May 2011

APRM pioneer countries. In this regard, they designed a series of national NPoAs harmonisation workshops through peer learning, exchanges of best practises and lessons learned. The first of a series of workshops was launched in Mauritius in April 2012⁴.

C- The Case of Tanzania

Tanzania is among the 36 African countries that have acceded to APRM process so far. It joined on May 2004 and started the self-assessment process in 2007 by producing the country self-assessment report and the national programme of action in 2009. The CSS report as well the NPoA were revised in 2011 to take into account political and socio-economic changes.

The APRM Country Review Mission (CRM) visited the country from 24 Feb to 15 March 2012 to review Tanzania's performance of its governance commitments. Tanzania was peer reviewed on 26 January 2013 at the Heads States of Summit in Addis Ababa.

Prior to its peer-review, upon the request of APRM National Authorities, UNECA and UNDP⁵ organised the workshop on Harmonisation of NPoA in national development plan in September 2012, in Dar Salaam, for both the Mainland and Zanzibar stakeholders to facilitate its implementation. However, since 2013, Tanzania did not submit a progress report to highlight the progress made in the implementation of the NPoA, as it is envisaged by the APRM Memorandum of Understanding.

It is against this background, that the newly democratically elected President, HE John Magufuli, by reaffirming the centrality of governance to Tanzania socio-economic development, relaunched the APRM NPoA in July 2017 in order to galvanise national support for the implementation of APRM recommendations. This demonstrates the country's commitment to good governance.

In line of the above, Tanzanian APRM authorities requested the APRM Continental Secretariat to provide technical assistance to harmonize their NPoAs with the

⁵ The main objective of the workshop was to prepare Tanzanians to ensure the development, implementation and monitoring of a coherent NPoA through the existing national development strategies (Five Year Development Plan, MKUKUTA II and MKUZA II and Vision 2025) within the context of MTEF, through peer-learning and best practices

National Strategic Plan. The APRM Secretariat with the support of UNECA agreed to carry out a national workshop on how to harmonize the NPoA with existing development strategies and Medium Term Expenditure Framework (MTEF).

The APRM Secretariat and UNECA undertook various consultation with Tanzania's APRM NGC for the content of the workshop, from the conceptualisation to the finalisation of the agenda.

D-Objective of the workshop

The purpose of the workshop is to provide necessary information, tools and best practices to national authorities in order to facilitate the integration of APRM-NPoA into existing National development plans, i.e. Tanzania Vision 2025 and the National Five Year Development Plan 2016/17-2020/21 within the context of MTEF, through peer learning and best practises case studies.

The current workshop seeks to provide similar information and capacity skills to planning authorities of the Mainland and Zanzibar in a view to prepare participants to ensure the development, implementation and monitoring of a coherent NPoA through the existing national development strategy by:

- Gaining/enhancing familiarity with and understanding of the major concepts, issues and skills that are required in the design and implementation of the APRM-NPoAs;
- Identifying the competencies for successful harmonization of NPoAs with existing development strategies based on the APRM guidelines;
- Practicing lessons and best practices based on case studies;
- Acquiring strategies for the systematic collection of data, information and coordination of Ministries, Departments and Agencies (MDAs) in the formulation of the NPoA;
- Exploring guidelines for engaging special circumstances (e.g. funding gaps); and
- Identifying approaches to monitoring and evaluation suitable to the country's planning system.

E-Expected outcome

Tanzania's government initiative to relaunch the NPoA is vital as it comes at the time the revitalization of APRM process is needed. Close to five (5) years since the completion of the Country Review Report (CRR), the country has not begun the implementation of the NPoA. Hence, the workshop will provide a real opportunity for Tanzanian civil servants as well as civil society representatives to learn from the

experiences of their peers, address the key challenges and suggest concrete tools and actions which will make their NPoA a credible and operational document for national socio-economic development processes and mechanisms.

To do so, the workshop will assist the Tanzanian participants to:

- Identify the main stakeholders of the NPoA and their respective responsibilities;
- Integrate the NPoA into MTEF, annual budgets and National Development Plans and to become an integral part of these plans;
- Mobilize funds for its implementation; and
- Monitor and evaluate NPoA implementation;

At the end of the workshop, the organizers are hopeful that the Republic of Tanzania will have acquired enough technical knowledge to effectively implement and monitor its NPoA and mobilize adequate funds through its MTEF. As a result, it is expected that Tanzania presents its first Annual Progress Report in January 2018, in the margins of the AU Summit.

In addition, the organisers will make presentation on the synergies between African Union Agenda 2063, the Sustainable Development Goals (Agenda 2030) and APRM.

F- Format of the workshop

The workshop will be fully participatory in order to allow interactive dialogue, case studies, presentations by experts from UNECA, APRM Secretariat, pioneer countries (Ghana and Uganda) and Tanzania Mainland, for peer learning and sharing of best practices. This will ensure knowledge sharing, a vital building block towards the effective designing, costing and implementation of the NPoA. The workshop will be organised in plenary and breakout sessions.

G-Documentation

The following documents will be shared with the participants:

- The Aide-Memoire of the workshop;
- The provisional agenda of the workshop;
- The draft Tanzania APRM-NPoA;
- Tanzania's National Five Year Development Plan 2016/17 – 2020/21;
- A Framework Document “Harmonizing APRM-NPoAs and Other National Plans into a Common Medium Term Expenditure Framework (MTEF)”-

2011 ECA: <https://www.uneca.org/sites/default/files/PublicationFiles/1-harmonising-aprm-npoa.pdf>

- Planning for Africa's development- Lessons, insights and messages from past and present experiences, UNECA Publications; and
- Tanzania Country Profile- 2015 ECA:
<https://www.uneca.org/publications/country-profiles-2015>

H- Partnerships

The workshop is being co-organized by the APRM Secretariat and the Economic Commission for Africa (UNECA) in close collaboration with the Tanzanian APRM authorities (National Governing Council and National Focal Point).

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