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Department for Africa  
and the Middle East



# Country programme for development cooperation

Tanzania  
2021–2024

Ministry for Foreign Affairs of Finland

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## EXECUTIVE SUMMARY

Finland's Country Programme for development cooperation in Tanzania will build on previous cooperation, but also incorporate changes arising from lessons learned and context analysis. This Country Programme's Theory of Change was updated during the year 2022 to meet the sudden change in Tanzanian political leadership in early 2021 and the new policies taken by the new administration.

Efforts to strengthen the democratic space and human rights are envisaged to be continued in this Country Programme. Finland will make stronger efforts to promote gender equality in Tanzania. Finland's prominent role in forestry will continue – building on the Finnish expertise and a long history of cooperation. Finland will contribute to climate change adaptation and mitigation through ongoing cooperation and new initiatives.

Finland's development cooperation portfolio will maintain focus on identified priorities. Emphasis is put on ensuring good quality of cooperation, supported by active follow-up and learning. The portfolio will contain different cooperation instruments and partners to mitigate administrative and implementation related risks. Supporting good governance and transparency will have to be an integral part of any institutional support.

This Country Programme focuses both on rights-holders and duty bearers. Inclusiveness and equality will be emphasized and a human rights based approach is inherent in all cooperation. The choice of cooperation areas has been guided by the context analysis and priorities of Finland's Country Strategy for Tanzania. This Country Programme thus focuses on two impact areas:

1. Sustainable development through rights, equality, inclusion and taxation capacity, and
2. Improved forest-based livelihoods and climate resilience.

In impact area one, special attention will be given to strengthening women's and girls', especially of those with disabilities, rights and participation in society. Existing tax administration cooperation will continue, assuming that it will contribute to increased tax compliance, more tax revenue and a better business environment. Cooperation with Uongozi institute to support training for women leaders is continued as well.

In impact area two, Finland's forestry cooperation will concentrate in the Southern Highlands and in selected miombo regions of Southern and North-eastern Tanzania. Forests and land should be used in a sustainable way to secure income, improve livelihoods and climate resilience of the local communities. A sustainable use of forests

and land also contributes to carbon absorption and other ecosystem services. Support to commercial plantation forestry among small-holders and development of forestry value chains will contribute to poverty alleviation through generating income and new jobs. More resources will be channeled to address skills gaps and encourage entrepreneurship and innovations linked to forest sector and climate change, in a practical approach to influence the business environment as well as improve the resilience of the population, including women and youth, towards climate change. Climate resilience will be also improved through producing and sharing data and information on the changes in the biophysical environment.

# 1 Expected Results of the Country Programme

This chapter presents the expected results of the Country Programme by impact area. The Country Programme is based on the context analysis presented in the Country Strategy document.

## **IMPACT 1: Sustainable development through rights, equality, inclusion and taxation capacity**

**(SDG 16, targets 16.7 & 16.10; SDG 5, targets 5.2 & 5.5; sdg 17, target 17.1)**

Tanzania has gone through many changes over the last two years since President Samia Suluhu Hassan ascending to power in March 2021. The country has witnessed positive developments regarding civil society operating space, human rights and political freedoms. Despite the shown commitment of the current administration to advance women leadership, gender equality and inclusion in the society, challenges remain, and the political will at the national level is slow to translate to transformation of societal norms and eradication of harmful practices at sub-national and local levels. Similarly, government has shown commitment to modernize the tax administration but further efforts are needed to achieve fair and efficient tax system, which is critical to the achievement of Tanzania's Five Year Development Plan III coupled with meeting the Sustainable Development Goals.

This impact area is aligned with Finland's strategic goal in Tanzania to promote democracy, human rights and gender equality, as well as to support a trade enabling business environment. Human rights and the principles of democratic participation, accountability, transparency and gender equality are core values in Finnish development policy (especially priorities 1 and 3 of Finland's development policy). They are also key strategies for ensuring inclusive, sustainable development. Resources are needed for the implementation of development strategies. Finland's tax and development action plan 2020-2023 emphasizes the need to strengthen the tax systems in developing countries in order to reduce poverty and inequalities.

Finland will make efforts to promote gender equality, but with the assumption that its efforts will be complemented by other efforts and aspects of promoting gender equality. It is assumed that a more efficient, predictable and customer friendly tax system

will lead to increased tax compliance, more tax revenue and a better business environment.

## **OUTCOME 1.1: Rights of women and PWD protected, and their active citizenship, participation and leadership promoted at household, community and local central government levels**

In the 2020 general elections the number of elected women parliamentarians decreased. The ascension of women to national level leadership positions is often blocked already at local level. Discriminatory gender norms, behaviours and practices and lack of women's economic opportunities are among the key barriers to women's leadership. On the other hand, lack of women's leadership, meaningful participation and economic rights at local levels are key challenges to the achievement of SDG Goal 5, "Achieve gender equality and empower all women and girls" as well as other goals.

Assumptions related to women's role in leadership are still relevant; if there are more women leaders, gender equality will be better taken into account in the national development processes, and women's rights are increasingly realized. It is assumed that the legal and policy frameworks supporting gender equality are respected and implemented by the duty bearers and that they will provide a more level playing field for women.

Sexual and gender based violence is one of the bottlenecks of gender equality in Tanzania. Women are able to participate more fully in society, for example in leadership and development processes, if they live free from violence. Since the outbreak of the covid-19 pandemic, violence against women and girls, particularly domestic violence, has intensified worldwide.

Finland will support the implementation of the Tanzanian National Plan of Action to End Violence against Women and Children and strengthen service delivery related to sexual and gender based violence. Special attention will be given to the increased vulnerability of persons with disability. Finland also aims to increase the number of women in leadership and decision making positions at local government levels through for example promoting gender-responsive norms, behaviours and practices.

## OUTPUTS

- 1.1.1 The rights of girls and women, particularly girls and women with disabilities, to live free from gender based violence strengthened ;**
- 1.1.2 Women’s capacity to take leadership and their economic rights enhanced**
- 1.1.3. Active citizenship promoted through enhanced alliances of change agents at LGA levels**

Opportunities for women to participate in leadership is promoted through an enabling legislative environment and community level awareness raising. It is assumed that providing technical support will actually translate into changes in legislation and policy frameworks. Capacity building and awareness raising lead to changes in people’s knowledge and attitudes contributing to a transformation in the patriarchal values that otherwise hinder women’s participation. It is also assumed that media shapes perceptions on women and gender equality, and that leading by example has a positive effect in the communities.

Awareness of gender-based violence, female genital mutilation, child marriage and the increased vulnerabilities of people with disability is promoted at several levels from communities, households including men and boys, to the authorities. Change within authorities is sought through trainings and better data. Girls are engaged in gender-transformative activities that build their awareness on gender norms and provide knowledge and skills to claim their rights.

It is assumed that better data and knowledge lead to better and more inclusive services and that better general awareness lead to more victims finding the services provided. In the long run this leads to a change in behavior when it comes to gender-based violence, child marriage and female genital mutilation.

## INPUTS

- UN Women’s programme supporting women leadership and economic rights at local level
- Support to UNFPA programme to protecting the rights and choices of women and girls of all abilities
- Support for women leadership trainings through Uongozi institute
- Active participation in the Development Partners Group on Gender Equality
- Policy dialogue bilaterally and as part of the EU and the donor community. Finland will pay special attention to the vulnerability and needs of women with disabilities.
- Fund for Local Cooperation
- Synergies with Finnish NGOs, international NGOs and regional programmes working for gender equality will be promoted when relevant

## OUTCOME 1.2: Effective tax administration and competent public leaders promote SDGs financed increasingly through domestic revenue mobilization (DRM)

Tanzania has seen improvements in absolute tax revenues. Still, the tax-to-GDP ratio remains very low. The Tanzania Revenue Authority (TRA) is currently implementing Corporate Plan 6 that aims at increasing the efficiency of the institution, in order to increase the overall revenue collection and resources available for national development. By paying taxes both citizens and enterprises participate and contribute to national development.

It is assumed that public financial management reforms advance and support tax reforms and revenue collection. Significant slowing down of the economic growth could harm achieving the ambitious revenue collection targets.

### OUTPUTS

**1.2.1. Tanzania Revenue Authority (TRA) capacities and systems strengthened**

**1.2.2. Tax policy increasingly used as an instrument to promote SDG objectives**

**1.2.3. Leadership skills among public and private leaders enhanced**

It is assumed, that if the capacity of the TRA staff is increased, if the institutional reforms make paying taxes easier, if the taxpayers have timely information and they see and feel the results of their taxes, the taxpayers' base will be broadened. The existing Tax Reform Programme takes a holistic approach for developing the tax and customs administrations, where IT-reforms play a key role. Improved systems and capacity of customs will facilitate trade and increase TRA revenues.

It is assumed that sufficient resources are allocated by the Government of Tanzania for the implementation of the Tax reform programme. It is also assumed that TRA is able to prioritize key areas of reform and dedicate time for their implementation. It is assumed that communication is timely and productive, and that on-line platforms facilitate provision of technical assistance. It is assumed that TRA dialogue with the private sector enables problem solving and finding common ground between TRA and the tax payers.

### INPUTS

- Continuation of Institutional cooperation between Tax Finland and TRA



- Planned Taxtan-programme: a combination of sector budget support and technical assistance to TRA, to be implemented jointly with EU.
- Policy dialogue bilaterally and as part of the EU and donor community with an emphasis on inclusiveness of policy and reform processes, as well as equitable, inclusive and sustainable tax and investment policies; transparency in the use of public funds
- Policy dialogue in line with Finland’s “Taxation for Development” – programme Finland’s regional and thematic programmes related to taxation, such as support to Trade Mark East Africa, African Tax Administration Forum (ATAF); and partnership with UNU-Wider, may complement the achievement of the outcome’s objectives. Synergies with these programmes are promoted when relevant.

## IMPACT 2: Improved forest-based livelihoods and climate resilience

**(SDG 15, Targets 2 & 9; SDG 8 target 2; sdg 13, target 1)**

This impact area is closely linked up with Finland’s strategic goals in Tanzania of poverty alleviation, livelihoods and climate resilience. It supports priorities 2 and 4 of Finland’s development policy. It is also aligned with the Tanzania vision 2025, in terms of contributing to a more diversified and competitive economy, advancing industrialization, as well as poverty reduction.

Sustainable management of forests and village lands is a pre-condition to livelihoods improvement and climate resilience in the long term. Sustainable use and management of forests and land provide a way to create income, support rural livelihoods and enhance climate resilience of communities, while also contributing to carbon absorption and other ecosystem services. Support to commercial plantation forestry among small-holders and development of forestry value chains will contribute to poverty alleviation (by generating income to farmers, other forest-owners, micro, small and medium sized enterprises) and new jobs. The business environment will benefit from support to skills development, entrepreneurship and innovations linked to the forest sector and climate change mitigation and adaptation. The focus areas of this impact area benefit from solid Finnish expertise and know-how.

Environmental and climatic conditions are changing fast in Tanzania, with weather extremities becoming more common. As majority of the citizens depend on agriculture, Tanzania’s economy is greatly influenced by climate change. Finland contributes to improved climate resilience by strengthening the capacity of the government, citizens

and businesses to adapt to the effects of climate change. This will occur through improved data and knowledge on the changes occurring in the biophysical environment and through enhanced skills of entrepreneurs, including youth and women, in business and value addition.

## OUTCOME 2.1: Improved quality of ecosystem services from forests and village lands

Ecosystem services from forests and village lands include a wide range of things such as food, timber and non-timber forest products, regulation of water flows, carbon absorption, erosion control, pollination, cultural values, and biodiversity. Sustainable use and management of land can ensure the provision of these services to the benefit of the rural communities and the society at large. It is assumed that improving the quality of such ecosystem services will translate into more and better livelihood opportunities and strengthened climate resilience.

For this transition to happen, it is assumed that the governance of forests and village lands – including enforcement of rules and capacity of the districts and other local governance structures – will function and improve over time. It is assumed that the current forest policy and legislation is maintained or improved. In parallel to forestry, there is a need to mainstream climate resilient and resource efficient agriculture and livestock keeping.

### OUTPUTS

**2.1.1 SUSTAINABLE RURAL LAND USE IMPROVED**

**2.1.2 SUSTAINABILITY OF FOREST MANAGEMENT ENHANCED**

Finland's cooperation advances quality of ecosystem services through supporting village land use planning and forest management. In the land use planning process, the villagers decide on allocation of land for different purposes following the land use planning guidelines and being guided by the National Land Use Planning Commission. Idle lands appropriate for afforestation will be identified. Suitable tree species will be used in afforestation and reforestation. Efforts will be made to ensure enough land is set aside for food production, watershed and biodiversity conservation.

Sustainable management of forests is focal to providing carbon sequestration and other ecosystem services. Sustainable management plans will be prepared for forests of different types. Implementation of plans will also be supported. This includes best

silvicultural practices, forest fire prevention and control and watershed management, e.g. through extension services and training.

For these goals to materialize, it is assumed that the Tanzanian Government remains committed to inclusive and balanced land use planning, allocation of land right certificates, and to participatory forest management. It is assumed that all parties adhere to sustainable management and that there is sufficient government oversight in place. Furthermore, it is assumed that the community level structures function adequately in order to look after the interests of the community members. Adequate resources for sustainable agriculture and livestock keeping are assumed to be in place to achieve food security in the programme areas.

## INPUTS

- Participatory Plantation Forestry Programme, PFP (phase 2), bilateral cooperation with Tanzania
- Forestry and Value chains programme, FORVAC, bilateral cooperation with Tanzania
- Tree Outgrowers Programme with private sector and NGO partners
- Possibly cooperation between Finnish and Tanzanian government institutions
- Policy dialogue bilaterally and as part of the EU and the donor community with focus on sustainable forest management and improving forest governance
- There are synergies with some local, Finnish and international NGO activities as well as with some work of Finnish-Tanzanian academia and regional initiatives. Inputs may be complemented by private sector cooperation. Dialogue and strengthened synergies and cooperation will be sought when possible and relevant.

## OUTCOME 2.2: Increased rural jobs and income from forest sector

To reach this outcome, Finland works with its Tanzanian partners in improving forest-based value chains in the Southern Highlands and in selected miombo regions of Southern and North-eastern Tanzania. This is done through enhancing skills in forestry and wood processing, introducing and scaling up more efficient and innovative technologies to harvest, process and market forest products, and supporting businesses and start-ups operating in the forest sector, especially small and rural based ones.

The overall business environment in Tanzania will have an effect on the success of this outcome to improve forest-based livelihoods. An enabling environment is assumed to be in place, including appropriate infrastructure and functioning institutions. It is assumed that there is adequate access to affordable know-how, sustainable technologies, funding, quality education and skills development. These are needed for the businesses to succeed and in support of economic policy making. Finland will make some efforts for these assumptions to materialize, but Finland's efforts alone will not be sufficient.

## OUTPUTS

### 2.2.1 Higher local value added from forest products

### 2.2.2 More people, including people in vulnerable situations, benefit from the forestry value chains

The development of technologies and skills is key to achieve value addition and thus more income and jobs. To boost value addition locally, local cooperation structures such as associations of tree growers and small and medium-scale enterprises will be strengthened. Business incubation for start-ups in the forestry value chains will be provided. Attention will be given to ensure that opportunities to increase income will spread widely, involving both women and men as well as persons in vulnerable positions and situations, such as persons with disabilities or living with HIV/AIDS. Small scale training in forestry and entrepreneurial skills will be provided. Finland will also look at other ways of responding to the need for vocational and technical education and skills development in the forestry sector.

A key assumption is that there will be market demand and pricing adequate to enable increased income from forests. The institutionalization of vocational education in forestry and wood industries needs to be supported by the relevant authorities. A skilled workforce is needed for ensuring value addition and wide participation in forestry. Actors and institutions involved in value chain development will have to take the needs and interests of persons in vulnerable positions properly into account.

## INPUTS

- Participatory Plantation Forestry Programme, PFP (phase 2), bilateral cooperation with Tanzania
- Forestry and Value chains programme, FORVAC, bilateral cooperation with Tanzania
- Tree Outgrowers Programme (TOSP) with private sector and NGO partners
- Policy dialogue bilaterally and as part of the EU and the donor community with focus on improving business environment and forest governance.

- There are synergies with some local, Finnish and international NGO activities as well as with some work of Finnish-Tanzanian academia and regional initiatives, such as Energy and Environment Partnership (EEP) programme and the Southern Africa Innovation Support (SAIS2) programme. The inputs may also be complemented by private sector cooperation. Dialogue and strengthened synergies and cooperation will be sought when possible and relevant.

## OUTCOME 2.3: Strengthened Capacity of Government , Citizens and Businesses to Adapt to Climate Change

Up-to-date and accessible data on the changes in weather and biophysical environment is crucial for different economic sectors (including agriculture and forestry), and the Tanzanian citizens, the government and the companies, to be able to effectively adapt to climate change. Creating such data and knowledge, efficient communication and awareness raising, and improved skills in and technologies for managing natural resources and aligning with low emission development, will be instrumental for increasing the resilience of the citizens and the society at large towards changing climate.

These outcomes are not enough to achieve climate resilience. The urgent need to act on climate change needs to be translated into conducive policies, strategies and improved policy coherence. It is assumed that these will be promoted and supported by the government agencies and several partners. Efficient fire control and oversight is assumed to support efforts to diversify rural livelihoods and to maintain or increase the tree cover.

### OUTPUTS

- 2.3.1 Improved data and knowledge on changes in weather and biophysical environment ;**
- 2.3.2 Improved entrepreneurship skills, incl. among women and youth**

As part of the Country Programme, Finland intends to support a new intervention that improves data and knowledge on the changes occurring in biophysical environment. Moreover, existing interventions will be adjusted, and new ones considered, to better support climate change resilience among the citizens, businesses and the government, e.g. through awareness raising, knowledge sharing and capacity building, especially among youth and women. This may include enhanced skills in entrepreneurship

and technical skills. Geographically, the interventions may expand beyond the current forestry programme areas.

For these outputs to materialize into better climate resilience, the availability of and access to data, statistics and other information should not be limited unnecessarily, so that the data can be used by the citizens, private sector and civil society. Another assumption is that government institutions, civil society, private sector and other potential stakeholders that engage in climate resilience initiatives, in Finnish supported programmes and beyond, will have an adequate resource-base and space for operating.

## INPUTS

- Participatory Plantation Forestry Programme, PFP (phase 2), bilateral cooperation with Tanzania
- Forestry and Value chains programme, FORVAC, bilateral cooperation with Tanzania
- Tree Outgrowers Programme (TOSP) with private sector and NGO partners
- Increasing Climate Resilience of Zanzibar with Integrated Marine Management and Sustainable Blue Economy (BLUE-ZAN), Institutional Cooperation Instrument (ICI)
- Policy dialogue bilaterally and as part of the EU and the donor community with focus on low carbon development, improving coordination and access to data and knowledge
- Finland will seek to engage with Tanzania in common policy initiatives at international fora
- There are synergies with some local, Finnish and international NGO activities as well as with some work of Finnish-Tanzanian academia and regional initiatives, such as Energy and Environment Partnership (EEP) programme and the Southern Africa Innovation Support (SAIS2) programme. The inputs may also be complemented by private sector cooperation. Dialogue and strengthened synergies and cooperation will be sought when possible and relevant.

## 2 Risks, Monitoring and evaluation

### 2.1 Risk management

**All development cooperation involves risks.** Development cooperation is often conducted in complex and difficult conditions – in countries where the administrations may be weak, people live in extreme poverty and corruption is a problem.

The risks involved in the implementation of Country Programmes are assessed and monitored closely, but sometimes they materialise despite the taken precautions. Anticipating and managing risks is an essential part of the implementation of the Country Programmes: Risk assessments are done regularly and impact the programme design and decision making process at all stages. Risk mitigation measures, their success and materialized risks are reported annually.

When introducing new policies, regulations and legislation, there is always a risk related to the political will and commitment to translate the policies in practice. Especially in sectors such as gender equality, despite the current administrations positive outlook on women's participation and rights, deeply-rooted attitudes within society may be slow to change. This risk needs to be managed through activities facilitating the implementation processes, working on awareness and information, and supporting the capacity of partners involved. In the forestry sector there are risks related to forest fires, the development of the timber market and the availability of skilled workforce. These risks are to a certain extent addressed in the programmes, but the programme efforts alone will not solve the challenges.

Administrative risks of delays in dialogue, planning and implementation of programmes will be mitigated by using a variety of cooperation instruments and working with different partners. Finland aims for active dialogue with the Tanzanian Authorities, in order to ensure smooth cooperation and common goals. Flexibility in planning and adapting programmes to changes in the context or other challenges along the way will also be needed, as the covid-19 pandemic so clearly has demonstrated.

To ensure the achievement of good and long-term results, sufficient time has to be invested for thorough planning of interventions, careful screening and selection of partners and funding channels, and constant monitoring, analyzing, learning and adapting of activities. All Programmes report on the use of funding and the results of their work. The Ministry and Embassies follow the progress, the use of funds, and the reliability of

reporting through steering groups, monitoring visits, independent evaluations and reviews and regular communication. The Ministry also commissions external auditing companies to perform audits.

## 2.2 Monitoring, evaluation and learning

Country teams are in charge of monitoring the performance of Country Programmes for Development Cooperation. This work follows the MFA's principles and guidelines, especially the Guidelines on Results-based Management, the Manual for Bilateral Programs and the Evaluation Guidelines. In joint arrangements, Finland will participate in joint reviews and evaluations, and aims to support the development of local monitoring and evaluation frameworks and capacity.

The Country Programme is monitored closely. Monitoring and evaluation activities are identified in the monitoring and evaluation plan, which is updated and followed up regularly.

There are some themes related to the Tanzanian Country Programme that will need regular analysis and follow up. Despite the changes in political leadership, the trajectory of civil society operating space needs to be followed. Another theme to follow will be the position of women in the Tanzanian society and to look at where the most critical challenges lie. Finland's role and relevance in the Tanzanian forestry sector will need to be assessed. The MFA will commission a continuous evaluation of all forestry programmes, that will focus on constant learning, strengthening synergies between Finnish interventions and supporting strategic planning for the future. In addition to these larger thematics of the Country Programme, individual projects will be monitored, reviewed, audited and evaluated.

The collective monitoring and evaluation cycle of Finland's Country Programmes includes monitoring, evaluation and reporting activities, which are carried out simultaneously for all Country Programmes and in a fixed format. These include yearly reports, biannual synthesis reports, mid-term review and external evaluations.

In preparing the annual results report of the Country Programme for Development Cooperation the country team assesses not only the Programme performance as per the results framework but also assesses the validity of the theories of change and related assumptions and risks vis-à-vis the context. The theories of change may be adapted to changed circumstances or implementation strategies, if deemed necessary. The annual report is discussed within the respective regional department.



A synthesis report of the annual reports are prepared as a joint effort by the regional departments every two years. The departments synthesise main findings or trends found in all of the Country Programme yearly results reports.

Country teams will carry out a mid-term review of the Country Programme. The mid-term review results and recommendations are used for decision making on whether changes are needed in Country Programme impact areas. The MFA Evaluation Unit may carry out an evaluation of Country Programmes towards the end of the Country Programme cycle.

## 2.3 Tentative financing plan

The financial frame for bilateral development cooperation in Tanzania in 2021–2024 is approximately 56 million euros. The financing plan consists of the bilateral cooperation programmed under this Country Programme. It does not include humanitarian aid, private sector instruments or Finnish CSOs.



