

DEVELOPMENT PARTNERS GROUP (DPG) TANZANIA
TERMS OF REFERENCE¹

Background

The Government of Tanzania's Poverty Reduction Strategy (PRS) has been endorsed by development partners as the focus for all efforts to help reduce the incidence of poverty in the country. Prior and subsequent to the production of the PRS, the development partners were organised in a local Development Assistance Committee (DAC) to discuss national development priorities, exchange information and coordinate dialogue with Government.

In 2002, Government published its Tanzania Assistance Strategy (TAS, Annex 1) as a framework to guide the delivery of development assistance to the PRS. In 2003, the High Level Forum on Harmonisation, and the associated Rome Declaration, added an international context to local harmonisation work.² The Rome Declaration (Annex 2) promotes increased efforts "to harmonize the operational policies, procedures, and practices of our institutions with those of partner country systems" and necessitates a more formal and structured approach from development partners than was provided by the DAC.

The local DAC had previously been an informal grouping with no Terms of Reference. In order to maximise the combined response to TAS, whose principles are embedded in the group's work, and the Rome Declaration, local development partners agreed to codify DAC practices. These set out how coordination efforts between development partners should be structured in a new Development Partners Group (DPG), ensuring that development partners' own coordination structures and practices fully complement the Government's own efforts with regard to TAS and the PRS. These DPG Terms of Reference are the result of that work. They may be amended by the DPG at any time and will be included in a DPG external review, scheduled to take place in 2005.

I. General Information

The Development Partners Group (DPG) recognises the crucial importance of strong national leadership of the development programme in Tanzania. The rationale for a DPG that does not include Government membership is to complement Government's own coordination efforts by promoting internal coherence amongst the development partners in the context of TAS and the Rome Declaration.³ In addressing harmonisation, the DPG seeks to reduce transaction costs for Government.

1. The name of the development partner's forum in Tanzania will be the Development Partners Group (DPG). It replaces the Tanzania Development Assistance Committee (DAC).

¹ This Terms of Reference has been prepared by members of the Tanzania DPG (formerly DAC). It is based on the Rome Declaration on Harmonisation (February 2003); OECD DAC Harmonising Donor Practices for Effective Aid Delivery (2003); and Tanzania DAC: Principles for Promoting Harmonisation and Aid Effectiveness (March 2002).

² TAS can be downloaded at <http://www.tzdac.or.tz/Harmonisation/harm-main.html>

³ See OECD (2003; 28-30) for references to 'donor-donor' cooperation and internal donor 're-tooling'.

2. Membership of the DPG is open to any bilateral or multilateral partner that provides development assistance to the United Republic of Tanzania. DPG representation will normally comprise the Head of Development Cooperation, Agency or Mission of each of the bilateral and multilateral development institutions accredited to Tanzania and resident in the country. If wished, members may be represented by substitutes from their organisations.⁴
3. The DPG maintains a website at www.tzdac.or.tz, where further documentation is available.⁵

II. Principles

The members of DPG Tanzania recognise the principles adopted and set down in the Rome Declaration on Harmonisation of 25 February 2003 by their Ministers and Heads of Agencies. The principles guiding the DPG's work are therefore guided by both the TAS and the Rome Declaration. They establish the basis for cooperation, between members and with Government, toward meeting the aspirations of Rome Declaration and for establishing a basis for objective evaluation of the DPG's work.

4. DPG also recognises and reiterates its own principles developed in 2002. These currently include the following, but may be reviewed, amended and augmented as necessary⁶:
 - i) The Poverty Reduction Strategy (PRS) is the principal instrument and overarching framework for Government and development partners. The rationale for harmonisation is to increase the effectiveness of development assistance to Tanzania. The PRS offers an organising framework within which this takes place.
 - ii) TAS is to be used by DPG members to articulate the entry-point for delivering development assistance to the PRS, establishing principles and monitoring criteria. It elaborates Government's vision for how partners engage in key processes such as the PRS, PER/MTEF and poverty monitoring.⁷
 - iii) The principle of inclusivity must be observed. Financing modalities or agency-specific procedures should not exclude any development partner from participating in DPG/Government work related to harmonisation/coordination and implementation of the PRS.

⁴ Membership currently comprises Belgium (BTC), Canada (CIDA), Denmark, European Delegation, Finland, France, Germany (GTZ, Embassy and KfW), Ireland (DCI), Italy, Japan (Embassy and JICA), Netherlands, Norway, Spain, Sweden (SIDA), Switzerland (SDC), UK (DFID), US (USAID), UNDP, UNICEF, ILO, UNFPA, UNIDO, UNAIDS, UNCDF, WFP, UNHCR, FAO, UNESCO, WHO, UN-Habitat, IMF, World Bank

⁵ This URL may be updated to reflect the group's change of title from DAC to DPG.

⁶ See DAC Tanzania, 'Principles for Promoting Harmonisation and Aid Effectiveness', 20th March 2002.

⁷ The Tanzania Assistance Strategy (TAS) is a Government initiative to effectively mobilise and direct resources to national development priorities.

- iv) Each DPG member will seek to ensure that any individual constraints to harmonisation are acknowledged at an early stage so that solutions may be identified. This includes synchronising headquarter missions in line with the calendar of key processes, promoting joint missions and, as far as possible, adhering to 'quiet times' agreed with Government.
- v) The DPG must evaluate its overall performance in terms of facilitating Government delivery of the PRS outcomes. Collective and increasingly coordinated/harmonised efforts of the DPG should result in significantly improved effectiveness and quality of development assistance to Tanzania while reducing transaction costs for both partners and Government.
- vi) The performance of the DPG will be reviewed every two years by an independent body. The first review will take place in 2005 at a time to be determined by the DPG.⁸

III. Objectives

The central objective of the DPG is to increase the effectiveness of development assistance in support of the Government of Tanzania's national goals and systems. These objectives articulate how the DPG will translate its basic principles into verifiable outcomes that can be objectively assessed in terms of improved effectiveness and closer cooperation with national partners, as per the Rome Declaration.⁹

5. The DPG's work will move beyond information sharing toward actively seeking best practice in harmonisation. The DPG will promote the wider application of the Rome Declaration by establishing stronger linkages with sector/thematic groups (Annex 3) to harmonise dialogue at the policy, programme and project levels. The purpose of sector reporting to the DPG is not only to address technical sector/thematic issues but also to consider:
 - linkages to key processes (budget, PER/MTEF, PRSP, poverty monitoring system) and the use of national systems for programming, financing and review;
 - the use of joint reviews, joint analytic work and other harmonisation initiatives;
 - efforts to mainstream all cross-sectoral issues, including HIV/AIDS, which has been identified as a continued DPG priority.

The DPG may then:

- assimilate examples of best practice, identifying a methodology by which sector/thematic work can link to key processes;
- facilitate the dissemination of best practice to other groups;
- address cross-sectoral issues more coherently;

⁸ The scope, criteria and timing of DPG review/evaluation will be included in the 2004 workplan. The review will include reflection on the ToR, scope of work, role of facilitators and secretariat. Consultants and ToR for the review are to be endorsed by the whole DPG.

⁹ See Rome Declaration (2003), Next Steps, paragraphs 9-11.

- gauge consistency of DPG assistance with PRS and TAS and assess quality of inputs to key processes and promotion of Government leadership; and
 - facilitate timely, comprehensive and coordinated inputs to the budget exercise, PRS Review and other major processes.
6. Where possible, DPG will seek to be represented in Government-led groups and to build their capacity to coordinate development activities. Government leadership will be supported and facilitated as appropriate. DPG Tanzania may, however, establish sub-groups to deal with specific issues and to advise it on its work. Sub-groups are strongly encouraged to propose issues for discussion at DPG meetings.
 7. Delegated co-operation and the appointment of ‘lead partners’ is encouraged in the context of increasing efficiency and promoting Tanzanian ownership and management of the PRS. Greater use of the comparative advantage of individual development partners should be identified with respect to analytic work; programme preparation and review; and policy dialogue.¹⁰
 8. The DPG should seek to identify common positions on certain policy issues. This will allow nominated DPG members to speak on behalf of the larger group in discussions with Government (e.g. as with the DPG sub-group on HIV/AIDS).

IV. Scope of Work

DPG cooperation cannot be prescriptive as it is premised on voluntary engagement and peer support. The DPG is, first and foremost, a forum governed by the principle of consensus and it is respectful of differences regarding policy and modalities. This inclusivity amidst relative diversity was commended by the 2002 Independent Monitoring Group and is a critical asset. Voluntary consensus therefore forms the basis for the conduct of the DPG’s work. This Section therefore describes how DPG objectives will be realised in practical terms through the conduct of DPG meetings.

9. An annual programme of work, based on agreed priorities, will be identified in an annual workplan.¹¹
10. **Special Issues** – each meeting may consider a topic of special interest. This may be informed by forthcoming national meetings/events (budget, PER, Poverty Policy Week etc), by identification in the annual workplan or by nomination by DPG members. Special issues should attempt to meet the DPG objectives, as outlined in Section III above and will allow the DPG to deliberate on any collaborative DPG action that may be desirable.

¹⁰ See OECD (2003) Chapter 6.

¹¹ Ongoing work to elaborate DPG structure, linkages, reporting lines and modalities for dialogue with Government will provide an important reference point for organising DPG work and informing interaction with Government.

11. **Standard Information Sharing** – Standing briefs will be shared electronically before each monthly meeting (currently economy; refugees, food and agriculture; HIV/AIDS; and harmonisation. The PRS Review will be added in 2004). Questions regarding these briefs may be raised at the meeting. The DPG may elect to add/remove standing agenda items on information sharing.
12. **Schedule of Events** – This schedule is intended to: i) reduce excessive demands on government resources; ii) avoid clashes between partner events; and iii) promote collaboration and information sharing. DPG members should endeavour to advise the secretariat of their own events for inclusion in the calendar. Organising events during agreed Government ‘quiet times’ is discouraged. The calendar will be distributed at monthly DPG meetings and will be made available on the DPG website. Government maintenance of this schedule is desirable and DPG has undertaken to work with Government to build their capacity to facilitate this.
13. DPG members may also consider preparing a ‘joint assistance strategy’ in support of the Government’s PRS (including *inter alia* embarking on a joint preparation process and sharing in analytic work). Preparation of this document would be synchronized with Government's PRS revision process to allow full alignment and consistency with the new PRS.
14. The Scope of Work will be reviewed whenever felt to be appropriate to ensure that DPG work is both meaningful and focused.
15. Conclusions will be formulated and agreements will be made on the basis of voluntary consensus. The DPG will agree amongst its members how work will be taken forward, particularly with regard to follow-up discussions with Government and who will be responsible for its oversight.

V. Organisation

16. DPG Tanzania will have two facilitators. One will be a bilateral head of Development Cooperation, the other will be the UNDP Resident Representative.
17. As per paragraph 8 the Facilitators may be nominated by DPG members to represent their views in further consultations with Government or other institutions. Equally, the DPG may nominate any other member to speak on their behalf if this is felt to be more appropriate.
18. DPG Facilitators will abide by these Terms of Reference at all times and will respect the inclusive and harmonious nature of the DPG. Facilitators may represent, and speak on behalf of, the DPG only when specifically mandated to do so.
19. DPG Tanzania will meet at 10am on the first Tuesday of each month. The Secretariat will issue a notice in advance confirming the holding of the meeting. DPG Tanzania

may by consensus agree to alter the date of a meeting or decide not to hold a meeting in a particular month.

20. At the time of issuing notice of the meeting, the Secretariat will circulate a draft agenda. The draft agenda will be drawn up in consultation with the Facilitators and will include reports from individual members and other issues which members of the DPG consider it necessary to raise. Individual members may propose issues to be included on the agenda. These proposals may be made at prior DPG meetings or direct to the Secretariat.
21. The UNDP mission in Dar es Salaam will provide the permanent Secretariat and maintain the records of DPG Tanzania.
22. The Secretariat will draft and circulate minutes of the previous meeting, together with the agenda for the forthcoming meeting, to members at least one week before the monthly DPG meeting. Communication shall normally be by email and documentation will also be made available on the website.
23. The Secretariat, in conjunction with, and under the direction of, the Facilitators, will be responsible for following up agreements made at the DPG meeting, as directed by DPG members.

ANNEXES

Annex 1	TAS
Annex 2	Rome Declaration
Annex 3	Table of sector and thematic groups and coordination mechanisms