

# Development Partners Group (DPG) Tanzania

## Revised Terms of Reference

Revised April 2010

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### ***Background***

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1. The Development Partners Group (DPG) was formally established in 2004, in order to build a coordinated development partner (DP) response to the Government's Tanzania Assistance Strategy (TAS), within the overarching framework of the Poverty Reduction Strategy (PRS). Since the formalization of the DPG, the DPs have moved towards increasingly close collaboration and improved internal coherence.
2. In 2005, the Government of Tanzania adopted the outcome-based National Strategy for Growth and Reduction of Poverty (MKUKUTA, in Kiswahili acronym) as the 5-year framework for poverty reduction. The Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA) is also being prepared. In addition, in 2006, the Government and DPs agreed a Joint Assistance Strategy for Tanzania (JAST) as a framework for more effective external assistance. The JAST seeks to further enhance national ownership and Government leadership of the development process. The DPs have responded positively to the harmonization and alignment agenda, and have established Working Groups to promote this agenda at the sector and thematic level.
3. In the light of these recent developments, the DPG decided to review its function and Terms of Reference. These revised terms of reference draw principally on the reports of the DPG Architecture Task Force (2006) and the DPG Seminar on DPG Architecture for Aid Effectiveness (14 November 2006).

### ***Terms of Reference***

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4. **Purpose.** The purpose of the DPG is to promote the implementation of the Paris principles on Aid Effectiveness in Tanzania in order to support national efforts to achieve Tanzania's growth and poverty reduction goals. In its efforts, the DPG under the Government leadership exists to organize better to improve quality of aid and development partnership.
5. **Membership.** Membership of the DPG is open to any bilateral or multilateral partner that provides development assistance to the United Republic of Tanzania.<sup>1</sup>
6. **Representation.** DPG members will be represented by the Head of Development Cooperation, Agency or Mission (HoC/HoA/HoM) or their alternate.

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<sup>1</sup> Membership currently comprises Belgium (Embassy and BTC), Canada (CIDA), Denmark, European Delegation, Finland, France, Germany (GTZ, Embassy and KfW), Ireland (DCI), Italy, Japan (Embassy and JICA), Korea (KOICA and EDCF), Netherlands, Norway, Spain, Sweden (SIDA), Switzerland (SDC), UK (DFID), US (USAID and MCC), UN (UNDP, UNICEF, ILO, UNFPA, UNIDO, UNAIDS, UNCDF, WFP, UNHCR, FAO, UNESCO, WHO, UN-Habitat, IFAD), AfDB, IMF, and World Bank

7. **Principles.** The following principles establish the basis for cooperation among DPs, and with Government and Tanzanian civil society, toward meeting the Paris Declaration commitments:

- a. **National ownership and Government Leadership.**
- b. **Unity:** DP groups are considered part of a single DP “architecture”.
- c. **Accountability:** DPs are accountable to Government and other DPs for implementing the JAST commitments to improved aid effectiveness. DPs have a “collective responsibility” to represent a common DPG position once agreed (unless inability to be part of the consensus was made clear at the time of decision), and to make collective coordinated efforts to improve effectiveness and quality of development assistance.
- d. **Consistency:** The DPG will ensure that its decisions and actions are consistent with the JAST, Paris Declaration, and other national and international agreements/commitments to which DPG members are party.
- e. **Inclusiveness:** Membership of the DPG is open to any bilateral or multilateral partner that provides development assistance to the United Republic of Tanzania. DPG cooperation is premised on voluntary engagement and peer support. DPG takes decision on the basis of consensus and it is respectful of differences regarding policy and modalities.
- f. **Transparency:** DPG members should ensure transparency in their engagement in policy dialogue as well as efforts for improving aid effectiveness, etc. For example, DPG WG chairs do not speak on behalf of group on key issues without fair warning and prior agreement from all group members. Additionally, chairs and members should declare whether their agency has any particular political, economic interest in a sector that could reasonably be perceived to affect their input to the group.
- g. **Subsidiarity:** Dialogue and resolution of issues should occur at the highest level of technical expertise possible in the DPG structure (e.g. starting at the DPG sub-group level, and only moving up to the DPG Main ), or at the level where it is most efficient and effective.

8. **Objectives.** The DPG will work towards achieving the following objectives:

- a. **To improve the effectiveness of dialogue.**
  - i. **More Effective High-Level Dialogue.** DPG will seek to strengthen the quality of high-level policy dialogue through the Development Cooperation Forum, other national high-level dialogue fora, and at the political level as appropriate. The DPG in this regard will facilitate coordinated engagement in high-level policy dialogue through building DP consensus and coordinated views on key policy issues prior to engagement in high-level policy dialogue.
  - ii. **Better Coordination of DPG Main and DPG sub-groups.** The DPG will promote internal coherency and improved quality of policy

dialogue by establishing stronger linkages between DPG Main and DPG sub-groups.

**b. To coordinate DP harmonization and alignment efforts.**

- i. **Rationalization of DP and government activities.** DPG will actively lead the rationalization of DP interventions in the context of the JAST, guided by the JAST Action Plan. The concept and practice of delegated cooperation and the appointment of ‘lead partners’ will be further developed as the JAST division of labour progresses.
- ii. **Performance Management.** DPG will manage the effectiveness of the DPG overall DPG structure, in line with DPG principles. To this end, peer reviews and a regular monitoring and evaluation of the DPG structure will be conducted. The JAST and DPG principles will guide the monitoring of performance, work of lead partners, and functions of the DPG sub-groups. The DPG will promote harmonizing programmatic interventions and improving the quality of aid through monitoring the implementation of the Joint Programme Document (JPD), including increased aid predictability through improved MTEF projections.

9. **DPG Structure.**<sup>2</sup> In line with the principle of unity, the DPG is a single organization, comprising the DPG Main (plenary), and DPG sub-groups focused on specific sectors or themes. Where possible, DPG will seek to participate in government-led groups and to build government capacity to coordinate development activities. Government leadership will be supported and facilitated as appropriate.

10. Consistent with the principle of government leadership, the DPG will endeavour to align its own structure of sectoral/thematic sub-groups to a corresponding government-led dialogue structure, within the cluster structure of the MKUKUTA/MKUZA<sup>3</sup>. The DPG Main and DPG sub-groups may also establish, as deemed necessary, time-bound task forces to address specific issues (i.e. Zanzibar aid effectiveness, energy, etc.). Such task forces will report regularly to the DPG Main or DPG sub-groups, as appropriate.

11. Guided by the principle of unity, the DPG Main, DPG sub-groups, and DPG task forces will be clearly connected to one another through the DPG structure. Certain groups, such as fund oversight/management committees, are not formally part of the DPG architecture, but will have a symbiotic relationship with the DPG, and particularly related sectoral DPG sub-groups.

12. **DPG Sub-Group Standards.** Affiliation with the DPG architecture is voluntary, but in order to improve consistency and efficiency, DPG sub-groups should adhere to some minimum guidelines and standards based on good practice. These include:

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<sup>2</sup> See Annex B: mapping of the DPG architecture

<sup>3</sup> The work through the JAST WG as well as dialogue with GoT on structure of dialogue will guide the process of alignment.

- a. Defined terms of reference, prepared in accordance with the DPG principles outlined above, and following guidelines (minimum standards) included in Annex D.
- b. Clear linkage (where possible) to a government-led sector/thematic dialogue structure (or MDA, as appropriate);
- c. Identification of how crosscutting issues will be addressed in their work. To this end, cross-cutting issue groups (gender equality, HIV/AIDS, environment) will produce general guidelines to be included in the ToRs of DPG sub-groups.
- d. A defined process for selection of sub-group leads (with change of leadership timed for July/August).

13. In the context of cluster-based approaches and strengthening vertical and horizontal linkages within the DPG structure, the DPG will identify cluster focal points to facilitate cluster-level dialogue. The role of cluster-level dialogue could be strengthened in the future.

### ***DPG Main Procedures***

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14. **Leadership.** DPG Tanzania will have two facilitators. One will be a bilateral HoC on an annual rotational basis; the other will be the UN Resident Coordinator/UNDP Resident Representative on a permanent basis.

15. DPG members may nominate the Facilitators to represent their views in further consultations with Government or other institutions. Likewise, the DPG may nominate any other member (i.e. Lead DP) to speak on their behalf if this is felt to be more appropriate.

16. 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.

17. **Scope of Work.** The DPG recognizes the need to focus its dialogue on overarching policy issues and development results in line with the JAST principles. To this end, the DPG will prepare an annual programme of work at the beginning of a calendar year, based on agreed priorities and aligned to a national calendar.<sup>4</sup> The Scope of Work will be reviewed whenever felt to be appropriate in order to ensure that DPG work is both relevant and focused.

18. **DPG meetings.** The DPG Main will meet on the first Tuesday of each month or in special sessions as required. The DPG Secretariat will issue a notice in advance confirming the meeting, and asking for proposed agenda items. DPG Tanzania may by consensus agree to alter the date of a meeting or decide not to hold a meeting in a particular month. Decisions will be formulated and agreements 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.

19. DPG meeting will normally cover the following issues:

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<sup>4</sup> See Annex C: National Government-led processes/dialogue. This will be further defined through dialogue with Government. On-going work and dialogue with GoT will further define a national calendar and modalities and structure for dialogue will provide an important reference point for organising DPG work and informing interaction with Government.

- a. **Policy Issues** – Each meeting may consider a topic of special in-depth discussions on overarching policy matters. The topic will normally relate to forthcoming key national meetings/events (i.e. budget, PER Consultation Meeting, Poverty Policy Week, Sector Reviews, etc) as well as GoT-DP high-level dialogue (i.e. Development Cooperation Forum). Topics will derive from the annual workplan or by request of DPG sub-groups and/or DPG members. In-depth policy issue discussions should related to the achievement of the DPG objectives, as outlined above, and will allow the DPG to deliberate on any collaborative DPG action that may be desirable. DPG sub-groups are therefore advised to raise issues of wider relevance on the agenda of the DPG. DPG function would then be filtering issues, and identifying appropriate level of dialogue.
- b. **Harmonization Issues** – Each meeting will have brief discussions on process-oriented and harmonization issues (such as JAST implementation, JPD monitoring and evaluation, PER, MTEF) as well as aid harmonization efforts (i.e. Zanzibar).
- c. **Information Sharing** – During the monthly meetings information of events and issues of current interest will be shared. In addition standing briefs will be posted on the DPG website.

20. **DPG Calendar.** The DPG will also prepare a DPG calendar. This calendar 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 time’ 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.

21. **DPG Joint Activities.** DPG may also undertaken joint activities and communication to support the aid harmonization efforts. These include: i) joint communication and media engagement; ii) supporting Government and DP community on mapping; iii) induction seminar, iv) joint field visits, and v) joint evaluation, etc. The DPG will develop standard approval processes and formatting for communications materials.

22. **DPG Secretariat.** The UNDP mission in Dar es Salaam will provide the permanent secretariat and maintain the records of DPG Tanzania. The Secretariat will provide the following support services:

- a. Supporting the DPG on the actions to carry out in the JAST and Paris process (including analytical work on Harmonization and Alignment, Aid Effectiveness);
- b. Supporting the DPG on follow-up and a mechanism of joint monitoring and evaluation of the JPD;
- c. Providing co-secretariat support to the Development Cooperation Forum (DCF);

- d. Serving as a focal point in communication and inter-linkages of various DPG sector/thematic working groups (management of annual calendar of various national policy dialogues – PER, MKUKUTA, sector reviews, etc.).
- e. Drafting and circulating minutes, agenda, and record keeping of DPG related materials;
- f. Under the direction of the Facilitators, providing follow up agreements made at the DPG meeting, as directed by DPG members.
- g. Maintaining the DPG website as a communication tool. (The DPG maintains a website at [www.tzdpg.or.tz](http://www.tzdpg.or.tz), where further documentation is available.)

## **ANNEXES**

Annex A	Principles of DPG Architecture
Annex B	Table of sector and thematic groups and coordination mechanisms
Annex C	Annual National Consultation/Dialogue mechanisms

## Annex A: Principles of DPG Architecture

The below set of principles behind the DPG Architecture was developed and affirmed by the members of DPG during the Seminar on DPG Architecture for Aid Effectiveness, 14<sup>th</sup> November 2006.

- i) ***National ownership and Government Leadership:*** The National Strategy for Growth and Reduction of Poverty (NSGRP) or MKUKUTA/the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP) or MKUZA are the principal instruments and overarching framework for Government and DPs. The rationale for harmonisation is to increase the effectiveness of development assistance to Tanzania. The MKUKUTA/MKUZA offers an organising framework within which this takes place. Thus, work of the DPG should be situated in more Government led structure, and aligned to a national calendar and hence structure for dialogue (to be agreed with Government).
- ii) ***Unity:***
  - a) All DP groups are considered part of a single DP “architecture”, with the DPG as the *apex* organization. DPs will respect the “rules of the game” for DP coordination, including respecting the roles of lead, active, and delegating DPs.
  - b) Sector/thematic dialogue should not be duplicated – e.g. sector dialogue should occur principally in the main sector group; fund committees should deal mainly with administrative/financial requirements (incorporating, as appropriate, follow-up requirements determined by the broader group).
- iii) ***Accountability:***
  - a) Government needs to know when DP groups are representing the considered consensus view of all DPs (with exceptions noted to consensus, where appropriate).
  - b) DPs need assurance that DP dialogue processes and analysis in all sectors/themes are being conducted adequately, and that DP positions are well-founded in relevant analysis/facts.
  - c) Monitoring of DPWG may be considered by DPG through a Peer review mechanism.
  - d) DPs in the relevant working groups to work through the WGs to limit/reduce the number of separate bilateral consultations that occur.
  - e) “Collective Responsibility” meaning that there should be mutual ownership and support once a collective DP position is agreed, unless ability to be part of the consensus was made clear at the time.

- f) DPG and sub-groups should operate in such a fashion as to enable rather than undermine domestic accountability.
- g) The DPG must evaluate its overall performance in terms of facilitating Government delivery of the MKUKUTA/MKUZA 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.

*iv) Consistency*

- a) DPG ensures its consistency with JAST, Paris Declaration, and other national and international agreements/commitments. In this context, DPG dialogue and process should be increasingly aligned to GoT-led dialogue.

*v) Inclusiveness*

- a) 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 MKUKUTA/MKUZA. Further, the DPG should keep channels open to those not currently DPG members, but which are providing official development assistance.

*vi) Transparency*

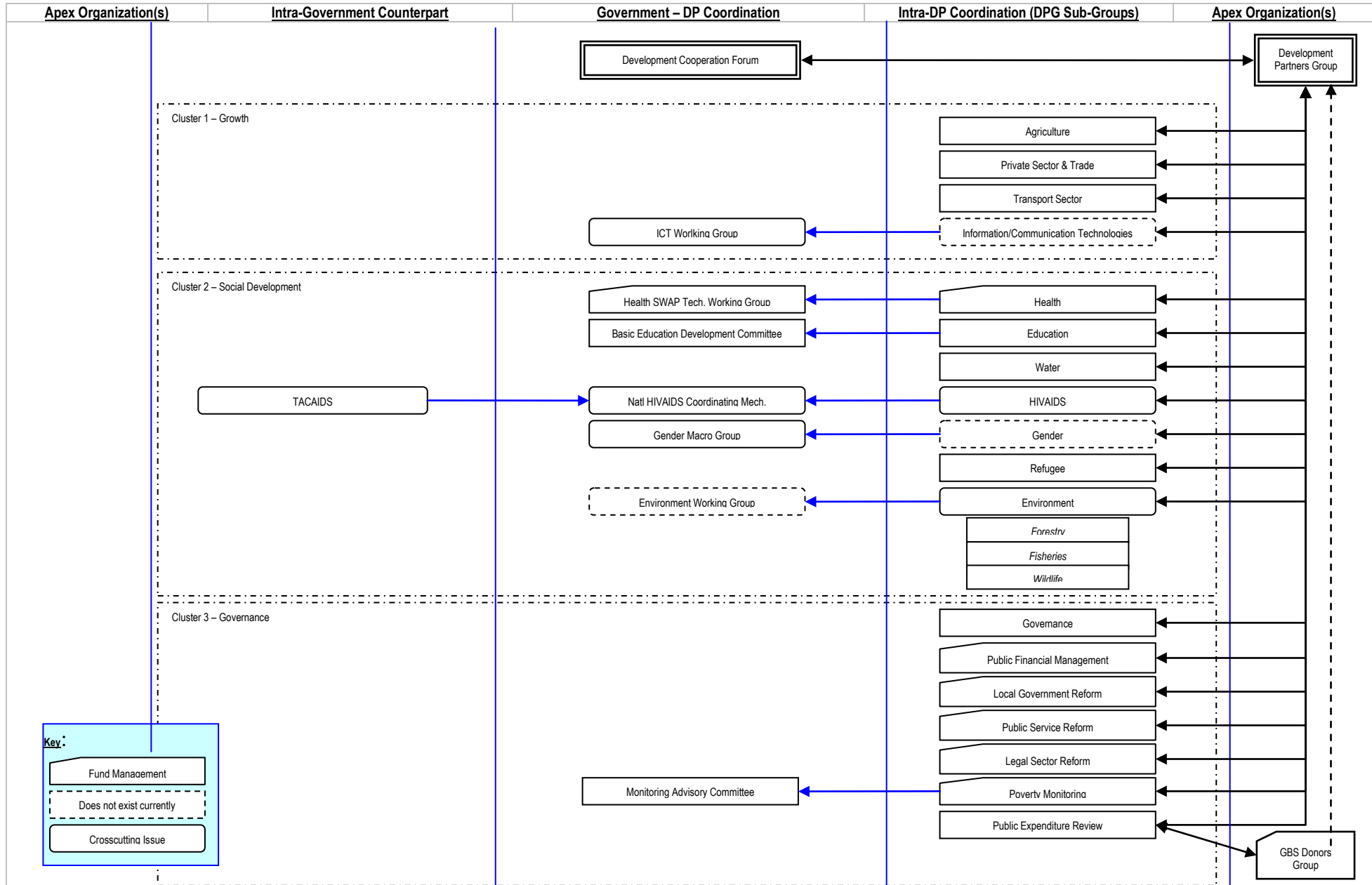
- a) DPG WG-Chairs do not speak on behalf of group on key issues without fair warning and prior agreement from all group members.
- b) Chairs and members should declare whether their agency has any particular political, economic interest in a sector, that would affect their input to group.
- c) DP representation of “a-political” organizations should declare when they are unable to represent a group consensus position.
- d) In seeking DPG accountability, DPG should define its objectives, communicate them, monitor and evaluate progress and share results of evaluation. To this end, DPG should consider transparent joint communications, such as shared publicity, joint briefing with a view of enhancing domestic accountability of DPship.
- e) 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.

- f) The performance of the DPG will be reviewed every two years by an independent body in context of JAST.

*vii) Subsidiarity*

- a) Dialogue on issues should occur at the highest level of technical expertise possible in the DP structure.

**Annex B: Table of sector and thematic groups and Government coordination mechanisms (to be further defined)**



## Annex C: Government led processes/dialogue (to be further determined through JAST process)

	First Quarter			Second Quarter			Third Quarter			Fourth Quarter		
Quite Time Shaded	July	August	September	October	November	December	January	February	March	April	May	June
<b>Macro processes</b>	Review and Analysis			Strategic Planning			Annual Budgeting			Consultation/Approval		
<b>BUDGETING:</b>												
<b>PER</b>			Submission of Cluster Studies				Cycle of PER Cluster Reviews of PER Studies Begins				PER Annual Meeting/ External Review Report	
<b>PER sector/Cluster Studies</b>		Final Reports		ToRs			PER Cluster/Sector Studies					
<b>PER at LGA level</b>		Preparation of ToR and request for consultant			Submission of 1 <sup>st</sup> draft of PER studies	Preparation of studies to sector group	Preparation of studies to Cluster groups					
<b>PEFAR Report</b>		Final Report/PEFA indicators							Main analysis: Preparation of PEFAR Report		PER Annual Meeting/ External Review Meeting	
									Peer Review			
<b>National Budget/MTEF</b>	Parliament Budget Session and approval		Annual budget review report	Budget Guidelines Preparation		Budget Guideline announced	Sector Budget/MTEF Preparation			Budget and MTEF Finalization by MoF		Govt Budget Books published, National Budget Session
<b>REPORTING:</b>												
<b>MKUKUTA/MKUZA</b>		Views of the People		Mkukuta Annual Review/ Progress Report				Poverty Policy Week/Strategic Policy Brief				
	Preparation of Annual MKUKUTA Implementation Report (continued)						Preparation of Annual MKUKUTA Implementation Report (continued until October)					
<b>PHDR/Status Reports</b>	Preparation of PHDR (con't)	PHDR (to inform PER, MDAs Strategic Review)					Preparation of PHDR (Surveys, Research & Reporting System) continued until August					
<b>Quarterly &amp; Mid Year Performance, MDAs</b>				Quarterly Progress			Mid-Year Performance Review			Quarterly Press		
<b>Annual Performance Reports, MDAs</b>		Annual Performance Report, MDAs					Preparation of Annual Performance Report, MDAs (continued until August)					
<b>MDAs Strategic Plan Review</b>	MDAs Strategic Plan Review											

	First Quarter			Second Quarter			Third Quarter			Fourth Quarter		
Quite Time Shaded	July	August	September	October	November	December	January	February	March	April	May	June
Macro processes	Review and Analysis			Strategic Planning			Annual Budgeting			Consultation/Approval		
				Auditing								
GBS/PRBS				Annual GBS Review Meeting		Firm Commitments of Budget Support				Additional Consultation on GBS		
PSI				IMF PSI Mission	IMF Staff PSI Report Issued						IMF PSI Review Mission	IMF Staff PSI Report issued
DCF/High-level Dialogue									Meeting with CS planned for late Feb		Possible DCF	
JAS Implementation/Review			JAST WG Meeting		JAS Annual Report	JAST WG Meeting			JAST WG Meeting			JAST WG Meeting
Sector Processes/Dialogue												
Core Reforms												
Governance/Accountability												
Private Sector Development												
Agriculture												
Transport/Infrastructure												
Education								Annual Sector Review				
Health										Sector Review		
Water	Sector Review											
HIV/AIDS												
Environment												

## **Annex D – Basic Elements for DPG Sub-Groups**

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### **1 Focus and Scope**

- a. Identification of main GoT-led dialogue group and forum and defining relations of the DPG WGs to sector dialogue and processes. Good examples can be found in the health, education, and water. Their ToRs identify and defines linkages to sector policy dialogue.
- b. Identification of main and ancillary counterpart MDAs.

### **2 Purpose and Objective(s)**

- a. Define the purpose and objectives of the DPG WGs dialogue, that is consistent with the agreed principles of the DPG structure as well as with the JAST, including:
  - i. Its role in enhancing internal coherency in policy dialogue,
  - ii. Its role in enhancing harmonization and alignment of development assistance in sector/thematic areas, and improving aid effectiveness (JAST, JPD, etc.)
- b. The purpose/objectives of the DPG WGs dialogue should include integration of crosscutting issues through identification of the specific linkages of cross-cutting issues.

### **3 Main Activities/Outputs (required to achieve objectives)**

- a. With a view of strengthening horizontal and vertical linkages within the DPG structure and supporting well-informed national policy dialogue, it is proposed that the DPG WGs produces sector/thematic briefing notes to be posted on the DPG website.
- b. joint positions/communications in national policy dialogue in line with the JAST principles
- c. JPD/JAST Monitoring (i.e. Results Matrix of JPD, Baseline/Targets for JAST DoL, etc.)
- d. Reports and studies may be undertaken/facilitated in consultation with the Government counterparts and in support of GoT's efforts

### **4 Specific Roles and Responsibilities**

- a. Specific roles and responsibilities of the Lead, Active, and Delegating Partners should be based on the agreed definitions (ToRs) for JAST Lead, Active, and Delegating Partners (Annex A).
- b. If applicable, specific roles and functions of Coordinating Committee, Task Forces, and Theme Focal Points should be specified.
- c. Secretariat (if applicable). For coherent function of the DPG structure, it is proposed that contact information for WGs Secretariat to be communicated to the DPG main Secretariat.

### **5 Leadership**

- a. Defined, transparent, fair procedures for selection of lead partner
- b. Time-frame for rotation to have harmonizing lead cycle (starting summer). The duration of leadership should be guided by the JAST DoL process at sector/thematic areas.
- c. Identification of some measure to ensure continuity (e.g. troika, deputy, co-chairs)
- d. Ratification by DPG Main as well as Government counterparts.

### **6 Membership**

- a. Defining process for admitting/[removing] active partners – this should be guided by the JAST DoL process.
- b. Current membership

### **7 Meetings**

- a. Identification of timing and regularity
- b. Record-keeping, timeliness of minutes

### **8 Communications**

- a. Roles of communications
- b. Responsibility of record-keeping (products, timing, etc.)
- c. administration (i.e. usage of DPG web-site)
- d. approval/process for official communication with GoT and other stakeholders others

## **9 Work Planning Process**

- a. Identification of annual sector dialogue and processes calendar: This will inform annual work planning of the DPG WGs as well as DPG main annual calendar/workplan.
- b. Annual workplan for the DPG WGs, reflecting DPG WGs engagement in key sector dialogue, joint missions, analytic work or review missions.

## **10 Budget (if appropriate)**