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NATIONAL LEVEL IMPLICATIONS OF IMPLEMENTING THE SDGs IN TANZANIA

Southern Voice Occasional Paper 31

Oswald Mashindano Solomon Baregu

Oswald Mashindano, PhD is a Lecturer of Economics, University of Dar es Salaam and Principal Research Associate at the Economic and Social Research Foundation (ESRF), Tanzania. He can be reached at: omashindano@esrf.or.tz

Southern Voice on Post-MDG International Development Goals

Website: www.southernvoice.org E-mail: info@southernvoice.org

Secretariat: Centre for Policy Dialogue (CPD) House - 6/2 (7th & 8th floors), Block - F Kazi Nazrul Islam Road, Lalmatia Housing Estate

Dhaka -1207, Bangladesh

Telephone: (+88 02) 9141734, 9141703, 9126402, 9143326 & 8124770

Fax: (+88 02) 8130951; E-mail: info@cpd.org.bd

Website: www.cpd.org.bd

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Editor

Debapriya Bhattacharya, PhD Chair, *Southern Voice on Post-MDG International Development Goals* and Distinguished Fellow, CPD E-mail: debapriya.bh@gmail.com

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Avra Bhattacharjee

Southern Voice on Post-MDG International Development Goals is a network of 49 think tanks from Africa, Asia and Latin America. Since its inception in 2012, it has served as an open platform to provide structured inputs from the global South into the negotiations on the post-2015 development agenda, with a view to address the 'knowledge asymmetry' and 'participation deficit' that usually afflict such global discussions.

The 2030 Agenda for Sustainable Development was finally adopted at the Seventieth Session of the UN General Assembly on 25 September 2015 by the member states. With the 17 new Sustainable Development Goals (SDGs) placed as oncoming development priorities, Southern Voice is currently working to examine national experiences in meeting the early challenges of delivering the 2030 Agenda.

The research programme titled *National Level Implication of Implementing SDGs* is based on call for proposals among its network members, and through a peer process eleven country studies were commissioned for nine countries across Asia, Africa and Latin America. The broad areas of concern of the country papers are the following: (i) investigate the means of mainstreaming the SDGs into national planning process, within the context of its national priorities; (ii) explore the adequacy of coordination, management and leadership of the SDG implementation process, including the monitoring and evaluation mechanism; (iii) examine the adequacy of financing and other specific means of implementing the SDGs; (iv) investigate the extent of partnerships and stakeholder participation, including institutional arrangements for implementing the SDGs; and (v) evaluate the capacity of the national statistical agencies and other data-related issues.

This country paper on Tanzania titled **National Level Implications of Implementing the SDGs in Tanzania** is the second of the eleven country studies to be published under the Southern Voice Occasional Paper Series. The study has been authored by *Dr Oswald Mashindano*, Principal Research Associate and *Mr Solomon Baregu*, Assistant Research Fellow at the Economic and Social Research Foundation (ESRF), Dar es Salaam. The study observes that implementation of MDGs in the country was constrained by inadequacy of budgetary resources, and thus it is imperative to explore non-traditional sources (e.g. public-private partnerships) for financing the SDGs. The paper also suggests strengthening the capacities of the key players involved in the national planning process, particularly by providing relevant trainings to local government officials.

I would like to take this opportunity to recognise the support of The William and Flora Hewlett Foundation towards *Southern Voice*, particularly of *Dr Ruth Levine*, Programme Director and *Ms Sarah Lucas*, Programme Officer of the Global Development and Population Programme, at the Hewlett Foundation.

In connection to the publication of this paper, contribution of *Ms Umme Shefa Rezbana*, Senior Research Associate, Centre for Policy Dialogue (CPD) and the focal point at the Southern Voice Secretariat for overseeing the programme is highly appreciated. *Ms Tarannum Jinan*, Administrative Associate, CPD is acknowledged for providing useful contribution in following-up of the country papers. *Ms Nazmatun Noor*, Deputy Director, Publication, CPD provided assistance in processing of the publication. I would also like to thank *Ms Erin Palmer* for her editorial inputs and feedback.

Hoping that the paper will be a useful addition to the ongoing discussion on challenges of implementing SDGs in developing countries.

Dhaka, Bangladesh July 2016 ${\it Debapriya~Bhattacharya, PhD}$ Chair, Southern Voice on Post-MDG International Development Goals

Distinguished Fellow, CPD E-mail: debapriya.bh@gmail.com

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Finally, it is our hope that this paper will serve as an impetus to thought-provoking discussions on the implications of implementing the Sustainable Development Goals (SDGs) at the national level.

Abstract

This study investigated the progress towards formulating, adopting and implementing Sustainable Development Goals (SDGs) in Tanzania. The 15 years of implementation of the Millennium Development Goals (MDGs) in Tanzania proved that the country still needs to do more to eradicate poverty. Inadequate budgetary resources had been one of the major hurdles encountered during MDGs implementation. The present study reveals that dependence on traditional sources of financing had been the major reason for the country's failure to effectively finance its development agenda. It is therefore recommended that the government explores non-traditional revenue sources for financing of the SDGs such as public-private partnerships (PPPs). Integrating and mainstreaming the SDGs in Tanzania's national planning process can only be effective by strengthening the capacities of all key players identified in the planning process. Thus, the government and other important stakeholders should develop the capacities of the local government officials and allocate sufficient financial resources for effective mainstreaming and integration of the SDGs to the grassroots level.

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BoT Bank of Tanzania

CBO Community-based Organisation
CSO Civil Society Organisation
DDP District Development Plan

DFATD Department of Foreign Affairs, Trade and Development, Canada
DFID Department for International Development, United Kingdom

DPG Development Partners Group
ECD Early Childhood Development

ESAURP Eastern and Southern African Universities Research Programme

ESRF Economic and Social Research Foundation

FGD Focus Group Discussion
FYDP Five Year Development Plan
GBS General Budget Support
GDP Gross Domestic Product
GNI Gross National Income

IDA International Development AssociationIMTC Inter Ministerial Technical CommitteeJAST Joint Assistance Strategy for Tanzania

LGA Local Government Authority
MDA Ministry, Department, Agency
MDG Millennium Development Goal

MKUKUTA Mpango wa Kukuza Uchumi na Kupunguza Umaskini

(Kiswahili for Poverty Reduction and Growth Strategy)

MoFP Ministry of Finance and Planning MTEF Medium-Term Expenditure Frame

M&E Monitoring and Evaluation
NBS National Bureau of Statistics

NER Net Enrolment Ratio

NGO Non-Government Organisation

NSA Non State Actors

NSGRP National Strategy for Growth and Reduction of Poverty

ODA Official Development Assistance

OCGS Office of the Chief Government Statistician

OGP Open Government Partnership

0&0D Opportunities and Obstacles Development

PFP Private Forest Programme

PO-PC President's Office – Planning Commission

PO-RALG President's Office, Regional Administration and Local Government

PPP Public-Private Partnership
RS Regional Secretariat
REA Rural Energy Agency

SCI Statistical Capacity Indicator

SDG Sustainable Development Goal

SDSN Sustainable Development Solutions Network

SSA Sub-Saharan Africa

TRA Tanzania Revenue Authority
TSMP Tanzania Statistical Master Plan

UN United Nations

UNA United Nations Association

UNDP United Nations Development Programme

URT United Republic of Tanzania
WDC Ward Development Committee

YUNA Youth of the United Nations Association

ZSGRP Zanzibar Strategy for Growth and Reduction of Poverty

National Level Implications of Implementing the SDGs in Tanzania

Oswald Mashindano Solomon Baregu

1. Introduction

1.1 Background information

Millennium Development Goals (MDGs) was the outcome of the United Nations (UN) Millennium Summit held in September 2000 which was attended by 147 heads of state and governments, who together as a group represented 189 member nations of the UN (URT, 2013).¹ Commitments by this Summit were consolidated into the Millennium Declaration, the third part of which constituted the eight MDGs. Tanzania is one of the 189 nations, which ratified implementation of MDGs by the year 2015.

Assessment of the MDG implementation in Tanzania clearly shows that Tanzania mainland and Zanzibar have been successful in attaining some of the MDGs, but also were unsuccessful for a number of goals (URT 2014b; AfDB *et. al.*, 2015). Following several reviews of MDG progress that were meant to gauge the MDGs performance in Tanzania in respect to the terminal year 2015 (URT 2009, 2011, 2014b; UNECA *et al.* 2015), it was felt that most MDGs would not be achieved by 2015.

Implementation challenges, which both Mainland Tanzania and Zanzibar have experienced, include the persistent mismatch between an impressive economic growth and the rate of poverty reduction in Tanzania; deteriorating quality of education and health services; disfunctioning of the local government authorities (LGAs) due to lack of capacity; limited participation and involvement of the private sector; limited capacity and limited involvement of the critical mass of implementers (key players at lower level); and failure to attain Goal 8 on developing a global partnership for development (URT 2013, 2014a, 2014b).

A mixed picture pointing to unfinished business, therefore, characterises the performance of MDGs; hence, a great need was foreseen to pursue the post-MDGs global development agenda. Keeping this in mind, the process towards formulation of Sustainable Development Goals (SDGs) started in 2012 in Tanzania. Tanzania has been participating actively, both nationally as well as globally to this end (URT, 2014a). As is the earlier experience during 15 years of implementation of MDGs, there is no doubt that successful implementation of the first 16 SDGs hinges on the 17th Goal on 'means of implementation'. For this reason, considerations on this last goal have attracted significant interest of nearly every development practitioner all over the world.

¹These conferences and summits ranged from the World Summit for Social Development in March 1995, through to the UN Conference on the 20/20 Initiative (on funding basic social services) in 1998, and the World Education Forum of 2000.

1.2 Objectives of the study

The objective of this research was to investigate the progress towards formulating, adopting and implementing SDGs in Tanzania. The specific objectives were:

- (a) Explore the SDGs financing options as means of implementing SDGs as well as possible consequences at national level;
- (b) Examine how the global SDG targets will be integrated and mainstreamed in the national context;
- (c) Understand challenges in the national planning process, sector-based programmes, resource framework, monitoring, reporting and accountability;
- (d) Anticipate how intra-governmental coordination and multi-stakeholder participation will be ensured in this process;
- (e) Investigate the country's strength in collecting and assessing data and likely challenges for implementing the SDGs.

1.3 Methodology

The study involved primarily qualitative research, based on desk work. This involved reviewing government policy documents, as well as the Addis Ababa Accord (2015), Illicit Financial Flows: Report of the High Level Panel on Illicit Financial Flows from Africa (AU/ECA 2014), and The State of Governance in Africa: The Dimension of Illicit Financial Flows as a Governance Challenge (Economic Commission for Africa, 2013). Furthermore, Tanzania-specific reports on the post-2015 development agenda, localisation of the SDGs, SDG consultation reports, and reports on financing and data were reviewed.

Expert interviews were also conducted to validate the desk review and to gather more information. Interviewees included government officials from relevant ministries and institutions involved in socio-economic development, research organisations and local think tanks, academia, civil society organisations (CSOs), development partners and international development organisations, such as the United Nations Development Programme (UNDP). Focus group discussions (FGDs) were also conducted with youth from organisations such as Youth of the United Nations Association (YUNA), the United Nations Association (UNA), Restless Development and Children's Dignity Forum.

In order to address each of the above mentioned research objectives, the study used the following methodology:

- a. To investigate the consequences of implementing the SDGs at national level, the researchers conducted expert interviews with stakeholders from government ministries, agencies and departments (MDAs). They also interviewed individuals from research institutions and academia, CSOs and the President's Office-Planning Commission (PO-PC). In addition, they reviewed studies on implementing the SDGs at the national and local levels, with reference to national policies and programmes already adopted in Tanzania.
- b. To examine how global SDG targets will be embedded in the national context, the study compared those targets with Tanzania's own development goals. This included a thorough review of government development policies and programmes, including the ongoing review of the First Five Year Development Plan and MKUKUTA II², to assess national priorities and policies, establish the degree of harmonisation with the SDGs and identify challenges and potential solutions.
- c. To understand challenges inherent in the national planning process, sector-based programmes, resource framework, monitoring, reporting and accountability, the study analysed various

 $[\]overline{^2}$ MKUKUTA is a Kiswahili acronym for the National Strategy for Growth and Reduction of Poverty.

- studies on the challenges in these areas. It also consulted policymakers, especially those in the planning process.
- d. To anticipate how intra-governmental coordination and multi-stakeholder participation will be ensured in the process, expert interviews and FGDs were conducted with key stakeholders from both the Mainland and Zanzibar. These included representatives of the private sector, CSOs, the government and the development partners.
- e. To investigate Tanzania's data strength and likely challenges to implementing the SDGs (such as availability, quality and accessibility of data), the reports were studied on this topics by the National Bureau of Statistics (NBS), the Economic and Social Research Foundation (ESRF), and the Department of Economics, University of Dar es Salaam on Tanzanian Preparedness in Monitoring Post-MDG Development Agenda (Analysis of Data Requirement Based on the Proposed Global Indicator Framework).

1.4 Structure of the paper

This paper is structured in seven sections. Section 2 presents the integration and mainstreaming of the SDGs in the national planning process based on national priorities. Section 3 examines the coordination, management and leadership of the SDG implementation process in Tanzania, including the monitoring mechanism. Section 4 looks at the adequacy of the financing and other means of implementation of the SDGs in the country. Section 5 focuses on partnership and stakeholder participation including institutional arrangements. Section 6 examines the capacity of national statistical agencies and other data-related issues. Section 7 presents the major conclusions of the study and recommendations for the key stakeholders' knowledge and government interventions.

2. Integration and Mainstreaming of the SDGs in the National Planning Process

2.1 Adoption and implementation of the MDGs in Tanzania

As mentioned earlier, eight goals were constituted as development agenda for all UN members during the UN Millennium Summit; the goals collectively introduced as the MDGs. It was held that full achievement of the MDGs by 2015 will greatly improve human development. This was an important milestone as the agreement required all developed and developing nations to collaborate and ensure implementation and attainment of MDGs by 2015 (URT, 2014b). Tanzania was also one of the 189 nations which ratified implementation of the MDGs by the year 2015.

The MDGs were implemented in Tanzania through national policy frameworks and strategies that included the Tanzania National Development Vision 2025, the National Strategy for Growth and Reduction of Poverty (NSGRP) I and II, the Tanzania Five Year Development Plan 2011/12 – 2015/16, the Zanzibar Vision 2020, and the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP) I and II, as well as sectoral policies. To ensure smooth links and harmonisation between the MDGs and the national development agenda, these frameworks and strategies mostly drew on MDG targets.

Harmonisation or integration of MDGs in the national policy frameworks was useful in terms of attainting the MDGs because, as pointed out earlier, most MDGs targets were translated into the national policy frameworks, namely NSGRP and ZSGRP. In other words, MDGs were customised by ensuring that NSGRP and ZSGRP's goals and targets were based on MDGs, thus ownership of the targets and their implementation process was much easier (see Table 1). There was a strong feeling through the national policy frameworks that MDGs and targets are national goals and targets, for the benefit of Tanzania.

Table 1: Harmonisation of Selected MDGs (and Targets) in the NSGRP

MDGs an	d Targets	NSGRP Goals and Targets			
Goals	Targets	Goals	Targets		
Goal 1: To eradicate extreme poverty and hunger	 Proportion of the population living below (\$1, PPP) (based on national income poverty line) – 19.5 Proportion of the population living below (\$1, PPP) (based on national food poverty line) – 10.8 Under-5 underweight (per cent) (weight-forage below -2SD – 14.4 Under-5 stunted (per cent) (height-forage below -2SD – 23.3 	CLUSTER I: Goal 2: Reducing income poverty through promoting inclusive, sustainable, and employment-enhancing growth and development	 Income poverty incidence at national level reduced from 33.6 per cent in 2007 to 24 per cent in 2015; in rural area from 37.6 per cent in 2007 to 26.4 per cent in 2015 Working poverty reduced from 36 per cent in 2007 to 20 per cent in 2015 Unemployment and underemployment reduced from 10 per cent in 2008 to 5 per cent by 2015 		
Goal 2: To achieve universal primary education	Net enrolment ratio (NER) in primary education (%) – 100 Gross enrolment ratio in primary education (%) - 100 100	CLUSTER II: Goal 1: Ensuring equitable access to quality early childhood development programmes, primary and secondary education for all boys and girls	Early childhood development (ECD) and number of young children prepared for schools increased Universal access for boys and girls to quality pre-primary and primary education (net enrollment ratio [NER] to 100 per cent for pre-primary and primary) Access to secondary education for girls and boys improved (NER to 45 per cent for lower secondary, 5 per cent for upper secondary)		

Source: URT (2014).

2.2 MDGs performance

As noted earlier, Tanzania has been successful in attaining some MDGs, but was also unsuccessful in a number of Goals.³ Successful MDGs in Tanzania included Goal 2 (achieve universal primary education), parts of Goal 3 (promote gender equality and empower women), Goal 4 (reduce child mortality), Goal 6 (combat HIV AIDS, malaria and other diseases), and Goal 7 (ensure environmental sustainability). This is to note that for Goal 2, gross enrolment in primary schools recorded 89.7 per cent in 2013, while the target set for 2015 was 100 per cent (URT, 2014b). A considerable progress has been made in reducing infant and under five mortality rates (U5MR). The deaths of infants (less than one year) decreased from 68 in 2005 to 45 in 2012 per 1,000 live births (URT, 2014b). U5MR continued to drop from 81 deaths per 1,000 live births in 2010 to 54 in 2013.

Among the successful goals in Zanzibar are Goal 2 (achieve universal primary education); Goal 3 (promote gender equality and empower women); and Goal 4 (reduce child mortality). The percentage of net enrolment ratio in primary education recorded 71 per cent in 2004-05, 81 per cent in 2010 and 83.7 per cent in 2013 (URT, 2014b). This ratio was close to the set target, which was to reach 100 per

³See for example URT (2009, 2011, 2014b); UNECA *et al.* (2015).

cent by 2015. Likewise, U5MR (per 1,000 live births) and the infant mortality rate (per 1,000 live births) have declined from more than 202 and 120 respectively in 1990 to 79 and 54 in 2008 respectively. The set targets were 67 and 40 by 2015 respectively (see also URT 2009, 2010 and 2014b).

Unsuccessfully achieved MDGs in Tanzania Mainland and Zanzibar included eradication of poverty and hunger, improved maternal health, and part of environmental sustainability (for Tanzania Mainland); and improved maternal health and part of eradication of poverty and hunger (for Zanzibar). The proportion of population living below \$1 per day (based on Basic Needs Poverty Line) in Tanzania Mainland was 28.2 per cent in 2012. The target to attain by 2015 was 19.5 per cent. Poverty is falling, albeit slow, with a real risk of reversals from shocks. Tanzania's progress in reducing poverty has been slow compared to that of developing regions as a whole. The proportion of births attended by skilled health personnel was 50.5 per cent in 2010, while it was intended to attain 90 per cent by 2015. For Zanzibar, the proportion of population spending less than \$1 per day (based on national income poverty line) was 49 per cent in 2005, and 44.4 per cent in 2010. The set target is to attain 30.5 per cent by 2015. Maternal mortality ratio (MMR) per 100,000 live births was 377 in 1998 and 279 in 2010. The target is to attain 170 by 2015. Further, the proportion of births attended by skilled health personnel in Zanzibar reached 44.7 per cent in 2008. The target is to attain 90 per cent by 2015 (see for example, URT 2008, 2010 and 2014b).

However, a number of challenges faced Tanzania during MDG implementation, thus making it difficult for the country to attain some of the MDGs targets, prompting the adoption of SDGs.

2.3 The SDGs and the domestic development agenda

Based on the country's experience of implementing the MDGs, and especially the successes in the education sector, gender equality, reduction of child mortality, etc., it is deemed that successful implementation of SDGs hinges on linking them to the goals and targets of the national development agenda. The ongoing review of NSGRP II and FFYDP I also acknowledges the need to integrate the SDGs into the upcoming Second Five Year Development Plan (SFYDP) (URT, 2015).

Recognising this, in May 2013, the Government of the United Republic of Tanzania (URT) identified its national priority areas, set out in Box 1, as inputs to the discussions and negotiations around developing the SDGs.

Box 1: Tanzania's Priority Areas for the SDGs

- Eradicate extreme poverty, hunger and inequality;
- Achieve decent and productive employment;
- Ensure quality service delivery (health, education, water and sanitation);
- Eliminate gender inequality;
- Combat diseases (HIV/AIDS, tuberculosis and other non-communicable diseases);
- Reduce child and maternal mortality;
- Promote sustainable development;
- Improve governance;
- Enhance effective development cooperation; and
- Promote peace and security

The 17 finalised SDGs correspond well with the goals and targets spelt out in Tanzania's national plans (see Appendix Tables 3 and 4). Appendix Table 4 presents the goals covered by the national plans with the corresponding SDGs. The corresponding interventions and targets covered by the national plans are presented in the Tanzania Five Year Development Plan 2011-2012 to 2015-2016: Unleashing Tanzania's latest small potentials (URT, 2011b).

Integrating and mainstreaming the SDGs in Tanzania's national planning process can also be gauged at the sub-national level, particularly at local government authorities' (district councils) level. The planning and budgeting process begins at the community level (street and village level) using the

Opportunities and Obstacles for Development (O&OD) principle, all the way to the central government through Ward Development Committee (WDC), District Council, the Regional Secretariat, President's Office – Regional Administration and Local Government (PO-RALG), and finally the central government (Ministry of Finance and Planning MoFP) for final assessment and approval (ESRF 2014a, 2014b; Mashindano and Baregu 2015). Note that each institutional level has its own function and responsibility which has some consequences (repercussion) on SDGs implementation. The central government is the final organ to make decisions.

Among others, village communities are responsible for identification of prioritising and estimating the corresponding resource requirements. These are submitted to the ward level where they are discussed and evaluated by the WDC for approval. Recommendations from the WDC are then submitted to the district council for scrutiny and approval before submitting them to the MoFP through the regional secretariat as well as PO-RALG (see Mashindano and Baregu, 2015 and Diagram 1).

The district budget preparation process uses the guidelines from the central government (MoFP) and follows the official national budget cycle. As per budget guidelines, the budget processes are supposed to start from the lower village level. The exercise of prioritising development projects starts at hamlet (*Kitongoji*) level, which comprises of a number of households. The agreed priority projects are then submitted to the village level to form village priority projects for that period. The village general meeting (*mkutano mkuu wa kijiji*) is the level where agreed development priority projects are approved. Village plans are then submitted and analysed at the ward level to form the ward plans which are approved by the WDC.⁴ Some of the priorities, however, are conceptualised and agreed at the ward level.

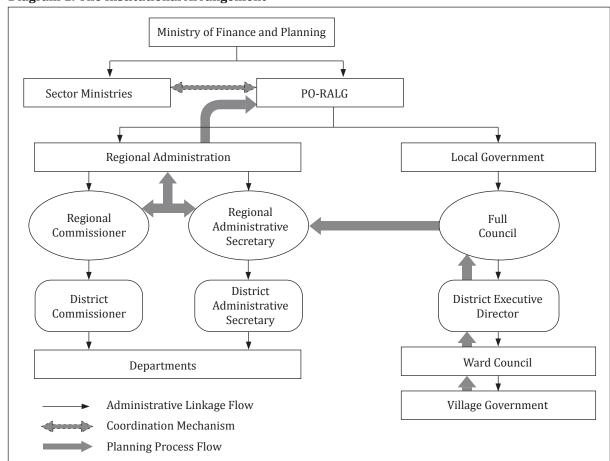


Diagram 1: The Institutional Arrangement

⁴The WDC is chaired by the Councilor and the Ward Executive Officer (WEO) is the Secretary.

Priority development projects and plans approved at the WDC are then submitted to the District Council level for scrutiny and approval before submitting them to the central government (MoFP) through the regional secretariat and PO-RALG. The planning process in Tanzania has implications for SDGs planning and implementation largely because in practice all development projects in the country must fit in (or be integrated) the national planning framework if they are also to be implemented smoothly. This was true for MDGs which were also mainstreamed in the national policy and planning frameworks. To a large extent, successful implementation and attainment of some MDGs was due to the government's measure to translate these goals into national policy and planning frameworks.

The budget and planning system will be critical for successful implementation of the SDGs. Note that there are many checkpoints in the planning system in Tanzania where in the past authorities were forced to drop some of the priorities following meagre resources allocated to the development plans. SDGs are likely to suffer from this anomaly if financing does not improve. These check points include the village assembly, WDC, stakeholders' meeting, workers council, district departments and sectoral committees, and the district full council.

Integration and mainstreaming of MDGs in the district development plans (DDPs) and the planning process in Tanzania faced a number of challenges that contributed to failure to attain some of the MDGs. These challenges include the following.

(a) Localisation of MDGs

It should be noted that not all the MDGs were prioritised by villages and wards due to limited knowledge on the significance of the respective MDGs components, but also the fact that the knowledge over 0&0D planning tool among members of the village communities is limited. In addition, the 0&0D process is in practice supervised and coordinated by district officials who are normally guiding the entire prioritisation process, thus influencing the outcome of the planning and budgeting process at village level. Unless efforts are made to build the capacity of village communities and enable its members capable of employing the 0&0D planning tool on their own, SDGs are likely to face similar challenges. Note that SDGs are likely to use the same institutional framework used in MDGs implementation.

(b) Involve and empower players at community level

Weak capacity and limited involvement of key players at lower community level is another major challenge faced by MDGs implementation in Tanzania. For effective integration and mainstreaming of MDGs into the DDP, the district council needed to ensure that key players at grassroot level (i.e. wards and villages) are fully involved and actively participate in both formulation and implementation of national and in particular district plans. Involvement and active participation of the lower level is critical if the impact of MDGs implementation were to be felt. Apart from their involvement and participation, building their capacity is another measure the district needed to consider.

(c) Budget limitation

District councils in Tanzania have always been facing a resource gap where the resource allocation by Central Government has always been lagging far behind the district resource requirement. On average, between 45 and 55 per cent of the requested budgets are allocated to district councils, thus forcing them to abandon a good number of their priorities or plans. Budget limitation in most district councils tended to marginalise and therefore affect implementation of most of the MDGs in Tanzania (ESRF, 2014a). Limited resources is therefore one of the major constraints which has affected MDGs implementation, and is likely to affect SDGs implementation in future if financing is not addressed.

(d) Partnership with private sector

Capacity of the private sector in Tanzania and its involvement in productive activities has been limited. Their interaction with the public sector or government has also been partial. Limited participation of private investors in implementing DDPs has affected MDGs' performance negatively.

The role and contribution of private sector in Tanzania should not be undermined. There is a need in future for district councils to attract and embrace the private investors in their respective districts, in order to fully tape the resources from private sector by encouraging them to participate in implementing SDGs through the DDPs.

A few districts and regions in Tanzania have started to mobilise resources through partnership with private sector. For instance, through the Private Forest Programme (PFP)⁵, private tree-growers and wood-processing, micro-, small- and medium-sized, enterprises in Njombe, Iringa and Morogoro regions stand to benefit from private sector development models that seek for economically viable, sustainable and inclusive plantation forestry and development of related value chains. PFP's implication to SDGs will mainly be through Goal 15 on ecosystems, i.e. "protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss."

(e) The district autonomy

District councils in Tanzania are not autonomous, thus making it difficult for them to prudently plan and efficiently allocate and utilise their resources for development of the respective districts. District technical teams are not free to make key decisions on resource allocation and utilisation (Mashindano and Baregu, 2015). District plans, which are bottom-up and accommodated most of the MDGs, are designed and coordinated by technical personnel who are not only the architectures, but also skilled people to undertake the district planning and budgeting processes. However, key decisions and approval of these critical DDP documents are made by councillors (politicians) who are not in many cases acquainted to such technical processes. As if this is not enough, there is no evidence that any of the technical personnel is mandated to vote or influence the final decisions made by councelors (ESRF 2014a; Mashindano and Baregu, 2015). This is a disquieting institutional system, which needs to be reformed now if SDGs are to be implemented effectively. While it is important to ensure that LGAs have the requisite capacity to manage the DDP processes, there is also a need to give them more autonomy and freedom to administer and manage their own system.

This is an explicit challenge which threatens efforts to attain SDG-related targets in future. Unless appropriate measures are taken and interventions are made, SDGs success may be uncertain.

3. Management, Coordination and Monitoring of SDGs Implementation Process

3.1 Management and coordination of SDGs implementation

Management, coordination and monitoring of the SDGs implementation in Tanzania are anticipated to make use of the existing NSGRP (MKUKUTA), and in particular the FYDP I institutional frameworks. The process is headed by the Parliament, Cabinet Secretariat, Inter Ministerial Technical Committee (IMTC), and the MoFP. Below the MoFP, SDGs will be managed and coordinated by other sectoral ministries, MDAs, regional secretariats (RSs), LGAs or ristrict councils, the private sector players, wards and the village communities.

⁵PFP is a joint programme between the Government of Tanzania and the Finish Government intended to promote commercial tree planting and sustainable forest management through registered farmers groups.

Thus, SDGs implementation and coordination will largely remain the responsibility of MDAs, RSs and LGAs. The MoFP would take a leading role in the coordination, monitoring and evaluation at national level, specifically for strategic national investment programmes and projects. The specific roles of the lead actors involved in the execution process are described below:

(a) The Parliament

Tanzania Parliament is the supreme legislature of the country. It consists of the president of the United Republic and the National Assembly. As pointed out earlier, since SDGs will be mainstreamed in the national plans, the Parliament will naturally be the highest body to oversee SDGs implementation in the country. Parliament also plays an oversight role to the government by ensuring accountability for its administration.

(b) Cabinet and Cabinet Secretariat

The cabinet is the principal organ for advising the President regarding all matters concerning the exercise of his powers in accordance with the provisions of this constitution, and it is further mandated to assist and advise the President over any matter before being submitted for further action. Examples of areas or matters the cabinet have been advising the President include: laws for the good governance; legislative sanction to taxation and acquisition of means to carry out the work of the government; government policy, plans and administration, including proposal for expenditure which has significant implication on SDGs financing; and overall implementation. Therefore, all policies to support SDGs implementation will be scrutinised and approved by the cabinet (cabinet secretariat).

(c) Inter Ministerial Technical Committee (IMTC)

The IMTC is responsible for examining proposals submitted by government institutions for government consideration. It is an advisory body and therefore provides technical advice on all policy papers submitted to the cabinet for approval. The IMTC is a very important forum in the institutional framework for policy process. Cabinet papers may be substantially amended or even withdrawn as a result of IMTC discussions. In most cases, IMTC discussions are focussed on relatively detailed technical issues that have not been resolved between ministries at a lower level. Hence, the IMTC gives advice on how to reach a common understanding between the ministries in order to facilitate cooperation and understanding during cabinet meetings. IMTC minutes are attached to the relevant policy paper when tabled at the cabinet. Once amended in the light of IMTC comments, a policy paper will finally be approved by the originating minister and submit it to the cabinet for discussion and adoption. Once the cabinet or government has adopted the policy, then implementation can begin. A policy will normally be followed by strategies and action plans for its implementation.

(d) Ministry of Finance and Planning (MoFP)

The main preoccupation of the MoFP will remain: (i) mobilising the government finances; (ii) coordinating the inter-governmental and international financial and fiscal relations; (iii) establishing a joint committee to ensure that the annual plans resonate well with the budget frame; (iv) jointly issue the plan and budget guidelines to be observed by all MDAs and LGAs; and (v) identifying alternative sources of financing development plans. This is another critical player along the SDGs institutional framework, particularly in relation to planning and SDGs financing.

(e) MDAs, RSs and LGAs

Implementation of SDGs programmes and projects will be the responsibility of MDAs/RSs/LGAs as well as the non-state actors (NSAs) as appropriate. MDAs/RSs/LGAs will initiate specific projects and programmes aimed at reaching the stipulated SDGs and results. Programmes and projects selection by the MDAs/RSs/LGAs will therefore be required to comply with SDGs priorities. Also,

MDAs/RSs/LGAs will be required to provide information on the implementation plan to facilitate the monitoring and evaluation (M&E) of SDGs. It will be the responsibility of local governments and sectoral ministries to ensure that the priorities identified by communities and sectors respectively are in line with national priorities.

(f) Private sector

Participation of the private sector is fundamental in the implementation of SDGs. This is in recognition of the attribute of the private sector as the true engine of growth and the facilitative role of the public sector in this regard. It is therefore important that the national plans that have been prepared by the government to improve the business environment are implemented in earnest to be able to attract both local and foreign investments, and thereby create job opportunities. According to the Public-Private Partnership Act (2010), role of the private sector for the successful implementation of PPP projects will be (i) to carry out feasibility studies, (ii) to mobilise resources (for purposes of risk sharing, and for M&E), and (iii) to provide technical expertise and managerial skills.

(g) People's involvement and participation

An important objective of SDGs implementation framework is to mobilise and coordinate people's efforts towards national development. In this regard, it will be important to build a culture and attitude of 'we can do' and move out of the now entrenched dependency mindset. SDGs implementation framework in Tanzania therefore advocates for (i) popularising the national aspirations articulated in the National Vision 2025, and implementation plans and the roles of various segments of the Tanzanian society from national to village and individual levels, (ii) enhancing entrepreneurship, and (iii) targeted support for disadvantaged and most vulnerable groups in society.

3.2 Monitoring of SDGs implementation

The general objective of SDGs monitoring framework is to follow-up implementation of SDGs for the purpose of ensuring that it takes the right direction and makes progress towards attaining the set targets, outputs and objectives. Tapping from the existing national and sector and thematic based monitoring systems, SDGs-M&E framework will be programme or project based per reporting MDAs and LGAs.

There will be a special monitoring and evaluation framework for national strategic projects. This will be undertaken in two stages, namely: (i) the operational stage, where the MoFP will have a coordination role with the view to iron-out operational constraints, gathering all stakeholders to discuss and deliberate on the way forward; and (ii) a decision-making stage, where the MoFP will have to report to the Economic Committee of the Cabinet, on a quarterly basis, on the status of the SDGs based national strategic projects in order to inform them and receive directives.

To this effect, a well-coordinated government-wide system for tracking, evaluating and getting feedback on the progress of SDG implementation will be established. Capacity building for M&E needs to be undertaken in all MDAs, LGAs and all implementing agencies beyond the public service system. It is important that all implementing agencies are competent in tracking, evaluating and reporting the progress made adequately and timely. Consequently, a participatory approach, which entails the involvement of all key stakeholders, will be adopted. This will enable all actors to fully internalise and own the system, as well as use the results to guide further actions.

4. Adequacy of Financing and Means of SDGs Implementation

Owing to the fact that for Tanzania to meet the post-2015 development agenda and accomplish the unfinished MDGs agenda, the government needs adequate financing of SDGs. The uncertain future prospects of overseas development assistance (ODA), with two-thirds of Sub-Saharan Africa (SSA)

countries projected to receive less aid in 2017 than in 2014, renewed the urgency to explore solutions to meet the increasing financing requirements (AfDB, *et al.*, 2015). At the same time, since there was also an increasing interest in Tanzania to move away from aid dependency, the government thought there is a need for domestic resource mobilisation and innovative development financing. In this context, another national stakeholders' workshop was organised to explore the challenge of financing the SDGs in Tanzania, drawing on the Addis Ababa Action Agenda of the Third International Conference on Financing for Development (Addis Ababa Action Agenda) and the country's experience. The general objective of the workshop was to provide a platform where relevant stakeholders from both Tanzania Mainland and Zanzibar will sit together and discuss the country's preparedness on financing the SDGs. Specifically, the discussion focussed on:

- Salient features of financing for development after September 2015
- Possible ways of increasing domestic resource mobilisation in Tanzania to finance the SDGs including investigating the space for innovative financing and role of emerging donors
- Overview of the draft Addis Abba Accord The Third International Conference on Financing for Development
- Tanzania's preparedness in monitoring SDGs

4.1 Financing status and resource gap

SDGs costing to estimate total resource required to implement SDGs in Tanzania has not yet been established. However, SDGs are expected to be more costly compared to MDGs (Renwick, 2015). The government's resource envelope composes of six major components, namely domestic revenue, tax revenue, non-tax revenue, external grants, domestic borrowing and external loans, according to ESRF (2015). These sources are used to finance both recurrent and public investment expenditures. Although the budget performance has generally been making gradual improvement over time, the revenue collection does not match the government's expenditure needs. Tax revenue is the most reliable source of government revenue accounting for an average of more than 90 per cent of domestic revenues, while non-tax revenue contributes 9 per cent and LGAs own sources of revenue contribute about 1 per cent only. The government has been reviewing revenue policies and making regular interventions from time to time in order to bridge the persisting resource gap in the government budget. These efforts are particularly important now after the government's ratification of the SDGs in September 2015. Estimates and/or projections of the government revenue in Tanzania are determined through the financial programming estimation methods as well as other revenue policy measures that are considered in the budget preparation process (ESRF, 2015).⁶ Likewise, the non-tax revenue estimates involve consultations with MDAs, regions and consolidate with LGA's own sources and tax revenue projections to get total revenue for the year.

The Tanzania Revenue Authority (TRA) is implementing its 4th five-year Tax Modernization Programme and Corporate Strategy (2013-2018) aiming at raising the ratio of revenue to GDP to 19.9 per cent by 2018 (Bevan, 2012 in URT 2016). The strategy focuses on four main aspects: (a) broadening the tax base; (b) strengthening TRA to increase the efficiency and effectiveness of tax administration; (c) improving tax administrative infrastructure; and (d) curbing tax evasion and minimising revenue loss through tax exemptions and informal sector. However, when considering the difference between domestic revenue and total expenditure, the deficit has been increasing rapidly over the past years, and is projected to widen during the next five years, raising concern on the sustainability of funding for development in Tanzania (see Figure 1, which is based on domestic revenue alone).

Note also that the fifth government places high importance on the mobilisation of financial resources from alternative sources to reduce overreliance on conventional sources. Significant success has been recorded so far as the monthly revenue collection has increased from TZS 0.8 trillion to over TZS 1.2 trillion.

⁶Financial Programming working group representatives are Ministry of Finance, President's Office – Planning Commission (PO-PC), Bank of Tanzania (BoT), National Bureau of Statistics (NBS), Tanzania Revenue Authority (TRA) and IMF Resident Office.

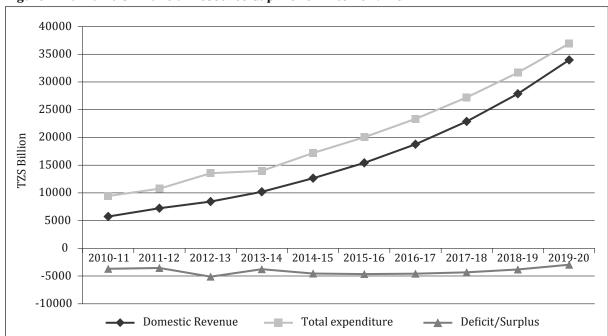


Figure 1: Tanzania's Financial Resource Gap: 2010-11 to 2019-20

Source: URT (2016).

Note: Figures for 2014-15 to 2019-20 are projections.

The fiscal gap in Tanzania is real and has been widening, thus exerting more pressure to the government due to the growing government's expenditure needs. Between 2010-11 and 2014-15, available resources have been below resource requirement by an average of 33 per cent (see Figure 1). However, based on this study's projections, the ratio is expected to go down to 16 per cent between 2015-16 and 2019-20. It is therefore imperative to consider the reality in resource mobilisation and the challenges thereof. The challenges facing tax collection in Tanzania are various. They include

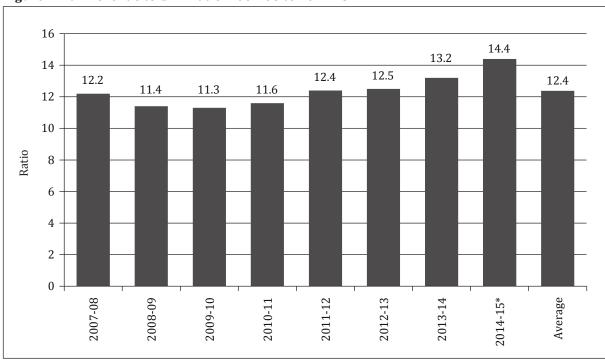


Figure 2: Tax Revenue to GDP Ratio: 2007-08 to 2014-15

Source: MoF (2015). **Note:** *denotes estimation.

administrative challenges and policy challenges. Administrative challenges are such as failure to broaden the tax base, pulling more taxpayers into the tax net, combating tax evasion, use of ICT-based tax administration scheme, and assurance of high degree staff integrity and professionalism. Others include failure to build capacity to manage specialised sectors and multinationals, enhancing revenue mobilisation and projection capacity, over reliance on international taxes which is above 30 per cent of the total tax collections, and poor contribution of non-tax revenue which is lower compared to its huge existing potential (Mhoja, 2015).

Policy challenges include the poor management of tax reforms due to the competing interests, which is among the major obstacles to government in implementing policy measures, designed to eliminate or reduce tax exemption in the tax system (Mhoja, 2015).⁷ It has also been a challenge to raise the ratio of government revenue to GDP to a level consistent with prevailing levels in the neighbouring countries, particularly Kenya. The current revenue to GDP ratio in Tanzania is therefore comparatively low (see Figure 2).

4.2 External financing

Since 2004, development partners in Tanzania established the Development Partners Group (DPG) that has been working with the Government of Tanzania and other domestic stakeholders to strengthen development partnership and effectiveness of development cooperation. In 2006, the Joint Assistance Strategy for Tanzania (JAST) was formulated in order to manage aid and development assistance cooperation, which also takes into account the international principles of aid effectiveness. Through this collective coordination, the development partners put in place three forms of aid modalities to Tanzania, namely (a) General Budget Support (GBS), (b) Basket Funds, and (c) project support. Out of the three modalities, the Government of Tanzania views GBS as the most preferred modality in terms of predictability and enlargement of government ownership over resource utilisation (URT, 2014c). Kida (2014) points out the fact that Tanzania has been among the few African countries, which have benefitted from increased donor support due to its ability to score relatively well in public governance. Nevertheless, due to rapid expansion of the economy, net official development assistance (ODA) as a proportion of gross national income (GNI) has been on the decline over time despite some increase in ODA in absolute terms (Lunogelo *et al.*, 2015 and Figure 3).

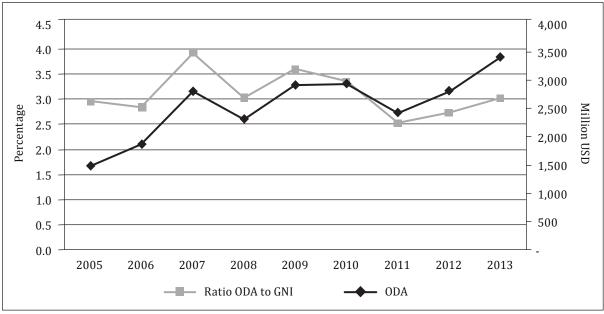


Figure 3: Trend of ODA and Ratio of ODA to GNI in Tanzania: 2005-2013

Source: World Bank (2015).

 $^{^{7}} Reforms \ have \ been \ affecting \ different segments \ of \ the \ population \ differently, \ where \ losers \ have \ always \ been \ against \ them.$

4.3 Innovative financing

Review of the implementation of MDGs in Tanzania, which was completed in December 2014, came with a conclusion that one of the major hurdles encountered during implementation of MDGs was inadequate budgetary resources to cater for inter-sector synergies and coordination in investment (URT, 2014c). The report has established that a major contributing factor to this inadequate public resource emanates from the inability of many traditional donors to honour their aid pledges, particularly the 0.7 per cent of GNP as ODA to developing countries.

As noted earlier, some recent experiences, particularly in relation to execution of 2014-15 government budget, seem to suggest continuation of uncertainties in accessing donor funding from traditional donors. This is clearly manifested in budget guidelines for preparation of 2015-16 budget, which highlights the challenges that the government faced in accessing funds in the first two quarters of 2014-15 through the GBS funds (URT, 2015a). It is such uncertainties that calls for the discussion to explore the alternative sources of funding, particularly non-traditional sources of financing. As the process of launching SDGs unfolds, financing issue stands as one of the crucial questions in trying to address issues relating to SDGs implementation. Mhoja (2015) reveals that the Government of Tanzania has therefore resolved to adopt an innovative financing landscape. However, the paper proposes the government to consider exploitation of non-traditional domestic financing resources by taking the following measures:

(i) Empowering the LGAs

It is the government's resolve to empower LGAs in Tanzania in terms of powers (more autonomy), financial and human resources. This will be executed through timely issuance of budget guidelines, increase in budget allocation, and timely disbursement of resources. In addition, LGAs will be allowed to retain more resources mobilised through own sources, train more personnel and give them more powers to make key decisions on resource allocation. Efforts are underway to improve participation and involvement of private sector and village communities in DDPs, because MDGs assessment reports have repeatedly underscored weak and limited participation and involvement of these players as the challenges faced by MDGs implementation.

(ii) Improve tax administration and revenue collection

Improve effectiveness of the tax system in Tanzania by broadening the tax base, ensure progressive tax system, strengthen tax administration through training, digitalisation and increasing efficiency so as to minimise tax evasion which has been on the increase (ESRF, 2010; URT, 2016). There has been a growing trend of illegal commercial activities, criminal activities and corruption which facilitate illegal money making, and therefore illicit financial flows (IFFs). The report of the high-level panel on illicit financial flows from Africa reveals that commercial activities account for 65 per cent of IFFs, criminal activities for 30 per cent and corruption for around 5 per cent (AU/ECA 2014). This problem is particularly serious where security and monitoring systems are poorly developed like Tanzania. There is therefore an urgent need to invest more and take measures against this disquieting trend in order to allow for sufficient SDGs resource envelop.

Increased efforts to integrate the informal sector into the formal economy would also attract increased revenue to the government. The presence of this sector is a challenge for taxation, regulation, financing, reforms, and provision for social services with efforts to alleviate poverty. The informal sector consists of individuals and micro-enterprises engaging in various sub-sectors by producing goods and services, but is not legal entities separate from the household or household members owning them (ESRF, 2010; ESAURP, 2015). The informal sector in Tanzania consists of mainly the unregistered and hard-to-tax groups such as small-scale traders, farmers, small manufacturers, craftsmen, individual professionals and many small-scale businesses. Estimates of

the size of informal sector in Tanzania show that 48.1 per cent of the GDP is contributed by the informal sector (Ossoro 2009 in ESAURP 2015). However, a significant part of it is hard-to-tax, and therefore denying the government a significant revenue contribution.

5. Partnership, Institutional Arrangement and SDGs Stakeholders' Participation

Like in other countries, the success of SDGs in Tanzania will largely depend on stakeholders' roles and commitments. Thus, partnership in the implementation of SDGs in Tanzania is fundamental. Each of the key players or partners in development should play significant role to make SDGs successful in the country. Partners in SDGs implementation range from donors to the CSOs, private sector, non-governmental organisations (NGOs), community-based organisations (CBOs), faithbased organisations (FBOs), the government (MDAs) and village communities. Over the years, partnership and the relationship between the government and non-state actors (NSAs) have improved significantly. MDAs and CSOs include academic and research think tanks, which are involved in undertaking research projects to inform the government and other key stakeholders on SDGs. The NSAs participate actively in policy formulation, implementation and other key decisionmaking process. Open Government Partnership (OGP) in Tanzania is at the heart of the contract between the government and the NSAs. The United Republic of Tanzania joined the OGP initiative in September 2011. OGP is a global initiative that aims at promoting transparency, accountability, citizen empowerment, fighting corruption and encouraging the use of new technologies to improve governance. In other words, OGP is a coalition of governments, citizens and CSOs working together to advance transparency and accountability in government.

Thus, despite some challenges the concept of partnership between the government and other key players in the country is not new. The government have been partnering with other players at different levels in policy formulation, implementation and monitoring. SDGs in Tanzania will therefore benefit from the existing OGP framework.

The institutional framework in Tanzania has been supportive to MDGs implementation over the past decade (Diagram 2). However, the country is yet to put in place a formal institutional framework that would be pivotal in the monitoring and implementation of the SDGs, but it is highly unlikely that the new framework will be so divergent from the one that was adopted in the implementation of the MDGs in Tanzania. The framework aimed at strengthening linkages between monitoring activities of MKUKUTA and the sectors, linking results with inputs (human and financial), and was also designed to facilitate dialogue and development of pro-poor policies strongly based on robust evidence as well as being part and parcel of the government structures, linking to a wide government monitoring and reporting system and oversight role of Parliament (URT, 2011c). The design of the institutional framework emphasised the inclusion of all stakeholders, bringing together researchers, policymakers, programme managers, communities and citizens to reflect on development results that were agreed upon and take remedial actions for effective implementation of MKUKUTA II, MDGs, Tanzania Five Year Development Plan and the Vision 2025. This institutional framework was designed to reflect and align to the existing government structures.

Through this framework, different institutions, which include both producers and users of data and information, are coordinated by the multistakeholder technical committee (TC), serviced by the Secretariat, and ensures interface of these institutions. It is at this point where we see multistakeholder participation being a part of the implementation of the development process in the country.

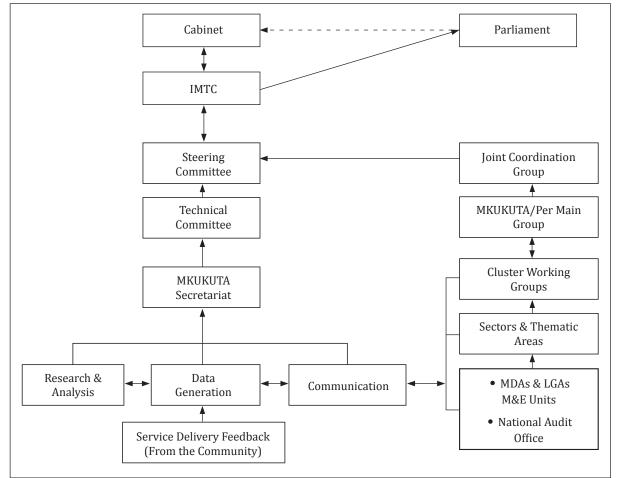


Diagram 2: MKUKUTA II: Institutional Arrangement

Source: URT (2011c).

6. Capacity of National Statistical Agencies and Other Data-related Issues

6.1 Data Collection, Management and Analysis Capacity in Tanzania

The main custodian of data in mainland Tanzania is the National Bureau of Statistics (NBS), while in Zanzibar it is the Office of the Chief Government Statistician (OCGS). NBS, an executive agency under the Ministry of Finance, is responsible for most activities related to official statistics in the country including planning and implementing periodic censuses and surveys, designing and updating sampling frames and statistical registers, setting standards, keeping compendia of concepts and definitions up-to-date, and developing and maintaining compilation frameworks such as the Tanzania System of National Accounts.

The current data collection practices in Tanzania follow the National Plan for Development of Statistics, known as Tanzania Statistical Master Plan (TSMP), that aims to ensure improved coordination, raise statistical awareness and production of good statistics in the country (URT, 2010). TSMP is viewed as a tool that provides strategic directions and appropriate mechanisms for guiding and accelerating the development of sustainable statistical capacity in the country. Different proposed programmes through the Master Plan mainstreamed into the government structures through Medium-Term Expenditure Frame (MTEF) of the MDAs with NBS and OCGS playing a coordinating role and providing technical guidance to these programmes' implementation across National Statistical System (NSS).

However, LGAs also collect and process data from primary providers such as villages, wards, health facilities, agricultural extension offices or schools. Different government ministries, agencies and

institutions also collect data from primary data providers and produce statistics as part of their administrative work. The Bank of Tanzania is also among notable producers of official data in the country. The academic and research institutions, such as Economic and Social Research Foundation, as well as other business organisations can be termed as unofficial producers of data. Collaboration between and among think tanks, CSOs and the NBS offers potential for these actors to add value to each other's work. There is potential to make use of all sources of data (Kilama *et al.*, 2016).

According to the recently passed Statistics Act of 2015, all the unofficial producers of data are not allowed to publish or communicate (what is labelled) false or misleading statistical information, and are required to seek for authorisation of the NBS to publish or communicate statistical information that may result in the distortion of facts. Enforcement of this law may ensure quality of statistics from other sources and integrate them into the monitoring system, but, on the other side, challenge other stakeholders' statistics and limit monitoring.

Over the past decade, according to the World Bank, Tanzania's statistical capacity indicator is ranked above SSA and the International Development Association (IDA) averages (Figure 4). The World Bank's Statistical Capacity Indicator (SCI) 2014 ranked Tanzania's Statistical System 72 of 100, and the following year it was ranked 75 of 100, which is well above the SSA and IDA-country average of 58 of 100.

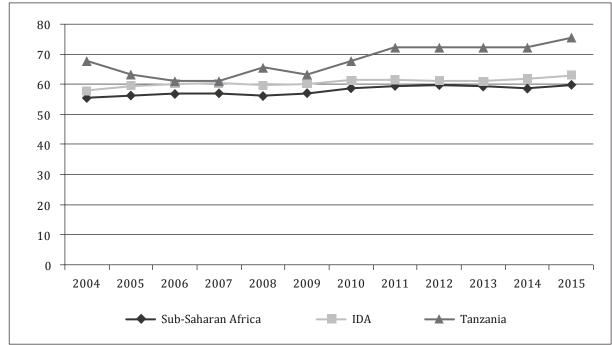


Figure 4: Tanzania's Statistical Capacity Indicator Score: 2004-2015

Source: World Bank (2016).

6.1 Data Financing

Sustainable Development Solutions Network's (SDSN) report on Data for Development (2015) reveals that the recurrent costs of NBS' headquarters in Dar es Salaam, as well as regional offices, are funded through the annual allocation from the government budget. In addition, establishment-based surveys, the system of national accounts and monthly consumer price index also receive funds through the same system. However, household surveys, the decennial Population and Housing Census (the Census) and capital investments are generally, fully or partly, financed by development partners (UNSDSN, 2015).

The report goes further explaining that funds allocated to statistics in Tanzania vary a lot from year to year depending on the scope and scale of primarily the programmes and secondly the capital investment budget. However, the report identifies that since 2010, Tanzania has been experiencing substantial increase in funding for statistics due to two factors:

- i. The 2012 Population and Housing Census with an approximate cost of USD 75 million, of which roughly USD 18 million was provided by DPs; and
- ii. The TSMP 2009-2014, through which the government managed to receive pledges of roughly USD 64.4 million; USD 45 million of this has been provided by the Department for International Development (DFID), UK; Department of Foreign Affairs, Trade and Development (DFATD), Canada and the World Bank through a pooled basket fund arrangement.

Given this experience, it is safe to conclude that NBS and OCGS in Tanzania Mainland and Zanzibar may soon reach their maximum absorption capacity of approximately USD 7 million to USD 8 million for their statistical operations in a "normal" year (i.e. non-census year and in a year without extraordinary capital investments).

6.2 Challenges

One of the biggest challenges facing data revolution process in Tanzania is heavy reliance on donor funds to implement the TSMP (Kilama *et al.*, 2016). Referring to the TSMP document, out of the budgeted USD 64.4 million, more than USD 60 million was to be financed by donors, which is more than 90 per cent dependency. This calls upon the need to strengthen domestic resource mobilisation and seek other sources of development finance given the economic crisis in the developed world.

Although the World Bank Statistical Capacity Indicator dashboard ranks Tanzania's statistical capacity highly, challenges still exist in timely availability of quality data in the country. As noted earlier, implementation of MDGs proved some challenges globally, and in Tanzania in particular. Availability of timely and quality data was one of the major challenges faced by MDGs implementation in the country (URT, 2011). Since SDGs have inherited some MDG indicators and will introduce additional ones, some of the MDGs implementation challenges are also expected to constrain SDGs implementation. This calls for a proper preparedness. Challenges will hit more in collecting and managing environment-related data as the SDGs introduce new data requirements beyond what is traditionally collected.

7. Conclusions and Recommendations

This study was intended to investigate the progress towards formulating, adopting and implementing SDGs in Tanzania. The study involved in-depth literature review and expert interviews with key and relevant stakeholders from the government, private sector, development partners, CSOs, research and academic institutions. This was done to validate the literature and gather additional information. Thus, Section 1 presents the background and genesis of the MDGs in Tanzania, and also discusses the MDGs performance and implementation challenges, which provide lessons and rationale for implementation of SDGs. Section 2 discusses different national plans and programmes undertaken by Tanzania, and shows how the SDGs would be aligned to the national priorities. SDG integration and alignment to national policy framework will start from the grassroots level through the national planning process. Section 3 presents and proposes the management, coordination and monitoring of SDGs implementation in Tanzania, based on the existing MKUKUTA and FYDP implementation framework. Section 4 acknowledges the importance of adequate financing but clearly reveals that if no alternative measures are taken, the financing gap in Tanzania will continue to widen, which is detrimental to successful SDGs implementation. However, the section proposes the need to ensure innovative financing by exploring on non-traditional revenue sources, such as non-tax revenue. The importance of partnership and institutional arrangement for effective implementation of the SDGs in Tanzania is presented in Section 5. It is anticipated that the SDGs implementation will adopt the existing MKUKUTA and FYDP institutional frameworks. Section 6 analyses the capacity of national statistical agencies and data-related issues. It has been observed that although Tanzania Statistical Capacity indicator is well above SSA average, however, more efforts are required to further strengthen the existing capacity.

The following conclusions and recommendations can be drawn from the discussion made above:

- Integrating and mainstreaming the SDGs in Tanzania's national planning process can only be
 effective by strengthening the capacities of all key players identified in the planning process.
 Thus, the government and other important stakeholders should provide several trainings to local
 government officials and allocate sufficient financial resources for effective mainstreaming and
 integration of the SDGs to the grassroots level for skills development.
- ii. There is an urgent need to enhance mobilisation of domestic resources, including raising domestic savings, increasing tax revenue and strengthening institutional capacity. In addition, the government needs to address the chronic problem of corruption and increase transparency at all levels.
- iii. Innovative financing can play a pivotal role in enhancing domestic resource envelope in the country. Therefore, the government needs to explore non-traditional revenue sources for financing of the SDGs.
- iv. An adequate and credible monitoring mechanism requires national statistical agencies, which have the requisite capacities to ensure availability of the required quality data set to enable management and tracking of the SDGs indicators.

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Appendix Tables

Appendix Table 1: Five Main Societal Attributes Desired in *Tanzania Development Vision of 2025*

Attribute 1: High Quality Livelihood	Attribute 2: A Country with Peace, Stability and Unity	Attribute 3: Good Governance	Attribute 4: A Well Educated and Learning Society	Attribute 5: A Strong and Competitive Economy Capable of Generating Sustainable Growth
Having a people-	Enjoyment of	Cherished good	A nation whose	Created a strong,
centered development based on sustainable	peace, political	governance and rule of law in the	people are ingrained	diversified, resilient
and shared growth and	stability, national unity and social	process of creating	with positive developmental	and competitive economy which can
free from abject poverty.	cohesion in an	wealth and sharing	mindset and	effectively cope with
A society where the	environment of	benefits in society.	competitive spirit	the challenges of
creation of wealth	democracy and	People empowered	driven by education	development and
and its distribution	political and	with capacity to	and knowledge.	also adapt to the
is equitable and free	social tolerance.	make their leaders	A society whose	changing market
from inequalities	Cultivating and	and public servants	people are creative	and technological
and all forms of	maintaining these	accountable,	and innovative	conditions in the
social and political	desired attributes	rewarding good	and with a culture	regional and global
relations, which inhibit	as important	performance and	which cherishes	economy
empowerment and effective democratic	pillars	effectively curbing	human development	
and popular		corruption and other vices in	through hard work, professionalism,	
participation of all		society	entrepreneurship	
social groups in society		Society	and ingenuity	

Source: The Tanzania Development Vision 2025, pp.2-5 (URT 1999).

Appendix Table 2: Tanzania Development Vision of 2025: Goals and Targets

Goal 1: Attaining High Quality Livelihood	Goal 2: Attaining Good Governance and the Rule of Law	Goal 3: Building a Strong and Competitive Economy
Target 1: Attaining food self-sufficiency and food security, measured by self-sufficiency ratio and reduction of food insecure households, reduced level of malnutrition Target 2: Attaining universal primary education (UPE), measured by enrolment rate of school-age children and completion rate by gender Target 3: Realising gender equality and empowerment of women, measured by, among other things, women participation in leadership and in the formal sector Target 4: Access to quality primary health care, measured by availability of such services to the population of different age groups and social status affected by endemic diseases such as TB	Target 1: Desirable moral and cultural uprightness, measured by proportion of population in drugs abuse, marital tensions, perception index of status of moral inwardness, etc. Target 2: Strong adherence and respect for the rule of law, measured by proportion of law breaking citizens through reported civil and criminal cases, incidences of breakdown of social order such as violent demonstrations, proportion of residents in remand and prisons delayed cases Target 3: Absence of corruption and other vices; measured by number of apprehended and prosecuted cases of corruption; proportion of leaders adhering to code of ethics	Target 1: A diversified and semi-industrialised economy, measured by the diversified nature of different sectors' contribution to GDP, foreign exchange, level of value addition of exported goods and employment generation Target 2: Achieved macroeconomic stability manifested by a low inflation rate, preferably below 5 per cent per annum, and basic macro-economic balances as measured by monetary and fiscal indicators (interest rates, fiscal deficit as proportion of GDP, etc.) Target 3: A growth rate of 8
and HIV/AIDS, etc. Target 5: Access to quality reproductive primary health, measured by access by women to reproductive clinical services, etc Target 6: Reduction of infant and maternal mortality, measured by survival rate of infants, under-fives and mothers; reduced malnutrition rates	Target 4: A learning society which is confident, learns from its own development process and that of others; and owns and determines its own development agenda	per cent per annum or more Target 4: An adequate level of physical infrastructure needed to cope with the requirements of all sectors, measured by rail and road density, proportion of people connected to electricity, per capita consumption of electrical energy, etc.)

(Appendix Table 2 contd.)

(Appendix Table 2 contd.)

Goal 1: Attaining High Quality Livelihood	Goal 2: Attaining Good Governance and the Rule of Law	Goal 3: Building a Strong and Competitive Economy
Target 7: Universal access to safe water, measured by distance to safe water by households, etc.		
Target 8: Life expectancy comparable to middle income population, measured by life expectancy at birth and average years of life		
Target 9: Absence of abject poverty, measured by proportion of population who cannot afford basic human needs, including having adequate meals		

Source: The Tanzania Development Vision 2025, p. 12-14 (URT 1999).

Appendix Table 3: Sustainable Development Goals (SDGs)

Sl.	SDGs
1	Poverty - End poverty in all its forms everywhere
2	Food - End hunger, achieve food security and improved nutrition and promote sustainable agriculture
3	Health - Ensure healthy lives and promote well-being for all at all ages
4	Education - Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
5	Women - Achieve gender equality and empower all women and girls
6	Water - Ensure availability and sustainable management of water and sanitation for all
7	Energy - Ensure access to affordable, reliable, sustainable and modern energy for all
8	Economy - Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
9	Infrastructure - Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
10	Inequality - Reduce inequality within and among countries
11	Habitation - Make cities and human settlements inclusive, safe, resilient and sustainable
12	Consumption - Ensure sustainable consumption and production patterns
13	Climate - Take urgent action to combat climate change and its impacts
14	Marinosystems - Conserve and sustainably use the oceans, seas and marine resources for sustainable development
15	Ecosystems - Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
16	Institutions - Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
17	Sustainability - Strengthen the means of implementation and revitalize the global partnership for sustainable development

 $\textbf{Source:} \ http://www.un.org/sustainable development/sustainable-development-goals$

Appendix Table 4: Harmonisation of SDGs and the National Development Agenda

Sn	National Policy Frameworks: FFYDP I Goals	SDGs
1	Sustain high economic growth	 No poverty (1) Zero hunger (2) Decent work and economic growth (8) Reduced inequalities (10)
2	Maintain price stability	No poverty (1)Zero hunger (2)Reduced inequalities (10)
3	Strengthen financial intermediation and financial stability	No poverty (1)Zero hunger (2)Reduced inequalities (10)
4	Strengthen balance of payment position	No poverty (1)Zero hunger (2)Reduced inequalities (10)
5	Pursue prudent fiscal policy and secure financing of the medium term plan.	 No poverty (1) Zero hunger (2) Reduced inequalities (10) Partnerships for the Goals (17)
6	Maintain public debt at a sustainable level	No poverty (1)Zero hunger (2)Reduced inequalities (10)
7	Modernisation, commercialisation and productivity enhancement	 No poverty (1) Zero hunger (2) Reduced inequalities (10) Responsible consumption and production (12) Life below water (15)
8	Enhance transformation of the country's production and export structure commensurate with obtaining demand patterns in the domestic, regional and global markets	 No poverty (1) Zero hunger (2) Reduced inequalities (10) Responsible consumption and production (12)
9	Enhance mining sector contribution in the economy	No poverty (1)Zero hunger (2)Reduced inequalities (10)
10	Ensure adequacy and reliability of water supply to key production activities	 No poverty (1) Zero hunger (2) Clean water and sanitation (6) Reduced inequalities (10) Responsible consumption and production (12)
11	Increas the productivity and efficient use of land. Promote an equitable distribution of and access to land	 No poverty (1) Zero hunger (2) Reduced inequalities (10) Sustainable cities and communities (11)
12	Facilitate the road transport corridor development through construction, rehabilitation and maintenance so as to optimise the flow of goods and services to strategic sectors/areas	No poverty (1)Zero hunger (2)Reduced inequalities (10)
13	Creation of competitive and reliable railway system to enable exploitation or/and transportation of bulky natural resources and evacuation of products, especially where long distance transport is involved	 No poverty (1) Zero hunger (2) Reduced inequalities (10) Life below water (15)
14	Improve quality, efficiency and reliability of water transport services and integrate it with other transport networks through multi-skill training, modernisation of ports, increased automation and computerisation, and through upgraded management processes and procedures	 No poverty (1) Zero hunger (2) Reduced inequalities (10)

(Appendix Table 4 contd.)

(Appendix Table 4 contd.)

Sn	National Policy Frameworks: FFYDP I Goals	SDGs
15	Promote a high quality, competitiveness and integrated national, regional and international air transport network in order to enjoy the benefit of economies of scale	No poverty (1)Zero hunger (2)Reduced inequalities (10)
16	Develop reliable, economically accessible and appropriately priced energy supplies to facilitate the development of other activities in the economy while ensuring environmental sustainability	 No poverty (1) Zero hunger (2) Affordable and clean energy (7) Reduced inequalities (10) Climate action (13) Life below water (15)
17	Enhance use of ICT by availing communication networks to public to meet domestic demand as well as regional and international business	No poverty (1)Zero hunger (2)Reduced inequalities (10)
18	Human capital development (education and skills development): Re-orient human capital development towards achieving the development goals in the key productive sectors (agriculture, mining, and manufacturing) and economic infrastructure (energy, ICT, and transport).	 No poverty (1) Zero hunger (2) Quality education (4) Industry, innovation and infrastructure (9) Reduced inequalities (10) Sustainable cities and communities (11)
19	Increase accessibility to health services, based on equity and gender balanced needs, improve quality of health services; strengthen management of the health system, and develop policies and regulations on human resources for health and social welfare coherent with government policies	 No poverty (1) Zero hunger (2) Good health and well-being (3) Gender equality (5) Reduced inequalities (10)
20	Mobilise public efforts and opinion towards zero tolerance to corruption, improved and strengthened leadership and governance systems	 No poverty (1) Zero hunger (2) Reduced inequalities (10) Peace and justice; strong institutions (16)

Source: URT (2012).



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Website: www.southernvoice.org **E-mail:** info@southernvoice.org



Centre for Policy Dialogue (CPD)

House - 6/2 (7th & 8th floors), Block - F Kazi Nazrul Islam Road, Lalmatia Housing Estate Dhaka - 1207. Bangladesh

Telephone: (+88 02) 9141734, 9141703, 9126402, 9143326 & 8124770 Fax: (+88 02) 8130951; E-mail: info@cpd.org.bd Website: www.cpd.org.bd