

# Tanzania

## 2004



**Consolidated Appeals Process (CAP)**



UNITED NATIONS



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The CAP is much more than an appeal for money. It is an inclusive and coordinated programme cycle of:

- strategic planning leading to a Common Humanitarian Action Plan (CHAP);
- resource mobilisation;
- coordinated programme implementation;
- joint monitoring and evaluation;
- revision, if necessary; and
- reporting on results.

The CHAP is a strategic plan for humanitarian response in a given country or region and includes the following elements:

- a common analysis of the context in which humanitarian action takes place;
- an assessment of needs;
- best, worst, and most likely scenarios;
- stakeholder analysis, i.e. who does what and where;
- a clear statement of longer-term objectives and goals;
- prioritised response plans; and
- a framework for monitoring the strategy and revising it if necessary.

The CHAP is the foundation for developing a Consolidated Appeal or, when crises break or natural disasters occur, a Flash Appeal. The CHAP can also serve as a reference for organisations deciding not to appeal for funds through a common framework. Under the leadership of the Humanitarian Coordinator, the CHAP is developed at field level by the Inter-Agency Standing Committee (IASC) Country Team. This team mirrors the IASC structure at headquarters and includes UN agencies, and standing invitees, i.e. the International Organization for Migration, the Red Cross Movement, and NGOs that belong to ICVA, Interaction, or SCHR. Non-IASC members, such as national NGOs, can be included, and other key stakeholders in humanitarian action, in particular host governments and donors, should be consulted.

The Humanitarian Coordinator is responsible for the annual preparation of the consolidated appeal *document*. The document is launched globally each November to enhance advocacy and resource mobilisation. An update, known as the *Mid-Year Review*, is presented to donors in June of each year.

Donors provide resources to appealing agencies directly in response to project proposals. The **Financial Tracking Service (FTS)**, managed by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), is a database of donor contributions and can be found on [www.reliefweb.int/fts](http://www.reliefweb.int/fts)

In sum, the **CAP is about how the aid community collaborates to provide civilians in need the best protection and assistance available, on time.**

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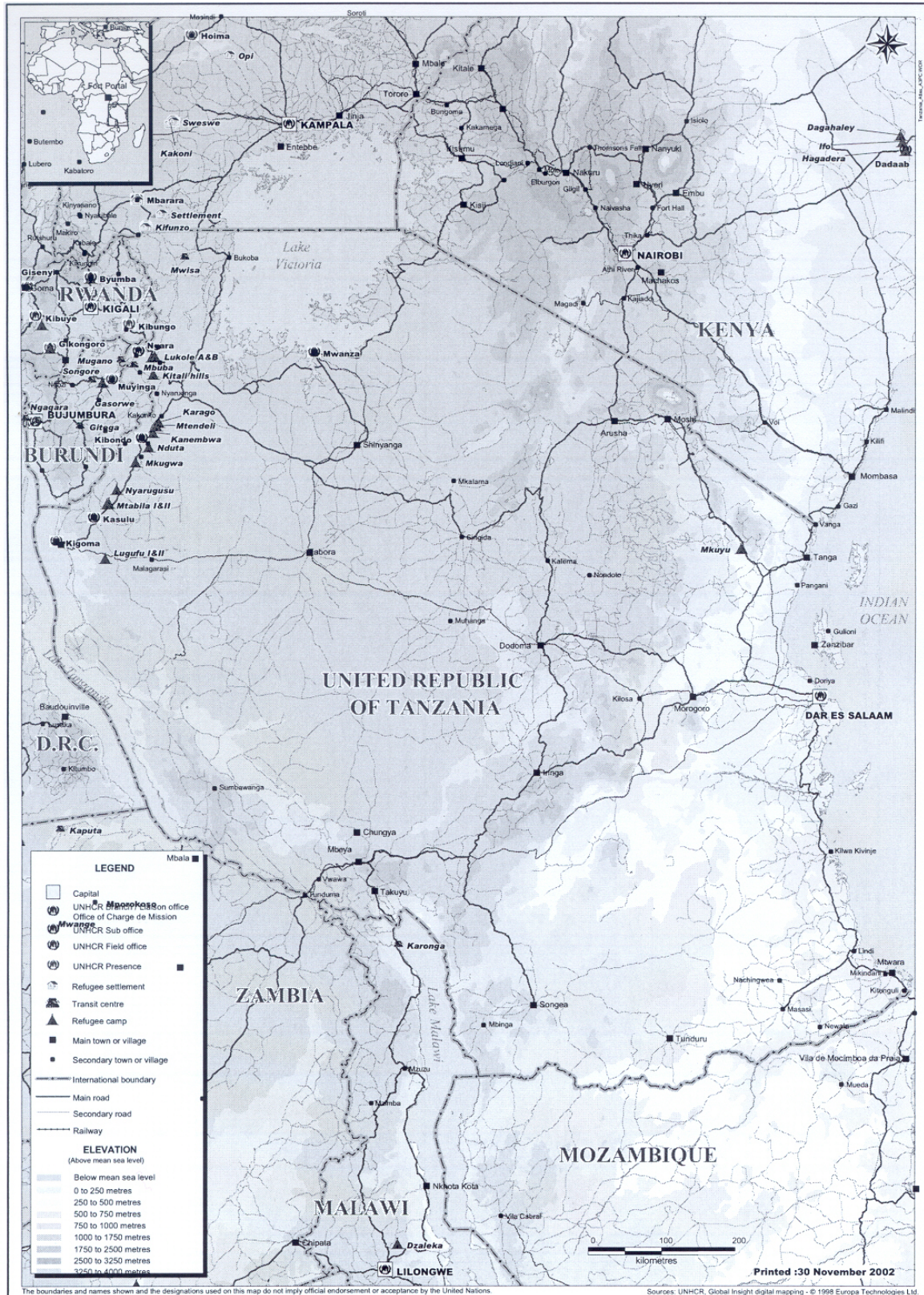
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# TABLE OF CONTENTS

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1. EXECUTIVE SUMMARY.....	1
2. IMPACT OF FUNDING LEVELS ON CHAP IMPLEMENTATION .....	2
3. REVIEW OF SCENARIOS AND TRENDS .....	2
4. STRATEGIC GOALS .....	3
5. RESPONSE PLANS.....	3
6. CONCLUSION.....	4
ANNEX I.	
TABLE I. SUMMARY OF REQUIREMENTS AND CONTRIBUTIONS.....	5
BY APPEALING ORGANISATION AND BY SECTOR .....	5





## **1. EXECUTIVE SUMMARY**

In late 2003, the United Nations Country Team (UNCT) in Tanzania had resolved to undertake an inter-agency Consolidated Appeal Process (CAP) for the year 2004 that would incorporate appeals for both humanitarian and short- to medium-term development interventions.

This review evaluates the first six months implementation of the 2004 CAP. It is imperative to recognise that the common humanitarian appeal and planning process is still at a nascent stage in Tanzania. Therefore, six months into its implementation, little information is available on the actual impact of the Common Humanitarian Action Plan (CHAP) and the projects ensuing from it.

The UNCT has slightly revisited the most likely scenario, taking into account increasing repatriation figures and an improving food security situation. But overall, strategic goals for the second half of 2004 have not been changed nor have projects been revised or added.

The first six months have, to a greater extent, been used to complete the formulation of programmes and mobilise resources from partners and trust funds. To this end, resource mobilisation remains a key challenge and constraining factor. The UNCT is convinced that the support of the Office for the Coordination of Humanitarian Affairs (OCHA) in presenting the Tanzania 2004 CAP and Mid-Year Review (MYR) to the donor community has had and will continue to have a positive impact. The United Nations Development Programme (UNDP) has mobilised approximately 17% of its CAP requirements, largely from UNDP internal resources. Although the United Nations High Commissioner for Refugees (UNHCR) is preparing another appeal in response to new repatriation scenarios, it has so far received 48.6% of its requirements under the 2004 Tanzania CAP. The Inter-agency Task Force continues to undertake joint efforts for resource mobilisation with limited success.



## 2. IMPACT OF FUNDING LEVELS ON CHAP IMPLEMENTATION

Programmes undertaken by UNHCR, UNICEF and to a lesser extent UNDP, which were ongoing previous to the formulation of the 2004 CAP, continued to be implemented into the current year. However, programme coverage, with the exception of UNHCR, has been to a large extent limited by lack of either donor funding or donor response. The World Health Organization (WHO) is supporting refugees' programmes through its own regular budget resources.

The outcome of funding shortfalls has meant that Food and Agriculture Organization (FAO) and United Nations Educational, Scientific and Cultural Organization (UNESCO) have been unable to start their respective programmes under the Common Humanitarian Action Plan (CHAP). Implementation of these programmes is contingent on positive donor funding.

The Inter-agency Task Force on Northwestern Tanzania has started joint resource mobilisation efforts at country level and through individual agency headquarters. UNICEF, UNDP and FAO have submitted a joint proposal to the Japanese Human Security Trust Fund. Joint efforts are also underway to approach key donors with representation in Dar es Salaam. However, the development cooperation context in Tanzania is changing and is affecting the mobilisation of resources for area-based programmes such as the one for Northwestern Tanzania. The shift in orientation is particularly affecting development programmes going into refugee-affected areas. The Government's agenda following the Rome Declaration on Harmonisation and Development Partnerships emphasizes that donors should harmonise bilateral aid with government process, in this case, including direct support through the national budget and the National Poverty Reduction Strategy. This new funding environment makes it difficult for the CAP to operate. The United Nations Country Team (UNCT), in the context of its review of the United Nations contribution to the humanitarian / development needs in Tanzania shall further reflect on these changes and determine a way forward given the new orientation in the operating environment.

## 3. REVIEW OF SCENARIOS AND TRENDS

The Inter-agency Task Force on Northwestern Tanzania met on 6 May 2004 to review the scenarios embedded in the 2004 CAP. Overall, the Task Force is of the view that scenarios envisaged by the UNCT when preparing the CAP in November 2003 have not been significantly changed. The 'Most Likely' scenario was slightly revisited incurring the following humanitarian consequences:

### *Refugees and repatriation*

- **Increase of Repatriation figures.** As of mid-year, the emphasis on repatriation has changed with higher repatriation figures than those projected by UNHCR in 2003. The CAP planned for 60,000 returnees in 2004 while current estimates by UNHCR are between 75,000 and 80,000.<sup>1</sup>
- The scenario related to the urgent need of **establishment of a new Congolese camp** is no longer to be treated as an issue as there has been modest or no increases in Congolese refugee population, and that additional camp space is being freed as repatriation of Burundi refugees continues. As a consequence, **concerns of the Government of Tanzania and potential for strained relations with the international community** have been reduced as they revolved around the Congolese refugees campsite issue and the possibility of *refoulement* or denying asylum to new Congolese arrivals.

With regard to the repatriation of Burundian refugees, additional camp space is becoming available. However, the UNCT recognises that there will be a need for continued dialogue to discuss and address the legitimate security concerns of the Government of Tanzania. There should be advocacy on protection issues and the Government of Tanzania should be provided with additional information on the UNCT's contribution to the refugee-affected areas.

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<sup>1</sup> The actual numbers of returnees is contingent on a number of factors including the pace of political transition in Burundi and the capacity for integration of returnees.



- **The level of tension** between refugees on the one hand and local communities and by extension Local Government Authorities on the other has declined in the last six months. The commencement of facilitated repatriation is the main factor behind this positive trend. However, tensions are likely to rise again when those who are eager to return go in the first wave, while some who are unsure remain behind at the risk of being accused of disrupting regional peace initiatives. UNDP has initiated a small arms proliferation control programme as a measure to reduce tensions between refugees and local communities.
- The region is now experiencing prospects of more effective **peace processes that address the root causes of refugee presence**. An international Great Lakes Region Peace Conference will be held in Tanzania in the next six months addressing the governance, development and human security nexus and finding long-term solutions to the protracted conflict in the Great Lakes Region.

#### ***Food security and epidemiological situation***

- **The drought and food security situation** in the country is less acute than expected because of favourable rainfall across most of the country. Northwestern Tanzania was not affected by drought in the last six months but World Food Programme (WFP) was unable to purchase food from local farmers due to general inadequate food stocks in the country. In January, over 8,000 MTs of various food aid commodities were distributed to 486,763 beneficiaries living in western Tanzania as part of the Regional Great Lakes Appeal. As of mid-year, WFP's Protracted Relief and Recovery Programme (PRRO) serves approximately 450,000 beneficiaries receiving 7,933 MTs of food per month. The reduction of beneficiaries is due to facilitated repatriation, primarily to Burundi.
- Host communities in western Tanzania continue to receive support from the PRRO. The programme started by assisting some 11,000 host community beneficiaries as planned and has since expanded to 13,000 through programmes such as hospital, therapeutic and supplementary feeding as well as food-for-work and school feeding. As of mid-year, the PRRO utilised just under-80 MTs of various commodities for programmes in the host communities.
- Isolated cases of human and livestock **epidemics** persist with cases of new outbreaks affecting animals being reported.

## **4. STRATEGIC GOALS**

The strategic goals for the Tanzania CAP are of a longer-term nature, ranging between two to five years. They have, therefore, not been affected by major changes in view of the current context. As the UNCT is still mobilising themselves to start implementing programmes, no monitoring, assessment mission or research has been done on implementation of the CAP.

## **5. RESPONSE PLANS**

The Tanzania CAP integrated appeals for humanitarian and short to medium-term development needs for both the refugee and host population in Northwestern Tanzania. The implementation of response plans over the past six months has been fairly insignificant, mostly because of funding shortfalls. The UNCT will soon determine how to scale down response plans to avoid raising expectations that cannot be met. One option under such a strategy would be to roll out the response plans into a multi-year framework and then concentrating on reviewing, updating, advocating and appealing for resources on an annual basis.

## **6. CONCLUSION**

The UNCT is recommending the formulation of a lighter CAP for 2005. The 2005 CAP would have to draw lessons from weaknesses, obstacles, as well as strengths and opportunities presented by the 2004 CAP.

Mobilisation of resources remains the main priority to be addressed by the UN system in Tanzania during the next six months. Additionally, the 2004 CAP was primarily developed to enhance the coordination of UN system's efforts to maximise impact in Northwestern Tanzania. This objective, however, has been held back due to inadequate staffing dedicated to facilitate coordination and reporting in the context of the CAP. Adequate allocation of resources in the coordination sector is, therefore, also a priority for the remainder of the appeal period.

## ANNEX I.

**Table I. Summary of Requirements and Contributions  
By Appealing Organisation and By Sector**

**Consolidated Appeal for  
Tanzania (United Republic of) 2004**  
Summary of Requirements and Contributions  
By Appealing Organisation  
as of 25 May 2004

Compiled by OCHA on the basis of information provided by the respective appealing organisation.

Appealing Organisation	Original Requirements	Revised Requirements	Contributions	Pledges	Carryover	Total Resources Available	Unmet Requirements	% Covered
FAO	806,632	806,632	-	-	-	-	806,632	- %
UNDP	2,100,000	2,100,000	350,000	-	-	350,000	1,750,000	16.7%
UNESCO	998,000	998,000	-	-	-	-	998,000	- %
UNHCR	27,361,875	27,361,875	13,216,652	-	88,441	13,305,093	14,056,782	48.6%
UNICEF	4,187,232	4,187,232	-	-	-	-	4,187,232	- %
UNICEF/WHO	3,312,448	3,312,448	-	-	-	-	3,312,448	- %
<b>Grand Total</b>	<b>38,766,187</b>	<b>38,766,187</b>	<b>13,566,652</b>		<b>88,441</b>	<b>13,655,093</b>	<b>25,111,094</b>	<b>35.2%</b>

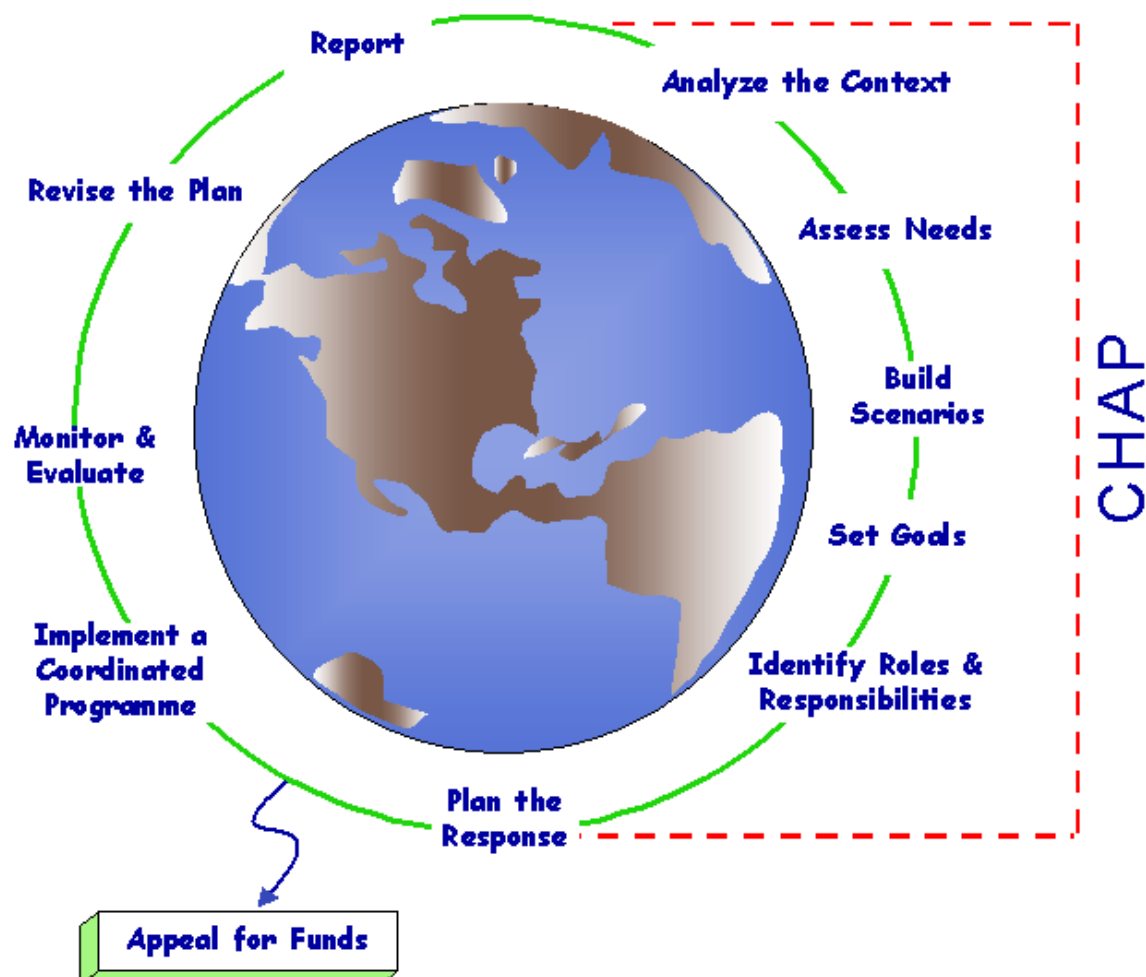
**Consolidated Appeal for  
Tanzania (United Republic of) 2004**  
Summary of Requirements and Contributions  
By Sector  
as of 25 May 2004

Compiled by OCHA on the basis of information provided by the respective appealing organisation.

Sector Activity	Original requirements	Revised requirements	Contributions/ Pledges/ Carryover	Unmet requirements	% Covered
AGRICULTURE	1,406,632	1,406,632	-	1,406,632	0.0 %
COORDINATION AND SUPPORT SERVICES	1,350,000	1,350,000	125,000	1,225,000	9.3 %
ECONOMIC RECOVERY AND INFRASTRUCTURE	2,324,288	2,324,288	125,000	2,199,288	5.4 %
EDUCATION	2,472,720	2,472,720	-	2,472,720	0.0 %
HEALTH	2,552,400	2,552,400	-	2,552,400	0.0 %
MULTI-SECTOR	27,361,875	27,361,875	13,305,093	14,056,782	48.6 %
PROTECTION/HUMAN RIGHTS/RULE OF LAW	810,480	810,480	100,000	710,480	12.3 %
WATER AND SANITATION	487,792	487,792	-	487,792	0.0 %
<b>Grand Total:</b>	<b>38,766,187</b>	<b>38,766,187</b>	<b>13,655,093</b>	<b>25,111,094</b>	<b>35.2%</b>

# The Consolidated Appeals Process:

*an inclusive, coordinated programme cycle in emergencies to:*



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