

Final Report

Evaluation of Tanzania UNDAF 2011-2016

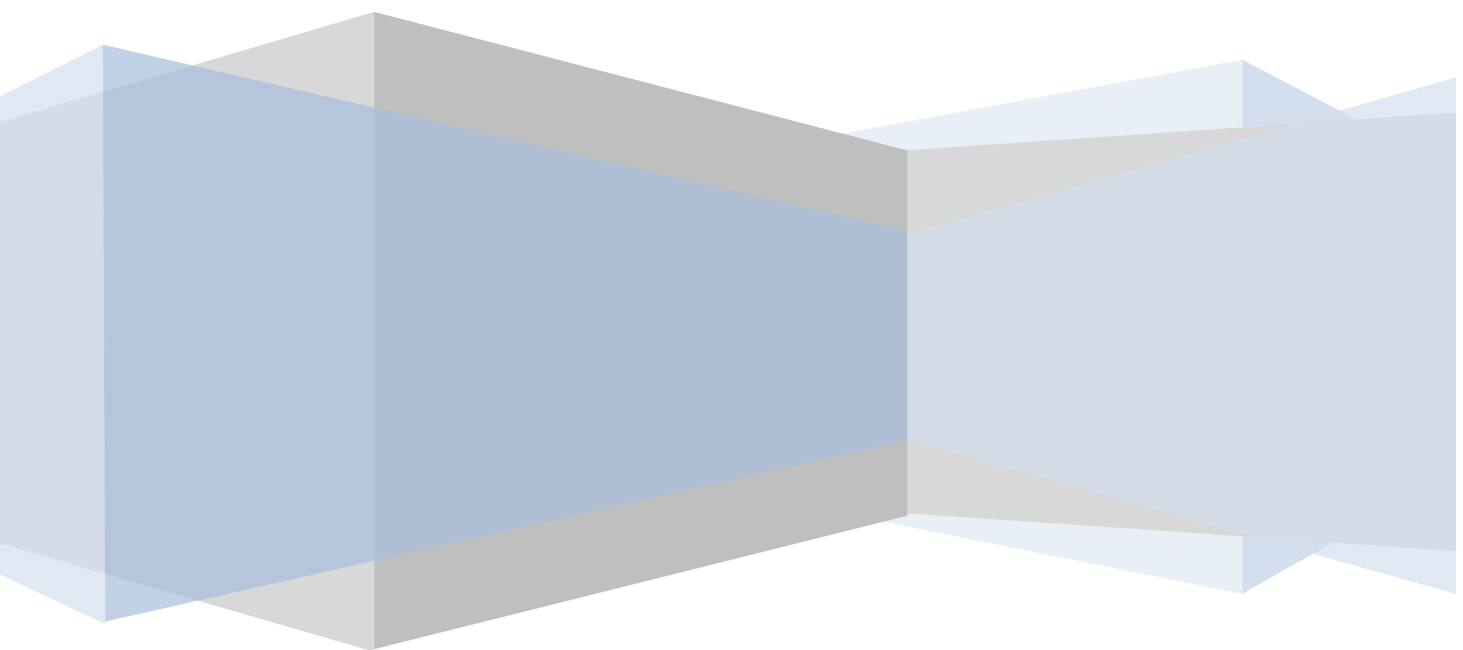


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List of Acronyms

AWP	Annual Work Plan
BRN	Big Results Now
CBO	Community-Based Organization
CSO	Civil Society Organization
DaO	Delivering as One
DP/G	Development Partners/ Group
EAC	East African Community
EMOC	Emergency Obstetrics Care
EPRP	Emergency Preparedness and Response Plans
FAO	Food and Agriculture Organization (of the United Nations)
GBV	Gender Based Violence
GEWE	Gender Equality and Women's Empowerment
GoT	Government of the United Republic of Tanzania
HACT	Harmonized Approach to Cash Transfers
HDI	Human Development Index
HIV/AIDS	Human Immuno Virus/Acquired Immune Deficiency Syndrome
HRBA	Human Rights-Based Approach
ICT	Information and Communication Technology
IECD	Integrated Early Childhood Development
IMIS	Integrated Management Information System
ILO	International Labour Organization
INSET	In-Service Education and Training
IOM	International Organization for Migration
IP	Implementing Partner
PIPE	Integrated Post Primary Education
JP	Joint Programme
JSC	Government and UN Joint Steering Committee (for UNDP)
LGAs	Local Government Authorities
MAIR	MKUKUTA Annual Implementation Report
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDG/R	Millennium Development Goals/Report
MKUKUTA	Kiswahili acronym of the National Strategy for Growth and Reduction of Poverty (NSGRP)
MKUZA	Kiswahili acronym of the Zanzibar Strategy for Growth and Poverty Reduction
MLEYD	Ministry of Labour, Employment and Youth Development
MoEVT	Ministry of Education and Vocational Training
MoF	Ministry of Finance
MoHA	Ministry of Home Affairs
MoHSW	Ministry of Health and Social Welfare
MoLDF	Ministry of Livestock Development and Fisheries
MoNRT	Ministry of Natural Resources and Tourism
MoTI	Ministry of Trade and Industry
MoU	Memorandum of Understanding
MP	Member of Parliament
MTEF	Medium Term Expenditure Framework
NBS	National Bureau of Statistics
NGO	Non-Governmental organization
NRA	Non-resident Agency
OMT	Operational Management Team

ODA	Official Development Assistance
PLWHA	People Living with HIV and Aids
PMO-RALG	Prime Minister's Office - Regional Administration and Local Government
PMTCT	Prevention of Mother-to-Child Transmission (of HIV)
PHDR	Poverty and Human Development Report
POMT	Programme and Operations Management Team
POPC	President's Office Planning Commission
PRS/P	Poverty Reduction Strategy/ Paper
PUN	Participating United Nations agency
PWG	Programme Working Group
PPP	Public Private Partnerships
RCO	Resident Coordinator/Office (of the United Nations)
RGoZ	Revolutionary Government of Zanzibar
RMS	Results Monitoring System
SAGCOT	Southern Agricultural Growth Corridor of Tanzania
SDG	Sustainable Development Goals
Sheias	Zanzibar Local Government Authorities
SLM	Sustainable Land Management
SMEs	Small and Medium-sized Enterprises
SPARNEST	Strengthening the Protected Area Network in Southern Tanzania
SWAP	Sector Wide Approach to Programming
TACAIDS	Tanzania Commission for HIV&AIDS
TASAF	Tanzania Social Action Fund
TDHS	Tanzania Demographic and Health Survey
THIMS	Tanzania HIV/AIDS and Malaria Indicator Survey
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNAIDS	United Nations Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNCMT	United Nations Country Management Team
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNV	United Nations Volunteers
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VCT	Voluntary Counseling and Testing
2 nd VPO	Second Vice President's Office (formerly Chief Minister's Office, Zanzibar)
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organization
ZAC	Zanzibar Aids Commission
ZAWA	Zanzibar Water Authority
ZMoLPEEC	Ministry of Labour, Peoples Economic Empowerment and Cooperatives
ZSP	Zanzibar Social Protection Policy

Executive Summary

Background, context and objectives

This independent evaluation was commissioned jointly by the Government of Tanzania and the UN Country Team in Tanzania (UNCT) to assess the implementation of the 2011-2015 United Nations Development Assistance Plan (UNDAP) for Tanzania., extended for one year to fit the country's planning cycle. The evaluation complies with the standard UN requirement that all country programmes should undergo a final evaluation. However, the UNDAP differs in significant ways from the standard programming approach of other countries, based on the UN Development Assistance Framework (UNDAF), and this evaluation could therefore not reference standard UNDAF Final Evaluation reports.

As set out in the Terms-of-Reference, the evaluation is intended to serve three major purposes: (1) as an exercise in accountability – to the Government of Tanzania, national stakeholders, Development Partners and to the UN system as a whole – to assess the contribution of UN agencies in Tanzania to national development priorities; and (2) to determine lessons learnt in assessing and summarizing what has worked and what has worked less well, and on that basis (3) to present actionable recommendations that will inform UN system agencies and the Government of Tanzania in the preparation of the next programme of cooperation.

The design of the programmatic content, implementation arrangements and governance structure of the UNDAP follows on experience from the previous programme cycle. In 2007, Tanzania and the UNCT volunteered and were designated as one of eight countries, to pilot the “delivering as one” (DaO) approach. Through the UNDAF 2007-2011, the UNCT set out to give effect to the vision embodied in DaO by developing 11 Joint Programmes in the areas of common interest, representing about 34 % of all UN system activities in Tanzania. In preparing the UNDAP, the UNCT and its national partners set out in a significantly different direction to achieve greater coherence among agencies for greater impact and responsiveness to the national development agenda.

The UNDAP is unique in the UN system in that it integrates all activities of all UN agencies into one integrated results-based management framework, that is aligned with the national goals and priorities of the MKUKUTA II and MKUZA II development strategy frameworks. Another key feature and complexity of the UNDAP is that it incorporates the inter-agency management and coordination arrangements, and captures key dimensions of these in ten related DaO Outcomes which form part of the overall results matrix.

Scope, methodology and organization of work

The scope of the evaluation is defined as an assessment of the Programme's contribution to national development results through a sampling of 20 outcomes across the ten PWG Programme Working Group (PWG) areas; and an assessment of all ten DaO outcomes, and on that basis an overall assessment of the value-added of the DaO dimension and governance arrangements. In addition, the evaluation has been tasked with assessing how the UNDAP in the programme and management arrangements addresses a number of special issues, notably as regards integration of UN programming principles and cross-cutting issues.

The evaluation has applied the standard OECD/DAC evaluation criteria of relevance, effectiveness/efficiency and sustainability to the programme assessments. Given the particular characteristics of the UNDAF it has not been possible to only apply these criteria strictly and only to higher-level findings, and doing so would not do full justice to the range and depth of UN activities implemented.

During data collection and analysis, the evaluation team has drawn on the following main sources of information:

- an extensive range of documents, mainly from official government and UN sources;
- interviews and group meetings with a broad range of UN, government, development partners, civil society stakeholders; as counterparts, implementing partners and target beneficiaries;
- Of particular significance have been missions to Zanzibar and six regions of the mainland (Dodoma/Iringa, Mwanza/Kigoma, and Kilimanjaro/Arusha) in order to complement the Dar-based/Headquarters perspective with an assessment of programme implementation on the ground.

A detailed Inception Report outlines the tools and methods applied during the evaluation. In short, findings and recommendations are based on a triangulation of data and information from written and oral sources covering different stakeholder groups, to direct observation and verification.

The evaluation team commenced its work on 8 December 2014. The work was divided into the following main stages and benchmarks: Inception Report by 9 January; data collection, interviews and missions to Zanzibar and regions, analysis and presentation of Preliminary Findings by 6 March; preparation of Draft Final Report by 29 March. The team consisted of an International Team Leader, an international and two national experts.

Programme findings and recommendations

The UNDAF programme has 58 outcomes divided into three clusters: economic growth/environment; social well-being, and governance/combined with refugees and emergencies; which are sub-divided into 10 sectoral PWGs. Departing from a review and causality analysis of the MKUKUTA/MKUZA, the programme is structured into results chains linking key actions, outputs, outcomes to the corresponding national high-level goals. These form the basis for preparing annual work plans that are monitored and reported on twice a year. that encompass the main key actions of individual agencies, which are monitored and reported on twice per year.

Guidelines and the evolving practice allow for adjustments of targets and indicators to adapt to changing needs and requirements in the national context. The objectives of this design are to align all system activities behind common outcomes to maximize impact and effect, and the closest possible relevance to the goals expressed in the national framework. The UNDAF is unique in developing this kind of inclusive programming framework, all the more significant considering the wide-spread focus and mandates of the two dozen UN agencies included in the plan.

From the perspective of delivering as one, the UNDAF brings relevant UN agencies and their lead practitioners in the field working together in sectorally/thematically defined clusters or working groups in support of common outcomes and engaging in technical discussions and exchanges about relevant strategies and approaches, and monitoring and reporting together. The evaluation found, however, that there are significant differences between the different PWGs in the degree to which this translates into operational collaboration

where the different key actions implemented by separate agencies are coordinated according to a common plan.

This is due to the fact that the UNDAP common work plans are not really designed from the bottom up with activities and outputs defined on the basis of a theory of change, but are to a large extent the product of retro-fitted pre-existing agency-specific plans and projects. In this sense the UNDAP work plans are the sum of individual agency work plans and projects, and about 60% of UNDAP outputs are single agency-based.

The underlying theory of DaO is that UN agencies have an underused potential in terms of synergies and complementarities between their technical/sectoral areas of competence and functional roles, which can be released by working within a commonly defined results framework. The evaluation found multiple examples of this arrangement bringing value by participating UN agencies discovering and defining opportunities for a productive division of roles and tasks in relation to a larger objective, for “parallel” implementation, if not truly joint implementation.

The UNDAP is not only a highly differentiated comprehensive programme with the combined activities of some 30 UN agencies covering ten major sectors/themes. It is also in financial terms one of the largest programmes globally in the UN system, and has benefited from substantial donor support, both mobilized by individual agencies as non-core resources, but also significantly through the One UN Fund trust fund mechanism. The One UN Fund has played an important role as a more discretionary fund in strategic gap-filling that has allowed critical areas to be addressed but for which funding was not available.

The One Fund has served as a synergizing element bringing participating UN agencies together to define priorities and gaps, by allowing in particular smaller and non-represented agencies that would otherwise not have had an opportunity to contribute to the UNDAP, to provide specific key inputs thereby adding value to the overall effort (e.g., UNCTAD and ITC in trade-promotion).

Although large in financial terms and comprehensive in substantive areas covered, when the programme is implemented across the geographical expanse of Tanzania and over six years, applied over the range of relevant GoT MDA and LGA structures it is, however, also very thinly spread. This raises concerns about overall impact, effectiveness/efficiency and risks undermining longer-term sustainability. This issue becomes particularly apparent when the UNDAP is seen from the perspective of actual implementation on the ground in different locations.

During the field missions the evaluation team found much evidence of individual projects of high quality, much appreciated by local stakeholders and beneficiaries, relevant to local development challenges; but also evidence that these same activities planned and implemented by different agencies, at different times, in the same sector had little apparent operational linkages, or at least that these were not evident from the perspective of end-recipients.

Clearly, there would be benefits to be gained by combining the “joint planning” in sectoral working groups with a geographical planning dimension to identify locations with particular development needs where related activities could be focused and implemented in a more coordinated fashion for greater potential impact and operational efficiency.

The UNDAP spans a vast range of implementation modalities and means of action. However, the main thrust, and a majority of the 20/58 outcomes in the results matrix are formulated at the policy level. This is a natural choice for the UN, builds on its long-established strong role as a trusted partner of the GoT, and the strength of UN agencies as value-based organizations with normative mandates. It is also the most effective way for the UN to leverage its modest financial resource base for larger results. The UNDAP's outcomes are well targeted, and relevant to clear national priorities in areas where individual UN agencies have relevant experience and therefore have potential for significant impact.

It is also true, however, that from a broad range of stakeholders, including GoT Ministries and sectoral authorities, local government officials, development partners, and from within the UN itself, a recurrent observation is that the main challenge in Tanzania is not a lack of good policies, strategies and plans, but implementation of these into reality. This entails issues of institutional and manpower capacity building and financial resources.

The need to address these issues concurrently are only too apparent and concrete when witnessing reality on the ground and the challenges faced at the level of schools, health centers and other ultimate targets for the UNDAP's policy oriented work. The UNDAP also contains a great many outcomes and supporting outputs and key actions that address the gap between policy and on-the ground implementation in the form of various kinds of capacity-building activities across the sectoral spectrum and from the level of national institutions to community level actors. Many of these have a limited geographical or institutional scope, as models or pilots that are intended to inform policies and plans for wider application and scaling-up.

The overall impression is that the UNDAP with its extensive scope and reach is trying to do too many important things at the same time with limited resources, and that UN agencies are therefore constantly forced with making too many strategic choices between upstream-downstream, between programmes with nation-wide coverage and more concentrated efforts at micro-levels.

The evaluation witnessed many key actions or projects implemented under the UNDAP, that in the immediate, local institutional, socio-economic context can be assessed as highly relevant, effective, often innovative and of good quality in terms of the technical and managerial support from UN agencies, but which raise concerns as regards longer-term sustainability and potential for scaling-up or wider application, due to factors most often out of the direct control of the UN: budgetary allocations, institutional capacity, sustainability and continuity in supply and manpower.

Risk-analysis is routinely applied in the design of UN programs as an integral part of policies and guidelines of all agencies, but for many of the projects witnessed the high quality of design and implementation may ultimately be defeated by not taking risk factors sufficiently into account.

Assessment of DaO value-added

The UNDAP integrates the management and coordination arrangements for the programme with 10 DaO Outcomes in thematic areas of focus forming an integral part of the results matrix.. The ten outcomes capture essential commitments and targets relating to the vision and "pillars" of Delivering as One: One leader/One team, One budgetary financial framework; One set of common operational procedures; One programme, and the subsequently added One voice/communicating as one. The ten DaO outcomes are monitored and reported on like regular programme outcomes.

Compared to the pioneering phase of the original piloting of delivering as one begun in 2007, in Tanzania as elsewhere, which involved a lot of trial-and-error in testing new ideas and venturing into uncharted territory, DaO under the UNDAP has come of age with an elaborate and differentiated four-tiered management structure, overseeing a large number of working groups (10 for each of the sectoral sub-programmes, four for operations support, and three for cross-cutting issues, plus a common communications group and a group for managing emergency situations).

In Tanzania, DaO is no longer a revolutionary concept of doing things differently; but it has become the way the UNCT does business, reflecting but in many ways also spearheading the general mainstreaming of DaO as a general trend in UN country programmes globally.

The UNDAP governance structure is largely an add-on built on top of existing programme management arrangements and institutional structures in individual agencies, and the UNDAP a common plan for programmes, projects and operations managed by each agency, although there have been significant gains in developing common operational support tools that translate into financial savings and reduced work-loads at agency level. However, inevitably a structure as elaborate as this takes on a life of its own with terms of reference, work plans/schedules, reporting requirements, resulting in additional work-load for all involved. Given agency-specific constraints to maintain agency-specific processes, this often results in add-ons, rather than economies. Concerns about DaO-induced increases, rather than reductions, in transaction costs, are more pronounced among agencies with limited staff. These find it a challenge to participate in all the various DaO governance structures.

It should furthermore be noted that the UNDAP governance structure also provides for a layer of participation of government officials and interested development partners: at the summit, the Resident Coordinator and the Principal Secretary of Ministry of Finance co-chair the Joint Steering Committee; while the Programme Working Groups are matched with Programme Management Committees (PMC), co-chaired by a UN agency Head and a senior GoT official.

Such GoT participation in the UNDAP governance structure is an asset as a concrete manifestation of government ownership and commitment, and as a means of providing strategic guidance and oversight based on national priorities. This essential feature should be retained in any future arrangements, but the evaluation team which joined several PMC meetings found that the current arrangements are adding to the government's transaction costs of dealing with the UN, as one of many development actors, thus defeating one of the original goals of delivering as one: reducing transaction costs for the host government.

Another key finding concerns the interface between the DaO governance structure, in which some development partners also join, and the parallel more differentiated arrangements for policy dialogue between the GoT and Development Partners and coordination arrangements for donors who provide General Budget and Sector Support, in which the RC and Heads of UN agencies also participate, often in important functions as co-chairs of sectoral or technical working groups. The substantive content and orientation of the new UN programme that will define its management structure will provide an opportunity to review the current arrangements and the evaluation recommends that it be significantly reduced and simplified.

As regards the specific DaO Outcomes, they relate to the 10 non-programme working groups in the DaO structure charged with supporting them: three concern overall management and accountability and common

communications strategy, two the mainstreaming of cross-cutting issues of ensuring a human rights based approach and gender equality, while the remaining relate to operations support functions.

The Outcomes of ensuring joint accountability between the resident coordinator and Heads of UN agencies in the UNCT, backed up by common capacity in planning, monitoring and evaluation, has been achieved and a culture of teamwork is manifest across agencies and staff categories. The UNDAP governance structure provide many opportunities for senior managers to lead DaO processes and programme delivery and thus share a joint management responsibility.

The Resident Coordinator system regulating relations between the Resident Coordinator and UN agency Heads functions well with application of the basic elements in the common framework for management and accountability that has been developed at the level of UNDG and the so-called fire-wall set up to avoid conflict of interest issues between the Resident Coordinator's dual roles as empowered interlocutor and senior representative of the UN system and head of UNDP is working well. GoT and the Development Partner community appreciate this role, as well as the lead role Heads of UN agencies play in their mandated areas and sectoral competencies in the policy dialogue.

The UNCT has not been able, due to UN systemic constraints, to achieve the objective of ensuring equal and consistent levels of delegated authority to country managers across the different agencies. Communicating as One is working well, a good example of the gains to be achieved by pooling the combined capacity of the system for greater visibility and advocacy, and there are many examples of cross-agency communications support.

The common commitment to accountability and results-orientation is supported by a Working Group on planning, monitoring and evaluation which supports results-based monitoring of programme performance and reporting through the on-line results monitoring system, (RMS), a key instrument in the management of the UNDAP.

Regarding the four outcomes relating to business operations support: procurement, finance, human resources, ITC, and the fifth, relating to common services, abandoned as it was linked to the UN House project, it is possible to summarize some common features in performance. The UNCT has joined as a pilot a UN system-wide project towards streamlined and harmonized standard business operating procedures (BOS) and has its own BOS strategy, extrapolated from the UNDAP, which incorporates and concretizes the related DaO operation outcomes.

From the beginning of the DaO project and in the first years of the UNDAP significant progress has been made towards development of common approaches, platforms and systems to produce economies of scale and efficiency gains in these areas, and these results have been documented in concrete financial terms. However, the momentum and the rising curve have evened out with further significant progress appearing more difficult to achieve. In general, the UNCT and the working groups in these areas have "reached the ceiling" in what can easily be achieved at country level within existing delegated levels of authority, due to differences which persist between agencies in ICT standards, audit requirements, procurement rules and HR policies.

Mainstreaming the principles of gender equality and women's empowerment and ensuring a human-rights based approach are fundamental programming principles of the UN system world-wide, and often a challenge to translate effectively into reality across all activities from the design to the evaluation stage. Under the

UNDAP a more concerted effort is being made, backed up and supported by the two respective Working Groups.

Results are evident of the effects of these efforts which focus on training and sensitizing staff, development of programming tools and guidelines, and supporting Programme Working Groups in incorporating these principles into the design of programmes and indicator framework for monitoring and reporting. This is being done in the RMS and the periodic reports track performance against these indicators.

Zanzibar

While the UNDAP results framework is designed as a Union-wide programme and its management and programming arrangements therefore do not separate out special measures for Zanzibar (except for one single Zanzibar-specific/exclusive UNDAP Outcome), hence the evaluation did not evaluate activities in Zanzibar as a separate entity. However, the report has found it necessary to include a separate section on Zanzibar, because it found significant differences in development challenges and perceptions of priorities and expectations for UN system support between the Mainland and Zanzibar.

Accepting the original rationale for designing an integrated country-wide programme, also aligned with Zanzibar's MKUZA II framework, interlocutors in Zanzibar from central government to civil society actors were unanimous in their desire to be better able to disaggregate management information on the components of the programme directly affecting Zanzibar, which the present monitoring system does not allow or only to a limited extent.

Overall, key stakeholders in Zanzibar would like to see modifications in the design of future programmes that would allow the RGoZ and national partners to exercise oversight and direction over the design and implementation of specific programme components implemented in Zanzibar, and to be able to access relevant Zanzibar-specific data and management information, which is difficult or impossible to disaggregate from the current RMS-system.

They note that the UNDAP spans sectors that are under the autonomous authority of Zanzibar, but that the current arrangements make it difficult to align this with overall sector planning and coordination involving the national budget and support from other development partners. In this connection the desire was expressed for a return, in the next programming cycle, to arrangements in effect under the previous cycle, where UN agencies combined to implement an integrated Joint Programme in Zanzibar.

Final Recommendations

The report presents recommendations building on its findings where appropriate in the sections on performance under the various programme areas, and more generalized recommendations under "General Programme Findings and Recommendations" and "Findings and recommendations regarding DaO overall". The final section of the report present a limited number of key recommendations oriented towards the process of preparing the successor programme and defining its governance arrangements.

The first set of recommendations concerns the strategic positioning of the UN in the fast-evolving dynamics in the national political, economic and social context, which is also affecting and challenging established

structures and processes for development cooperation. The UN has a well-established and position as a trusted partner of the GoT in leading and giving strategic direction to partnerships based on mutual accountability, a role and function that is largely also appreciated and seen as adding value by Development Partners. This position allows the UN considerable leverage in supporting the government at the policy level in preparing and presenting policies, strategies and plans as a basis for aligning development cooperation with national plans and priorities.

In defining the strategic focus of the new programme, the UN should consider how best to preserve and adapt this role by analyzing the changing dynamics and modalities of the national context of development cooperation, and on that basis define and key points of entry, that will be seen to add value by RGoZ and Development Partners alike. It follows that the UN should engage further in supporting the national level architecture for aid coordination, while reducing transaction costs of GoT and Development Partners in governance for the UN programme.

Important preconditions that prevailed when the UNDAP was designed have changed, in particular in regard to the resource mobilization strategy underpinning the UNDAP financially. Perceptions among key stakeholders of the UN have also shifted as part of a general move to focus more on results and less on process in the way the UN operates, which translates into and broad perceptions of a lack of focus and strategic priorities. Although such perceptions may not always be justified in reality, they are nonetheless important in themselves, as they define the policy space and authority which the UN can command.

The key recommendation is that the UN needs to abandon the sectoral logic of a large number of PWG/cluster silos with limited coordination and collaboration. Instead, it should focus maximum efforts and resources on a limited number –five or six– core programmes, defined by their potential to leverage internal synergies and complementarities of UN agencies to achieve maximum results and impact on major national development challenges and priorities.

These thematically (or regionally) focused “UN Flagships” would also be at the center of the UN’s advocacy and communications activities by projecting a clear articulation of strategic priorities and fundamental principles, thereby raising the visibility of the UN and the issues it is addressing. The flagships would furthermore be major vehicles for mobilizing direct financial support, including, possibly, a revitalized One UN Funding mechanism, as well as leveraging and aligning UN programmes with larger DP-funded sector programmes.

The flagships as cross- and multi-sectoral programmes or would be effective vehicles for building synergies and integrating complementary activities of a broad range of agencies; while many activities of individual agencies, relevant and responding to specific needs would continue “on their own”, much as in the standard UNDAF framework.

The decision on the substantive range and scope of these concentration programmes will be defined in the further dialogue between the UN and the GoT and national stakeholders, and informed by parallel processes of situation analysis. The thematic thrust of the new UN programme will first and foremost be aligned with a new articulation of the strategic priorities in the national framework. From the UN’s side the national priorities should be matched by a selection of areas that offer the best opportunities for UN agencies to achieve major impact by combining the complementary strengths of different agencies.

A strong recommendation is made for development of an integrated UN programme focused on major challenges specific to Zanzibar, for example value-chain linkages of local producers to tourism industry, to maximize benefits for local economy and livelihoods of dynamic tourism sector; or the combined challenges of increased population pressures, youth unemployment and dearth of qualified manpower in many sectors. An opportunity exists to design the relevant accompanying governance arrangements, on an innovative One UN Office basis, rather than an amalgamation of incremental reinforcement of UN agency representation, based on individual agency capacities.

The above recommendations will, if applied in general, have major implications for the current complex and diversified governance structure in the direction of reducing and simplifying the number of programme and operational common working groups and mechanisms. The core of programmatic integration will be concentrated on jointly defining and implementing the selected core programmes.

The core concentration areas can be defined along the Joint Programme model with attendant mechanisms for programme oversight and direction through a Steering Committee, and with operational support functions provided by the lead agency according to that agency's rules and procedures, if not decided to establish a joint inter-agency operations center to service all core programmes. Or they may follow a modified version of the current Programme Working Groups, but with much tighter operational coordination in programme implementation.

1. Introduction

1.1 Background and context

The Tanzania UNDAF 2011-2016¹ is the second UN country programme developed under the Delivering as One (DaO) modality, but departs significantly from its predecessor in the 2007-2011 UNDAF. With Tanzania designated as one of eight countries for piloting the “Delivering as One” concept² with the new UNDAF already developed, the UNCT set out to give effect to the concept of “One Programme” by formulating within this framework large, multi-agency supported Joint Programmes, constituting about 34% of the total UN activities in the country. The UNDAF has the objective of encompassing all activities of all UN agencies into one integrated results-based management framework, aligned under thirteen overarching goals in the MUKUKUTA II/MKUZA II national development strategy, as well as under the national MDG goals. The objective was to establish a close and direct link from activities to outputs to outcomes in the UNDAF’s results chain, to the national goals as enshrined in the national development strategy, in order to enhance relevance and potential impact, as well as a basis for monitoring and accountability of achievement measured against the national agenda.

The evaluation has been undertaken at a time when the national social, economic and political context is undergoing major changes and transitions: Tanzania has experienced successive years of rapid growth, concentrated on a few sectors with deepening social and geographical cleavages; and new Presidential elections and a Constitutional referendum are scheduled later this year. The framework for aid coordination and management between Tanzania and external partners, built around the concept of partnerships for General Budget and Sector support is undergoing change with the arrival on the scene of new actors with new modalities and will change further as Tanzania moves forward towards its declared goal of achieving Middle Income Country (MIC) status by 2025.

At the same time, within the UN system, “Delivering as One” has become the general direction to pursue for country teams, as called for in the last Quadrennial Comprehensive Policy Review resolution of the General Assembly³ in the sense that experience of different approaches constitutes a repository of good practices which UNCTs can draw on and adapt to the specific country context.

Already, a new wave of UN systemic reforms is heralded under the concept of “Fit for Purpose”, refitting the UN to the upcoming 21st century challenges and adapting to the post 2015 Sustainable Development Goals (SDG) agenda. In reflection of the significant paradigm shifts that have taken place during the life span of the UNDAF, the GoT adopted a New Five Year National Development strategy and later the Big Results Now (BNR) initiative with a different articulation and weighting of sectoral priorities and strategies. These changes will have profound impact on the positioning of the UN, substantive focus and priority-setting, leveraging partnerships and resource mobilization strategies, and modalities of implementation of its programmes as the process of preparing the next programme begins.

¹ Originally designed for 2011-2015 but extended into 2016 as for the MKUKUTA II/MKUZAII.

² Refers to the title of the 2006 Report of The High-Level Panel on system-wide coherence of the UN system in the field of operational activities for development, and captures the essence of the report’s recommendations.

³ Resolution 67/226 of 2012.

1.2 Objectives, scope and methodology

1.2.1 Objectives

The evaluation is jointly commissioned by the GoT and UNCT in Tanzania as an independent final evaluation of the UNDAP programme 2011-2016. Such evaluations are mandatory for all UN country programmes based on the UN Development Frameworks (UNDAF) applied in other countries. The UNDAP deviates in significant ways from the UNDAF and the evaluation could not easily refer to models of existing UNDAF evaluations.

As outlined in the terms of reference, the evaluation is undertaken with two main objectives: as an exercise in accountability to evaluate the UN's contribution to national development challenges and priorities in Tanzania, and as an exercise in lessons learnt to produce findings of "what has worked, and what has worked less well".

Based on the key findings, the evaluation is expected to produce actionable recommendations to inform the preparation of next UN programme, an exercise based on dialogue between the GoT and UN agencies, and involving relevant stakeholders, aimed at defining strategic priorities. Together with other parallel exercises, the evaluation is expected to provide a key input to the priority-setting process.

1.2.2 Scope

The Terms-of-Reference specify that the main focus of the evaluation is the UNDAP programme, with 20 out of its total of 58 outcomes selected for evaluation based on certain selection criteria to ensure that they are broadly representative. The UNDAP incorporates along with the programmatic results framework, the arrangements for coordinating and managing the programme, including operational and administrative support, which are based on the concept and underlying principles of "Delivering as One" (DaO). The evaluation is charged with assessing all 10 DaO Outcomes in the results framework and to assess the overall value addition of DaO-based management and coordination arrangements.

In addition, the evaluation is requested to address a number of special considerations to gauge how they have been incorporated in the programme itself and as dimensions of its management. Other than (i) determining DaO's value addition, these are: (ii) the application of UN programming principles (human-rights-based approach, gender-mainstreaming, environmental sustainability, capacity-development and results-based management); (iii) leveraging partnerships and ensuring participation of relevant stakeholders; (iv) South-South and triangular cooperation opportunities; (v) risk analysis; (vi) responsiveness and adaptation to changing requirements and needs; (vii) the effectiveness of the DaO governance structure in terms of internal division of labour and in the context of the national GoT – Development Partners (DP) dialogue structure.

1.2.3 Methodology

The assessment of programme outcomes has been guided by the standard OECD criteria of relevance, effectiveness, efficiency and sustainability. The Inception Report outlines in greater detail a number of tools and techniques to be applied – outlined in the subsequent section – to assess short to medium term impact, issues of relevance and effectiveness, the fit and link of the results matrix with the national strategic

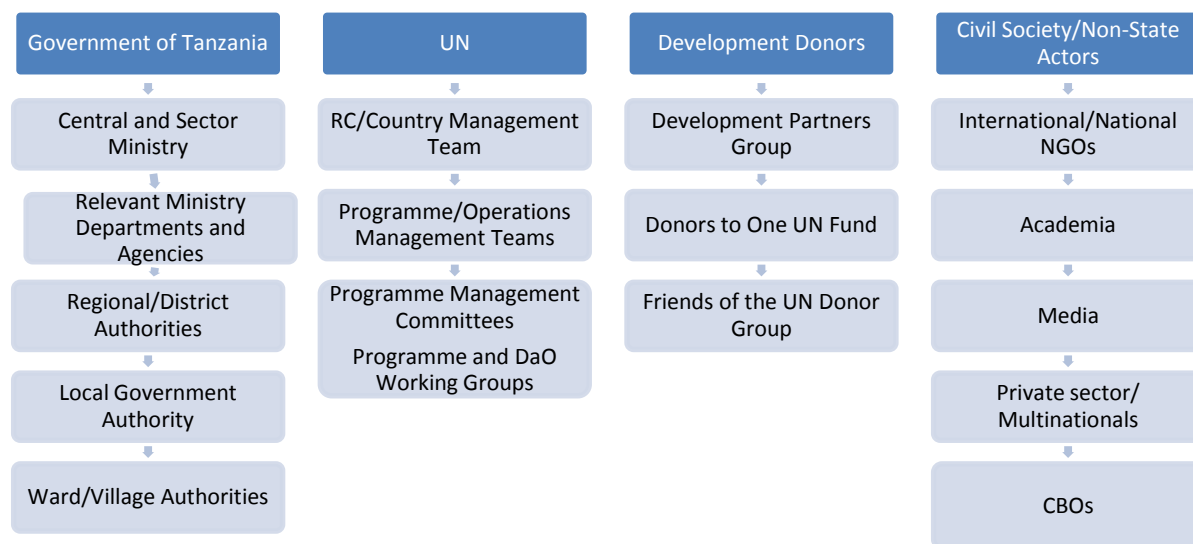
framework, as well as different formats and guidelines for conducting interviews with the main categories of key-informants, and for triangulation of data between the main sources of such data.

Overall, the evaluation has confronted two meta-sets of data: a. (mainly) qualitative data gathered through interviews and b. quantitative as well as qualitative data generated through the RMS (Results Management System) and found in other documents. Given the limited time elapsed of activities finalized with many if not most still on-going and hence still contributing to respective Outcomes' final achievements (by mid-2016), the evaluation was not tasked with assessing impact. However, attempts are made to gauge immediate to short term impact through projections based on performance indicators in the monitoring system; triangulation of data and perspectives of different stakeholders, and engaging direct beneficiaries and target institutions during field missions, and selectively validating the correctness of quantifiable performance indicators on which UN agencies have based reporting on progress towards targets.

The standard evaluation criteria also apply to assessing DaO outcomes and the UNDAP-internal governance dimension, although the emphasis here, as these are designed to produce better programme results and more effective delivery support, will be more on effectiveness/efficiency aspects with a focus on issues of harmonization, simplification, cost-effectiveness, economies of scale, reduction of transactions costs, internal UNCT coordination and the contextual relationship of the UNDAP/UN to national coordination frameworks and development partners.

Data collection and analysis has been based on the following main sources:

1. Review of an extensive range of documents: UN reports, studies, policy frameworks, plans, prior evaluations, work-plans, Terms of Reference of components of the governance structure, technical reports of which the key reference document are included in the Bibliography.
2. Interviews and group meetings with top managers and staff of UN agencies, participating in regular meetings of the UNDAP management structure, key GoT Central and Sector Ministries and other GoT agencies most directly involved in implementation of the UNDAP, Parliaments; Development Partners, civil society representatives. Given the multi-sectoral and multidisciplinary span of UN agencies and their interface with national institutional structures this represents a vast array of "key informant" categories, as illustrated below



3. Field missions. The evaluation team visited Zanzibar and six regions 31 January-15 February: Iringa/Dodoma, Mwanza/Kigoma and Arusha/Kilimanjaro and engaged with local UN agency representatives, Regional and District Commissions/LGAs, local communities and end beneficiaries to assess the implementation of UNDAP activities on the ground.

The report contains a separate section of findings and recommendations concerning Zanzibar. As the UNDAP is designed as a management framework for the entire Union of the Republic of Tanzania, with indicators and financial data for the most part impossible to disaggregate for Zanzibar alone, Zanzibar is subsumed from a programmatic and management perspective as an integral part of the evaluation. However, the evaluation found significantly different perceptions of development challenges and expressions of different expectations of the UNDAP programme, particularly as regards the relative weight and priority of different components, from a broad range of key informants in Zanzibar that has made it appropriate to devote a separate section of the report to findings and recommendations concerning Zanzibar.

1.2.4 Organization of work

The evaluation team consists of an international team leader, an international evaluation expert and two national evaluation experts⁴. The team worked from 8 December 2014 and submitted its Final Report mid April 2015. The work has been divided into the following main phases:

1. Inception Phase, 8 December – 9 January
2. Data analysis and meetings with key informants 10 January – 5 March, including
3. Missions to Zanzibar and six regions of the Mainland 31 January – 22 February
4. Write-up of first draft of preliminary findings incl. PowerPoint 23 February – 4 March
5. Presentation of Preliminary findings and incorporation of feed-back 5 March – 26 March
6. Submission of Draft Final Report, incorporation of feed-back 27 March – 9 April

⁴ Cf. Annex: bio-data information on team members.

7. Final Report to be submitted -10 April

1.2.5 Evaluation matrix

The matrix below, excerpted from the Inception report, summarizes the main elements and steps in the evaluation:

Evaluation Criteria and Questions	Methodology	Object and Scope	Data Collection Sources	Evaluation End Products
<p><i>Standard evaluation questions</i> applied to specific Tanzania, UNDAP and DAO context:</p> <p>Relevance, Sustainability, Efficiency Effectiveness</p> <p><i>9 specific dimensions</i></p> <ul style="list-style-type: none"> - DaO value-added - Application and mainstreaming of - UN Programming principles - Partnerships leveraged - South-South and triangular cooperation applied - Responsiveness of UNCT to change in external needs and requirements - UNDAP governance structure - One Fund eligibility and performance assessment 	<p>Tailored interview questions to different groups and categories of key informants</p> <p><i>Programme-related methods and tools:</i></p> <ul style="list-style-type: none"> - Impact screening - Relevance and effectiveness screening <p><i>DaO-related Tools:</i></p> <ul style="list-style-type: none"> - Quantitative analysis of DaO performance indicators - Mapping of geographical and time spread - DaO matrix/semi-structured interview guidelines and questions <p>Tools for tracking and assessing performance of cross-cutting issues</p>	<p>Focus on 20 Programme Outcomes</p> <p>Analysis of financial trends and distribution of entire UNDAP programme</p> <p>10 Outcomes in DaO Matrix</p> <p>Contribution of DaO approach overall</p>	<p>Document Review</p> <p>Key informants:</p> <p>UN agencies (resident and non-resident), GoT MDAs, LGAs, DPs, NGOs, CBOs, private sector etc.</p> <p>Direct observation, visits to project sites, engaging implementing partners, local stakeholders, end recipients</p>	<p>Assessment of short-to medium term results achieved and the UN's contribution to national goals</p> <p>Assessment of what has worked and not worked, and why</p> <p>Findings, recommendations to improve UN programming, results and governance for the next cycle</p>

- Strategic pitch	Analysis of financial data: budget, allocations, expenditure/by agency/by category of expenditure/programme-related/DaO related etc.			
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1.2.6 Limitations, structure and organization of the report

Due to the rather complex design of the UNDAP results matrix – integrating all activities of all UN agencies in a results chain under 58 outcomes which in turn are linked to the national MKUKUTA II/MKUZA II framework of national goals and priorities and to the national MDG goals in a 5-year work plan with targets and output/outcome indicators — it is a particular challenge for the evaluation to focus in its assessment only on macro-level findings, i.e. of a kind that can be attributable to “UNDAP”, “PUNs” or “UN agencies”.

The observed horizontal spread in activities and the vertical gap between key action/activity-linked Outputs and higher-level Outcome statements, is related to the fact, as explained further under General Programme Findings and Recommendations, that the UNDAP is only partially designed from the bottom up, or as a log-frame, as an integrated strategic plan of how most effectively to achieve the defined outputs and outcomes, which in turn would determine the selection and design of key actions under the Outcome/outputs. It should be noted here, however, that the common Country Programme Document (CPD) submitted by the UN Funds and Programmes, and which represents in financial terms approximately 96 % of the UNDAP, is extrapolated from the UNDAP and marks a significant and major advance towards joint programming. The same does not apply to the specialized agencies and other UN entities which as a general rule do not have country-level programmable resources and rely on pre-approved projects funded by extra-budgetary resources for country level programmes, while even for the UN Funds and Programmes, their respective input into the design of the UNDAP and share of the common CPD are to a large degree a function of their established service lines, agency-specific strategic plans and continuations of previous programming cycles.

The result is that the majority of the UNDAP outputs – an estimated 60% - are supported by single agency “key actions” or projects, implemented by these agencies, and the PWG work-plans that are being monitored and reported on are a function of single agency work plans. In this respect, the UNDAP design reflects a combination of log-frame based top-down demand driven goals and objectives with bottom-up supply side elements.

Tasked with assessing the overall contribution of the UNDAP to national development goals, and as a corollary, the added value of DaO, as manifested in the programme design and its management structures, and in order to do full justice to what has been achieved by the UNCT, the evaluation was therefore often faced with the need to assess and distinguish between what in this contribution is the result of combined efforts in delivering as one, and which could be captured as higher level findings attributable to the UNDAP, and the need for proper attribution for results achieved to specific components and individual agencies.

Other related challenges concern the sheer number and volume of outcomes/outputs and key actions under the UNDAP, its complex governance structure, interface with structures for GoT DP dialogue and GBS related coordination, the multiplicity of GoT and other partners involved in implementation. The evaluation has consulted an extensive list of written documents, of which only key reference documents can be listed in the annex, and engaged with a very large segment of key informants of all types across the sectoral spectrum and geographical expanse of the UNDAP. Another key data source has been the RMS, the UNDAP's extensive on-line tool for monitoring and reporting. The RMS is a tool for UN agencies to report and be accountable collectively for common performance and results, and thus a prime source for higher level findings, but outcome and output indicators are often closely linked to single agency key actions as proxies for the combined performance of the participating UN agencies (PUNs) under the outcome, and need at any rate to be verified independently. A sampling approach has been prescribed from the outset by the pre-selection of 20 out of 58 outcomes to be assessed, but even this requires a selective approach. Faced with the impossibility of visiting all activities and projects under the selected outcomes, of engaging with all relevant actors, stakeholders, and end recipients; and the impossibility of an in-depth analysis of all documents under priority outcomes, the analysis focused on those areas where a triangulation of field visit data and observations, key informant interviews and written sources of information was possible.

All the above factors combined explain the selection of observations, and assessments presented in the report as a basis for its findings and recommendations. It also explains the structure of presentation under the Programme Chapter of the report:

While the assessment has been guided by the standard evaluation criteria, it was not felt to be possible to present the often rich and detailed findings under a structure strictly defined by these criteria. First, the evaluation did not in all cases, under all Outcomes, find sufficient evidence for clear and reliable higher level findings regarding overall UNDAP performance against all of these criteria. It would also make for a dry and monotonous read based on mechanical repetition and a longer text as the same objects of examination, combined with underlying elements for the findings would have to be presented several times from slightly different analytical angles.

In the section on the UNDAP Programme, the findings regarding the 20 Programme Outcomes are organized in sections by PWG with each section divided into a short descriptive characterization of the respective programme portfolio; followed by two analytical sub-sections. The first sub-section is entitled "Assessments and findings of performance against evaluation criteria". It contains for the reasons outlined above a mix of observations, assessments and findings on significant achievement based on evidence. The second sub-section- "Issues and challenges affecting performance"- presents particular challenges or factors impeding or facilitating

performance (partnerships, risk factors, institutional context, implementation modalities, degree of inter-agency collaboration etc.).

2. Summary Assessments of UNDAP Outcomes by PWG

2.1 Cluster 1 - Economic Growth and Poverty Reduction

2.1.1 Economic Growth and Economic Governance

Outcomes evaluated

Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies (Outcome 1)

Relevant MDAs, LGAs, and Non-State Actors enhance structures and policies for promoting viable pro-poor business sectors and SMEs (Outcome 3)

Relevant institutions improve national capacities to promote regional integration and international trade (Outcome 4)

The PWG's programme portfolio covers all segments of the economic results chain, from upstream support including the development of policies and strategies, to capacity building of key stakeholders and actors along productive value chains, and support to SMEs to benefit from greater access to international trade opportunities.⁵ In terms of the link-up to the MKUKUTA/MKUZA, the related reference cluster covers growth for reduction of income poverty, with the reference MDG "Eradicate extreme poverty and hunger".

Interestingly, Outcome 4 is a fruit of DaO-related inter-agency cooperation at the global level: In 2007, at the launch of the DaO initiative, UNCTAD, ITC, WTO, ILO, FAO, UNIDO and UNDP formed the "Global Cluster on Trade and National Capacity Building", as a united response to provide integrated support to UNCTs in view of harnessing the potential of trade for economic development and growth. At the same time the Cluster helped smaller agencies/NRAs overcome the limitations of limited or no in-country presence by mutual support for a concerted and high-quality contribution on trade. In Tanzania, Outcome 4 is aligned with the Cluster platform, bringing NRAs together with UNIDO, UNDP, ILO and FAO, ensuring close technical and operational support linked to Regional Structures and Headquarters of these agencies. UN Women's support to women traders complemented the Outcome's intervention package.

Outcome 1 - Assessment and findings of performance against evaluation criteria

Employment and youth employment in particular which are on top of the national agenda, have been supported through a number of UNDAP interventions including the mainstreaming of employment in the sectoral budgets, formulating a youth employment programme for mainland Tanzania and youth employment action plan for Zanzibar, and annual employment discussion fora led by the ILO with complementary contributions of other agencies. Other related efforts included strengthening labour market information through training on data analysis and dissemination, provision of minimum equipment to support, and the establishment of a web-based labour market information system with initial modules to support jobseekers and employers.

⁵ The extractive industries sub-sector was given a relatively low priority under the UNDAP, with the tourism sector also not featuring too prominently in comparison to its strategic importance and economic weight.

Outcome 1 - “Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies”⁶ has the National Bureau of Statistics (NBS) as key interface and capacity building recipient. It is through NBS that other key institutions including the Ministry of Finance, President’s Office Planning Commission, Ministry of Agriculture, Food Security and Cooperative, Ministry of Labour and Employment and the Ministry of Industry and Trade receive crucial inputs (i.e., data) for their respective evidence-based pro-poor economic policies and strategies. A key role was played by output 1.4 (UNFPA, with involvement of other relevant agencies), which covers support to NBS for the Tanzania Population and Housing Census (TPHC, 2012) and the Tanzania Statistical Master Plan (TSMP).

Output 1.4 - “Appropriately disaggregated demographic and housing data from national censuses and surveys available” includes the preparation, conduct, analysis and dissemination of data from the Tanzania Population and Housing census and the coordination and implementation of the Tanzania Statistical Master Plan (TSMP) including the development of routine administrative record systems and vital statistics. This includes sex disaggregated data, essential for problem identification and design of policies for GEWE.⁷ Last year, as part of this activity, disaggregated population and housing thematic reports were completed. Complete data profiles were produced per administrative unit, from national, regional and district down to community levels. As specific example on how this work informed planning, the UNICEF-supported preparation of District Development Profiles in Zanzibar informs the Zanzibar Planning Commission in developing poverty alleviation plans targeting the poorest communities. Overall, this segment of UNDAF activities is an excellent example of adding additional value to data collection initiatives by making data accessible for evidence based planning not only at the uppermost (national) macro level, but all the way down to the district level. The gender sensitivity of the statistics ensures that the poorest of the poor, namely female-headed households, widows etc. can be appropriately targeted through policy measures, data-based targeting and project design.

The upcoming ILFS 2014 (report expected by end July 2015) will provide updated information on key labour market indicators including gender-sensitive indicators covering employment, unemployment, underemployment, income etc. that can inform policy and programme development related to labour and employment. In addition, FAO was instrumental in preparing the Statistical Strategic Plan for the agricultural sector. Furthermore, FAO and other agencies have been actively involved in the development of agriculture friendly policies and strategies (incl. MAFAP, ASDP2; ASDS and CDPIP, ZAMP).

Analysis and dissemination of HBS and Demographic and Health Survey (DHS), informed pro-poor interventions such as TASAF and other social protection initiatives. Food Security and Vulnerability assessments undertaken jointly by FAO and WFP under Outcome 1 were instrumental for discussions on “Kilimo Kwanza” and SAGCOT, a major priority of GoT’s Big Results Now (BRN) initiative also being supported through the UNDAF.⁸ Outputs

⁶All 6 PWG Outcome statements are not formulated as results but rather, as processes or activities (macro-level intervention strategies).

⁷Stakeholders pointed out that agricultural statistics (location and size of cultivated and/or arable land etc.) are in dire need of attention since simply extrapolated from decades-old baseline data. A related area in need of being addressed is the mapping of land deeds, titles and zoning, through a comprehensive national cadaster, which would go a long way in mitigating disputes over land property rights and related entitlements.

⁸ An example for pinpointed interventions with potentially far-reaching mid- to long-term effects on the economy would be FAO support to SAGCOT through two recently ended projects (GCP/URT/132/GER and GCP/URT/133/GER) designed to induce attitude change towards farming by expanding the notion of farming as a profitable business.

produced under Cluster I's Outcome 1/PWG Economic Growth and Economic Governance and Cluster III's Outcome 3 of the Governance PWG both contributed to policy dialogue, analysis and design. An example of such complementarity were Outcome 1's Food Security and Vulnerability assessments and related systems such as FSN-IS (Food Security and Nutrition Information System) that served as data source for MDG Progress Reports (MDGR).

Finding: The linkage of demographical data with poverty reduction led to a more ambitious reproductive health policy. HBS data disaggregated by district supplemented UNICEF-supported Regional/District socio-economic and investment profiles in reinforcing district planning and budgeting. The investment profiles could have been even more cost-effective and user-friendly if they had featured computerized district resource endowment databases operated by the Tanzania Investment Centre (TIC). For future support, LGA stakeholders are in favour of using participatory poverty assessments (PPAs) to gauge the poverty status and carry out micro/meso-level evidence-based prioritization and planning exercises in communities/districts. The UN should take this into account in the design and targeting of related capacity training support.

Finding: The support related to evidence-based pro-poor economic development is highly significant and relevant given that standard key data sets were either outdated (ILFS 2006 etc.) or simply did not exist. UNDP supported the Household Budget Survey (HBS) and the Population and Housing census (both in 2012), which was much appreciated by NBS and other partners. Immediate impact can be registered, already. The various surveys produced reference data to serve as reference informing the design of properly targeted pro-poor policies and plans. But the impact of support from UNFPA and other UN partners goes beyond the updating of reliable data-sets and the NBS's capacity as the process involved a range of institutions and other UN agencies in a participatory process, and contributing to a greater understanding of the use and applicability of data in policy research, planning and monitoring, that is increasingly used by a broad range of MDA/LGA partners, academia and NGOs.

Finding/Recommendation: Strengthening multi-sectoral grassroots data collection for regular statistics production (vital statistics, poverty monitoring incl. health and nutrition data and related indicators such as stunting, wasting, underweight; etc.) through a strengthened routine administrative reporting mechanism is a potential avenue for related (economic) governance-related evidence-based planning activities under the upcoming UNDP cycle. Interesting cross-synergies with the education sector such as linking vital statistics/population data (births, deaths) of sub-national level upcoming or existing grade level cohorts (to determine supply-side inputs such as teachers, number of classrooms etc.; to calculate enrolment rates; to link socio-demographic as well as health and nutrition-related data with relative scholastic success such as promotion, survival, graduation data at cohort or possibly individual level) could be further explored.

Outcome 1 - Issues and challenges affecting performance

In terms of efficiency and effectiveness of above-mentioned and other related interventions under Outcome 1, achievements are evident, but might have been even more effective if data management-related activities under this outcome and cluster had been grouped along with clearly related interventions and results (TSED, Mkukuta/Mkuza planning and monitoring, GRB/gender-sensitive budgeting and planning, Planning, Budgeting, Monitoring and Reporting (PBMR) software support for district-level development of MTEFs), under the same PWG.. Under the current set-up a certain degree of coordination was lacking: while Regional and District officials appreciated the UNICEF-supported "Planning, Budgeting, Monitoring and Reporting" intervention (Cluster 3) they felt it should be more closely linked to the NBS (Cluster 1). In addition, regional stakeholders

suggested the need for decentralized, regional level aid management platforms, bringing national level models down to the grassroots level.

Outcome 3 - Assessment and findings of performance against evaluation criteria

The result statement of Outcome 3 is formulated at the juncture of macro/meso level of national policies and institutional support structures, but majority of outputs and key actions under the outcome span the spectrum from the meso-level to grass-roots local community application and target capacity-building interventions for delivery of business development services; strengthening of partnerships between MDAs, LGAs and private sector enterprises for investments and access to financing in key sectors for local economic development and pro-poor job creation. Conversely, there has been limited progress on the only macro-level output: the one directly linked to development of a national strategy on cultural and creative enterprises, indicated as not implemented due to lack of funding.

Under this outcome, a pilot on how the MDGs could be attained at the micro-level saw the launch of 16 Millennium Villages (MV) in Tabora region in 2013 with an integrated approach to services provision. A second pilot is the Millennium Accelerated Framework (MAF) project, which seeks to increase agricultural productivity and food security through introduction of simple agriculture techniques and increased access to seeds, fertilizers and markets. UNDP supports the scaling up of the pilot projects to six districts; Bukoba, Bunda, Ileje, Ikungi, Nyasa and Sengerema and collaborates closely with district planners to ensure the integration of poverty, environment and gender in District Development Plans. Furthermore, interventions are expanded to cover a broader range of income generating activities such as tree planting, bee keeping and leather tanning with a strong focus on women's economic empowerment. In both Bunda and Bukoba Rural districts, for example, mobile phones and community radios are linking smallholder producers with agricultural research stations and extension services. Both the MV and MAF projects are reported by national stakeholders to be well-planned and executed as candidates for scaling-up.⁹ Claimed negative effects such as children getting involved in hazardous construction related activities such as rock breaking for gravel production need to be looked into.

Finding: Overall, the key actions and outputs represent an appropriate and effective strategic positioning of the UN's interventions, leveraging its comparative advantages and strengths in institutional capacity building and training of key stakeholder and beneficiary target groups, and in participatory approaches building or enhancing systems and processes by bringing key stakeholders together for better results. The combined activities under the Outcome also cover a broad range of specialized interventions that can be matched with specific competencies of participating UN agencies and thus provide ample opportunities for value addition through closer collaboration.

Significant examples are an intervention of the IAEA concerning the application of nuclear science technology for improved seed types and greater yields¹⁰, in collaboration with the SAGCOT Centre; and exemplary collaboration with complementary inputs and activities between FAO, UNIDO, ILO, UNESCO and UNDP in relation to the output on enhancing the value chain for small non-farm enterprises (leather, red meat and cashew nut production) and creating formal sector employment, while other activities notably by FAO have

⁹ The MAF links up agricultural production with applied food security research, introduction of ICT, and community radios.

¹⁰ Smallholder farmers benefitting are reported to have improved yields from 5-6.5 tonnes/ha to 8-10 tonnes/ha.

supported agricultural productivity through the support for enhanced crop yields and other inputs in dry areas.¹¹

Finding: The interventions under these outcomes targeting the potential of stimulating growth in small local enterprises by enhancing the value chain through knowledge transfer in agriculture-related production and food-processing enterprises are significant and well-targeted in the context of low productivity of the agricultural sector and the limited opportunities for women and youth, especially targeted end beneficiaries, of accessing formal sector productive employment. A broad range of studies, advisory services and training activities have been carried out to upgrade skills and competencies required for formal sector employment.

Finding: While relatively small-scale in financial terms, as befits a UN programme in a field where macro-policies and investments are dominated by the World Bank and other large donors, and generally implemented within a limited geographical range, the more successful of these interventions have yielded significant results. These show in the upgrading of employable skills, matched with the creation of job opportunities for these workers by supporting the establishment of viable local SMEs through technology upgrading and productivity-enhancing techniques. Those achievements thus have the potential of both informing policies and national systems upstream, and of wider application or scale-up “downstream”.

Recommendation: Strengthening M&E related food security, poverty and employment starts at the LGA level. The same is true for applied research built on scientific protocols and related knowledge management through development interventions. In 2001, poverty monitoring systems were introduced with UNDP support. Meanwhile, MDG Villages also have their own M&E system allowing them to track progress against MDGs at community level. 2012 census data is one data set that lends itself for comparative quantitative research (MDG/MAF vs. other UNDP intervention villages vs. non-UN villages with or without non-UN support). If need and interest exist, the UN could consider supporting national think tanks (REPOA etc.) to mine the quite rich available monitoring and survey data for applied social research.

Outcome 3 - Issues and challenges affecting performance

Finding: The scope of interventions demonstrate what can be achieved by complementary specialized interventions from a range of UN agencies, focused on the same Output as a good example in delivering as one, although the relevance and effects are achieved by individual agency implementation. However, delays in delivering key inputs, if a precondition for the effectiveness of others, affect the overall effectiveness and efficiency of the entire service package. For instance, delays in the construction and delivery of needed specialized equipment for a slaughter-house by one agency caused overall delay and affected the target of

¹¹ With UNIDO support the Dar-Es-Salaam Institute of Technology (DIT) Leather Centre in Mwanza has since August 2011 trained hundreds of experts in leather processing and shoe making, 268 SME entrepreneurs and 100 more in ICT/distance learning-supported vocational training. UNIDO has also supported the Leather Association of Tanzania (LAT) in training leather goods manufacturers. A key challenge in the value chain is an estimated value loss (-20% to 75%) of hides and skins through sub-standard herding practices, iron branding and scar marking of cows by their owners. To address these issues, DIT now educated owners about self-incurred value losses and how to avoid this by using appropriate marking methods such as pinning badges through ear lobes, a non-obtrusive, safe, simple, speedy and fool-proof approach well worth its still relatively low cost. Abattoir operations (where hides are removed from the carcass) are also targeted to decrease value loss by proper skinning techniques. Both for abattoirs and tanneries, complying with non-pollution standards in treating slaughtering waste and toxic effluents will become a key challenge if/when upscaling in scope and scale takes place.

creating the planned number of formal jobs. This may be seen as an illustration of the limitations of joint planning with individual agency execution, i.e. without joint implementation.

Finding: Given the substantial financial and in-kind contribution of GoT and the private sector in these value chain operations and the implementation of proposed management models with joint participation of LGAs and producers, sustainability may be assured and the enterprises viable. However, the return on the investment of UN agencies will only be justified when the approaches applied and results achieved from these “demonstration models” are applied on a much larger scale (this specific output targeted the creation of 100 jobs split among the value chains of cashew, red meat and leather production, over a period of 3 years).

In East Usambara, Serengeti, Manyara and soon also in Zanzibar, UNESCO supports innovative cultural and creative enterprises at the interface of environmental conservation, sustainable agricultural production and tourism, linked to its “Man and biospheres” initiative. So far, 435 farmers have been trained to develop sustainable economic activities including mushroom farming, fish pond farming, bee keeping, butterfly farming (export of packed larvae to research centers in the northern hemisphere; organic farming trade label’ link to eco-tourism etc.). This is another example of inter-agency collaboration (ILO and UNESCO) what is a strong candidate for future scale-up and “harvesting” of lessons learned through knowledge management.

A related example for value chain enhancement and knowledge transfer is facing a few challenges: FAO’s support to seaweed farmers in Pemba/Zanzibar, is based on an original example of South-South cooperation. Decades ago, the Asian practice of shore-line seaweed cultivation was transferred to Tanzania thanks to private initiative. Ever since, Tanzania enjoys a (quasi-)monopoly outside Asia, as producer and exporter. Current challenges are the role of middlemen who own drying and storage hangars and control access to market conduits. PUNs need to provide additional support in terms of managerial and operational capacity building, including infrastructure support (helping farmers set themselves up as co-operative, access credits, build their own hangar, establish own links to markets etc.).¹² The FAO Aquaculture support project (Zanzibar/TCP) is now starting to address some of these issues.

Outcome 4 - Assessment and findings of performance against evaluation criteria

The capacity of the Ministries of Industry and Trade (MIT) and of the East African Community (MEAC) on regional and multilateral trade negotiations, the mainstreaming of trade, harmonization of intra-EAC policies (fiscal, monetary, labour etc.), simplification and rationalization of customs procedures and addressing non-tariff barriers were strengthened. Several agencies contributed to a number of activities and partnerships for business and trade climate improvement supporting a broad range of institutional entities such as trade and manufacturing regulatory bodies (the Fair Competition Commission, the Tanzania Food and Drugs Authority and the Tanzania Bureau of Standards) to protect consumers against substandard products (imported and domestically produced) which harm consumers’ safety and health, and the economy.

¹² In terms of sustainability, an additional major observation is that the operation risks taking the blame for a major safety oversight: often elderly male and many female seaweed farmers rent out flimsy pirogues with one oarsman to travel about a kilometer across a channel connecting Pemba to a small near-by islets and promontories, where the seaweed farms are located along the shore. There is a certain risk involved since villagers mostly do not know how to swim, and there is no life-saving equipment on-board the pirogues. A small investment equipping oars men and seaweed farmers with floating jackets, adding life saving rings as standard equipment and introducing standard safety procedures would mitigate the risk of a potential public relations disaster.

More specifically, UNDP provided support to the Tanzania Chambers of Commerce, Industry and Agriculture (TCCIA) by (a.) enhancing compliance with good business practices e.g. payment of taxes; (b.) providing a public-private business forum on emerging challenges (e.g., non-compliance with the Weights and Measures Act (1982) and supporting TCCIA to (c.) capacitate businesses to help remove non-tariff barriers (NTBs) through a dedicated website and a telephone hotline for businesses to report on NTBs encountered; (d.) send members to participate in Trade Fairs, Investment Fora and South-South/continental study visits to EAC HQ in Nairobi; (e.) link businesses to national and global value chains; (f.) help businesses to uphold corporate social responsibility; and (g.) raise TCCIA members' awareness on the EAC and their competitiveness therein.

With UN Women support the Small Industries Development Organization (SIDO) in partnership with the Tanzania Women Chamber of Commerce (TWCC) helped women entrepreneurs to establish platforms for women cross-border traders at 10 border posts with an elected leadership.¹³ These platforms enable women to obtain information and seek relevant training to increase their income-generating potential, whilst also ensuring they are following proper business procedures to trade in a neighboring country.¹⁴ Following joint trainings, discussions and mediation, relationships between women traders and government officials galvanized, increasing collaboration and reducing incidences of corruption. Now, Platform Chairpersons at six borders (Kigoma, Mutukula, etc.) sit on the Joint Border Committee (JBC), advocating for women trader interests. TWCC received support to broaden their regional membership base and to mobilize members to participate in dialogue and advocacy (e.g., 110 women contributed to MIT's gender review of trade related policies requiring substantial revisions ensuring gender sensitivity).

In collaborating with MIT, for key industries in which predominantly women work (textile/garments etc.), policies, programmes and strategies are "engendered". The National Trade Policy's complete gender-blindness was addressed, and the Intellectual Property Policy reviewed, from a gender perspective.—Other support included facilitating and empowering small up-coming local women producers/exporters to link up with big companies and participating in national and regional Trade Fairs. In partnering with MIT, UNDP support built the gender mainstreaming capacity of 80 economists, trade and budget officers in the Ministry and 17 of its institutions.

Through UNIDO support, a simplified export manual to help SMEs in accessing regional and international markets was developed, and a Business Information Centre (BIC) was established in the Zanzibar National Chamber of Commerce Industry and Agriculture to facilitate business community's access to business information and markets. UNIDO is also partnering with MIT and Tanzania Industrial Research and Development Organization (TIRDO) and the Tanzania Engineering, Manufacturing and Design Organization

¹³To date, over 750 women have participated in cross-border platforms for women traders, enhancing their economic opportunities and resilience to gender-based discrimination. Women traders are increasing their income-generating potential, following proper business procedures to trade in a neighbouring country. Support and lobbying for safe, effective trade conditions is backed by an alliance between SIDO and the Tanzania Women Chamber of Commerce (TWCC). Border platforms were established at half a dozen locations at borders with Kenya, Mozambique, and Burundi etc. Platforms have an elected leadership of fellow traders, engaging in advocacy, information sharing, and representing women traders' interest vis-à-vis authorities. Through the election of platform leaders, critical leadership skills among this marginalized group are fostered.

¹⁴ In Burundi and Rwanda, the traders can open bank accounts where to deposit earnings, or they use the "Mpesa" on-line/cell phone cash transfer system. An issue flagged by the traders that the UN might want to look into, in terms of facilitating cross-border PPP support: while Vodacom, Airtel are present in DRC, their Mpesa mobile phone money transfer/banking service isn't. The UN could explore playing a role in facilitating an introduction of Mpesa by those companies in the Kivus etc. Also, the traders are in need of technological support: poultry farmers among them cannot expand their production base due to technological barriers: they produce chicken feed manually using pillar and mortar. The few machines they possess (e.g., for processing palm oil) are inefficient and dangerous.

(TEMDO) in implementing the Industrial Upgrading and Modernization Programme focusing on edible oil, dairy and food processing.

Under output 4.3 (supporting private sector access to international markets), the UN inter-agency cluster on trade and productive capacity (under which UNOPS, UNCTAD, ITC, UNIDO, and ILO join forces) comprises a 2.5-year project linking horticulture to responsible tourism market access started in 2014, with a budget of 3.6 million US\$. It aims to improve livelihoods through a greater adoption of market value chains for agro-products and Responsible Tourism Criteria based on the local context for Tourism markets.

Given the very recent start of the project, there is not much that can be presented in terms of tangible results, yet. The project targets an increase in productive capacity among horticulture producers and in the supply of high value agro-products (to hotels, resorts and restaurants, and to foreign markets) that include organic produce. As part of this, the project is designed to facilitate lasting linkages between suppliers and the tourism sector with the scope to include international exports. National College of Tourism (NCT) Arusha branch is also targeted in the project. Finally, the project will result in strengthened public private dialogue mechanisms to regularly respond to issues pertaining to Responsible Tourism in Tanzania, particularly when it comes to enabling Tanzania to benefit more from the indirect export potential of the tourism industry.¹⁵

Finding: In relation to Outcome 4 (regional integration and international trade), overall progress in terms of the planned harmonization of trade related instruments, services, standards and policies to smoothen EAC integration and competitiveness lags behind. However, trade mainstreaming in key plans and strategies of products, goods and services integrated along the value chains within the country and in the EAC, and private sector capacity building to benefit from greater access to international markets progressed according to plan. Among the achievements to be noted are the training of 20 MIT trade analysts; training of 15 trade-related MDAs, i.a. on integrating trade in development plans and budgets; e-platform established; drafting of proposals to simplify the administrative procedures on business creation and development; promoting transparency and simplification of trade related procedures through proposal of 20 procedures on SME creation, foreign trade etc. If the proposed measures are enacted and fully implemented, once they gain traction, their impact, both direct and via indirect ripple effects, is likely to be felt over the mid-term throughout an improved business-friendly environment.

Finding: The cross-border women's groups through Women's chambers of trade and commerce shows strong potential for scale-up both in terms of widening the scope of support services provided, and geographical coverage. Furthermore, it has potential for innovative integrated cross-sector programming.

Outcome 4 - Issues and challenges affecting performance

¹⁵While it is too early to draw any conclusions, there are possible immediate synergies, in particular in terms of knowledge management, vis-à-vis the UNESCO biosphere/sustainable eco-agriculture and tourism project in Usambara etc., as well as (potential future) synergies with the seaweed farming intervention in Pemba close to the MV Micheweni which has strong potential for an eco-tourism operation in the (seaweed) farming community, and the seaweed processing value chain (healthy bio-salads, snacks; and as component or main ingredient of cosmetics). There is also South-South potential in studying the example of eco-tourism in Comoros' Marine Park in Mwali island.

UNDP's support was designed to enhance Tanzania's capacity for trade negotiations. However, output 4.2 is stalling given that the GoT continues to have reservations on free movement of labour, access to land and the fast-tracking of the East African Federation actively supported by other neighbours in the region.

Finding/Recommendation: The UNDP only indirectly addresses tourism promotion, and on a limited scale as a component of interventions with other outputs and outcomes. In view of the upcoming cycle's UN programme design, it is also noted that in terms of subject matter and potential "synergetic"/organic future programming, there are large interfaces between the areas of trade development, tourism, infrastructure, energy, economic investment; as well as vocational training/education, culture, and security issues. Zanzibar, in particular, is facing a large number of above challenges to a significant extent. A specific challenge faced by the RGoZ where the UN would be well placed to provide specific support, is linked to the current absence of a Cultural Master Plan and Zanzibar-specific statistics on tourism.

This is an area where, critically, there is insufficient empirical evidence to guide planning and decision making, in spite of the tourism sector being such an important driver of economic growth. This is a gap that the UN could assist in fixing. For the time being, tourism data (as captured through the General Tourism Survey) is managed Union-wide with figures co-mingling data for Mainland and Zanzibar based on the assumption that first time visitors to Tanzania will also visit Zanzibar. This is an acceptable proxy allowing to measure overall trends and do very general projections, but not more¹⁶.

In addition, there is currently no system in place to capture influx of visitors through sea ports, which play a vital role for Zanzibar tourism. Finally, planners in the responsible line ministry (Ministry of Information, Culture, Tourism and Sports) insist they are not only in need of more and better quantitative data, but also interested in capturing qualitative data on visitors' perceptions, i.e. how tourists judge the quality of their stay. In terms of turning the vision of high quality/low volume tourism into a reality, the UN might be instrumental in supporting South-South linkages to "best practice" countries such as the Seychelles, the Maldives etc. Supporting inter-linkages with TVET through vocational training and PPPs are additional critical areas where the UN can play a significant role as catalyst.

2.1.2 Environment and Climate Change

Outcome evaluated

Relevant MDAs, LGAs and Non-State Actors improve enforcement of environment laws and regulations for the protection of ecosystems, biodiversity and the sustainable management of natural resources (Outcome 2)

Outcome 2 - Assessment and findings of performance against evaluation criteria

The outcome and the supporting outputs and activities implemented are of clear relevance and well targeted given generally weak levels particularly at local levels, of governance and institutional capacity in maintenance and enforcement of environmental laws and regulations. Poverty levels, food insecurity and the effects of climate change are putting additional strains on local communities, and in some regions a rise in criminal

¹⁶Cf 2014 World Bank Study.

activity (poaching, illegal tree-cutting, fishing), and inter/intra-communal conflicts, sometimes of a violent nature have been witnessed, e.g. over land use rights between farmers and pastoralists.

The three outputs and key actions under the outcome represent a well-balanced and therefore more effective approach combining outputs aimed at strengthening the policy and legal regulatory framework along with capacity-building measures in coordination, enforcement and monitoring between the relevant MDA and LGA actors on one side, and addressing, on the other side, factors in the social and economic context of local communities that may adversely affect sustainable land management, biodiversity and protected areas conservation.

Key actions cover a mix of interventions from support for new or updated laws and regulations in line with the Environment Management Act, capacity building training of national and LGA actors on better understanding and effectively carrying out their roles and functions in practical enforcement and monitoring, including, importantly, how to coordinate their complementary functions; and the application of the legal and regulatory framework into regional, district level strategies and plans. Indicators and targets for monitoring are relevant and appropriate and indicate sustained progress with targets projected to be achieved under the three major outputs.

Key performance indicators against this outcome are quite encouraging. While progress in establishing a framework for financing opportunities for payments for ecosystem services (PES for carbon, water) has been lagging behind targeted milestones, the number of environmental regulations and bylaws adopted and operationalized increased from a baseline of 12 (2010) to 22 completed regulations and being implemented, by the mid-2014. In addition, the UNDP supported the drafting of up-to-date management and business plans in the nature reserves of Nilo, Uluguru and Kilombero.

Output 2.1 - “National and local levels have enhanced capacity to coordinate, enforce and monitor environment and natural resources” reflects the extent of gender mainstreaming across the UNDP, in that it comprises the development and implementation of initiatives specifically targeting women’s empowerment in natural resource management and extractive industries through Gender Responsive policies, strategies and programmes. An important challenge that is directly correlated with industrial as well as population growth, this output also covers waste management strategies; a sustainable 'eco-system approach' to fisheries, reducing Illegal, Unregulated and Unreported (IUU) fishing and build capacity for assessing and monitoring national forest resources.

Output 2.2 on enhanced “technical, financial and governance capacities for sustainable land and forest management” achieved a major result in ensuring the complete mapping of Tanzania’s forests and woody resources, in 2012/13, a major improvement from the baseline of 5%. As a resource for planning, this marked a significant progress with potential short-term impact. Related to the Output, the GEF-financed project on Kilimanjaro Environmental Conservation and Sustainable Land Management is representative of the approach to achieve the output of enhancing the technical, financial and governance capacities of local communities in this respect with significant, measurable effects on reducing deforestation, soil erosion, and increased production yields and incomes of farmers. The project combines technical support, awareness-raising and community organization with incentive schemes such as support for access to financing and reduced prices for fuel-efficient stoves to encourage farmers to adapt to more sustainable land use practices. Especially the fuel-efficient stoves are expected to ease the burden of foraging fire wood as well as reduce health risks for female household members who are traditionally in charge of preparing meals, since reducing fumes that those

involved in cooking are typically exposed to when using conventional stoves. The approach to end illegal tree cutting and re-planting of trees is being replicated elsewhere, e.g. Chamwino district, Dodoma region.¹⁷

Finding: While only linked to a single project, the strategy and approach followed can serve as best practice for designing other measures to ensure the sustainability of activities. The latter is achieved through integration into Regional and District budgets and plans, giving due attention to participation and ownership of targeted communities; and through implementation and monitoring arrangements comprising a very small project management unit working through the existing institutional structure of RC/DC technical and sectoral managers and specialists. This also results in enhanced effectiveness and efficiency.

Finding: Strengthening the Protected Area Network in Southern Tanzania (SPARNEST) project is a significant intervention under the output aimed at enhancing capacities for sustainable management of protected areas. This project¹⁸ has had significant results in curtailing poaching through Rapid Response Teams and, significantly, community mobilization and sensitization measures targeting youth in particular. The project has also promoted cultural tourism in Iringa, designated as the future tourist hub of Southern Tanzania. In a complementary intervention, UNESCO supported the Chief Mkwawa museum and the restoration of a former German “boma” (later a DC’s office) as a planned tourism museum in Iringa.

The most significant contribution of the SPARNEST project, indicative of the broader potential of UN agencies on a national scale in supporting these objectives, concerns its approach to adopt an integrated multi-stakeholder and participatory approach and to take the social and economic interests of communities surrounding national parks and protected areas into account. In doing so, the project provides support to mitigate and reconcile sometimes opposing interests between preserving these nationally and globally precious eco-systems, and the livelihoods perspective of local communities.

The evaluation team met with the Executive director of TANAPA, relevant MDAs in the environment field and management and staff of the Tarangire National Park in the Kilimanjaro region and were exposed in visits to surrounding communities to the challenges faced in reconciling and finding sustainable solutions to these diverse interests and perspectives: This includes (a) the encroachment of land under cultivation on the designated corridors connecting the animals in the National Park to grazing, watering and breeding grounds in other locations, based on their migratory patterns, which threatens turning the Park into a giant zoo; (b) addressing the conflicting interests between the protected areas and both farmers and pastoralists about land-use rights, grazing, water and carbon resources; and (c) the need to provide surrounding communities with economic incentives such as income generating opportunities, directly linked to the park to turn them into supporters and guardians rather than antagonists.

Recommendation: As referenced above there is a strong case for expanding the SPARNEST – or a new successor programme – to cover all National Parks and protected areas, particularly with its broader participatory approach to sustainable preservation, and aimed at such conflict mitigation/preventive measures. This is a clear candidate for future programming, building on and sustaining valuable effects and lessons learned that could be combined with a broader focus on conflict mitigation at local levels, and an LED approach with roles for other agencies, as referred to under general findings and recommendations.

¹⁷ The Outcomes third output covers the angle of improving capacity for sustainable management of Protected Areas, coastal forests, and marine eco-systems through policy and regulatory frameworks; with the “Bio-Sphere Reserves” network as common denominator with the Economic Growth and Economic Governance PWG’s programme portfolio.

¹⁸ The total budget of US\$17.3m is co-financed between GEF, UNDP and GoT’s in-kind commitment of US\$11m.

Outcome 2 - Issues and challenges affecting performance

As is the case for other UNDAP (sub-)sectoral programmes, a major challenge in reaching set goals is the lack of staffing, equipment, and infrastructure, which cannot be addressed through capacity building and policy level work, alone. This is well known to UN agencies, but accompanying firm commitments and resource allocations from GoT and/or DPs need to be more rigorously factored into the design of the UN's policy-oriented interventions.

Recommendation: Environmental sustainability, while appearing as a “cross-cutting consideration” across the UNDAP log frame, only appears in the RMS as an element of key actions under this Outcome. To give more effect to this crosscutting issue will probably require more sustained support through a similar mechanism as the WGs on gender and human rights. However, as other recommendations in this report advocate not to create more general DaO governance support structures than strictly necessary, but rather to connect the existing ones with direct programming and programme implementation, the recommendation would be to open a function within the working group mechanism or any future environment-focused management mechanism, which unites the system's top practitioners in the field to provide support to mainstreaming this issue across programmes in specific sectors and projects and respective activities.

2.2 Cluster 2 - Quality of Life and Social Well-Being

2.2.1 Education

Outcomes evaluated

MoEVT expands provision of alternative learning opportunities to include less teacher dependent learning modes, focusing on out-of-school children and illiterate adults (Outcome 6)

MDAs undertake evidence-based planning, management and quality assurance at national, district, ward and school levels (Outcome 8)

From the eight Education PWG Outcomes, two were retained for the UNDAP evaluation: Firstly, under Outcome 6., the UNDAP supports the MoEVT to expand the provision of alternative learning opportunities to include less teacher dependent learning modes, focusing on out-of-school children and illiterate adults. The second priority Outcome concerns strengthening the capacity of relevant MDAs to undertake evidence-based planning, management and quality assurance at national, district, ward and school levels. In-service and pre-

service teacher training, along with a host of well integrated support components (from early childhood development to school feeding; from vocational training for out-of-school youth to evidence-based planning etc.), make for a truly holistic and comprehensive programme portfolio with UNICEF, UNESCO and WFP joining forces wholly in line with DaO principles. The PWG's vision to promote inclusive quality education leaving nobody behind is well reflected in the results chain supporting the Outcome.

In terms of leveraging benefits of enhanced coordination and collaboration, it is interesting to note that the Education PUNs came to realize that the PWG mechanism could be done away with¹⁹; and both coordination and oversight functions would be better placed within the Development Partners (DP) forum's sector working group (ESWG) and its related oversight body, the Education Sector Development Committee (ESDC). As a consequence, the Education PWG and PMC were de facto discontinued and merged into the DP forum. This forum is chaired by the line ministry and attended by donors, and other development partners including the UN, and civil society.

The relevant UN agencies no longer meeting separately but merging their agenda into the overall sectoral discussion obviously opens up avenues for improved inclusiveness, participation, ownership, sustainability, and relevance; as well as overall sectoral efficiency and effectiveness. So far, this model, with reduced transaction costs and linking UNDAF outcomes to the wider donor community seems to be meeting everybody's expectations. As the database/MIS-related discussion below exemplifies, there is both need and scope for improvement in coordination on the education sector with the wider donor community. As captured in the sections on General Findings and Recommendations the same logic could apply to other PWGs that currently continue as parallel streams to existing DP fora.

Outcome 6 - Assessment and findings of performance against evaluation criteria

The two Outputs under Outcome 6 complement one another in that the Unicef-supported "Integrated post-primary Education" (IPPE) covers training needs of a specific target group not reached by the Unesco-supported out-of-school intervention, and vice versa. Both emphasize the practical training needs of youths requiring alternative learning approaches. Coordination with national counterparts (VETA and IAE, respectively) is efficient and effective. In both cases, measures are foreseen for re-integrating learners into the official education system underlined by end-of course official certificates. Even more important than the certification is the fact that the content and skill transfer arrangements are adapted to actual real-life situations.

Rather than focusing on formal learning, activities under the output provide students with practical vocational and life skills based on labour market needs. Those with limited reading, writing and math skills can catch up on functional literacy/numeracy tailored to their personal needs. The timing of courses and exams take into account that many among these youths and young adults have already integrated the work force. Since these courses train the young or future work force (craftsmen, skilled manual workers, artisans), there is an evident potential interface with SME business development, training of the work force for value and supply chain development, investing in creative and innovative businesses of the type supported by outcome 3 under the Economic Growth and Economic Governance programme portfolio. However, this linkage is still in need of further development and strengthening, which the Ministry, VETA, IAE and PUNs and other stakeholders are clearly aware of and currently working on.

¹⁹... while continuing mandatory data entry into the RMS, in line with standard UNDAF reporting requirements.

Finding: The focus on introducing innovative alternative education for out-of-school children, dropped-out young mothers and illiterate adults is highly relevant and easily qualifies as success story in the making with immediate short- to mid-term impact. All the ingredients for successful scale-up are in place for the basic training component. Systematic exchanges and linking up with economic growth-related programming such as SME promotion and value/supply chain-related activities, support to innovative and cultural enterprises including access to micro-credits, cooperatives and other social enterprises, business incubators etc. are encouraged as building blocks for a larger common focus programme for the coming UNDAP cycle.

Finding: In terms of (financial) sustainability, , there are encouraging signs that the private sector through the Chamber of Commerce and individual enterprises will join forces with IAE, by acquiring accreditation rights through payable training of their staff by IAE. Such licensing agreements for training their own (future) work force would foster sustainability in terms of financing and national roll-out, and establish a valuable entry point to reaching out to the larger target group, through mobilizing partners in the informal and formal private economic sectors.

Outcome 6 - Issues and challenges affecting performance

As far as the advanced “multiple pathways” methodology and related training materials are concerned, there is need for additional research and development efforts. In this regard, the PWG has already reached out to relevant specialized UN agencies (in particular ILO, UNIDO) that might soon be joining with complementary activities. PUNs are confident that thanks to the established inter-agency collaboration these higher-level content modules will be finalized in time, meeting quality criteria in terms of content, lay-out and printing of the final learning materials.

Outcome 8 - Assessment and findings of performance against evaluation criteria

Under this Outcome, the PUNs involved in the education sector offer a package called SISTER (School Education System for Tracking Education Results), a sub-system of the Education Sector Management Information System (ESMIS) designed to respond to sector needs including improved fully gender-disaggregated school-level data to be available to school administrators, “live” education data updated on a “real-time” basis, analytical online reporting, long-term capacity building, sub-system harmonization under the overall ESMIS umbrella etc. Key actions are all based on the ESMIS development process and its initial (implicit) roadmap, built on and around UNESCO/UIS-provided solutions: GoT’s ESMIS is programmed using UNESCO/UIS’ StatEduc Builder 2 software package; SISTER is programmed using its upgrade (StatEduc 3). Planned key actions under the UNDAP include the roll-out and further finessing of the overall ESMIS including the design and introduction of the SISTER module (e.g., review and adaptation of school inspection schedules to existing EMIS architecture; capacity building for operationalizing the Inspectorate EMIS etc.)

Finding: As of 2013-2014, performance targets at output and outcome level were either only partially met, or not met at all: The Outcome as such of strengthening of evidence-based planning, management and quality assurance in the education sector is highly relevant for socio-economic development and social cohesion. The current structural challenges, regardless of whether they are tackled by PUNs or other stakeholders/DPs, are the integration of demand and supply side data (student population vs. teachers, infrastructure gaps, etc.) and ensuring data quality. Accurate education statistics are indispensable for sound planning and resource allocation. Tanzania is said to be on track to meet education MDGs. However, insiders doubt the accuracy of

official data, hinting at serious inconsistencies or discrepancies for key indicators, with competing or “dueling” data sources showing different figures for the same indicator. Specifically, this concerns data on student and teacher enrollment and attendance needed for planning of teacher training and infrastructure provision. Official teacher-to-pupil ratios and average class size seem to have at least a slight positive bias, following related discussions with education officials at central and grass-roots level, several on-site school visits, and anecdotal evidence. The current confusion in the realm of data production does not help in this regard.

Finding: Also, interviewed school staff indicated that a lack of systemic inputs (infrastructure: classrooms, roofs, toilets etc.; equipment including furniture and textbooks; as well as a sufficient quantity of teachers on the payroll and in attendance, tending to their duties) is by far the most pressing current challenge facing the education system (cf. text box below). Given the dynamic relationship between quantity and quality in the education system, the former, if not properly accommodated, can sap and ultimately seriously undermine gains in the latter; contributing to high rates of early drop-outs as addressed through the above-mentioned Outcome 6. —Other stakeholders have a comparative advantage over the UN agencies regarding infrastructure and equipment and hence, this segment is absent from the UNDAP.²⁰ It is ironic if not paradoxical that the education sector which in many ways is pioneering in terms of strong coordination between development partners coordination and where the distribution of tasks and comparative advantages seems as clear-cut as it gets (DFID/WB focusing on infrastructure through EQUIPT; UNESCO with support from other PUNs covering EMIS), sees the UN running the risk of being crowded out from the data management field by other DPs normally focusing on infrastructure development, while at the same time being encouraged by many stakeholders at the grassroots level (school staff and community representatives in all of the half dozen schools visited by the evaluation team in various regions) to get much more engaged in building school infrastructure. This is not to suggest that UN agencies take on the enormous task of financing rehabilitation of school infrastructure, but the issue needs to be vigorously addressed in policy-oriented activities and in advocacy and partnership-building with financially more powerful donors.

Outcome 8 - Issues and challenges affecting performance

Notwithstanding the high-quality achievements noted above, there are some reasons for concern about the effectiveness and even further relevance of this outcome (in the sense of GoT looking to the UN for providing related support), given the current complex landscape of stakeholder interests and competing technological solutions for an ESMIS. The somewhat customized generic solution provided by Unesco/UIS which this Outcome is built around, is currently at risk of being sidelined by a competing approach which is being tested in some, but not all regions: At present, DFID implements a decentralized EQUIPT infrastructure support package to PMORALG/LGAs, including considerable funding to strengthen the regional level ESMIS components (the so-called BEMIS); with the World Bank joining DFID in also offering related financial support for long-term capacity building.

In late 2014, MoEVT, under pressure to accelerate data production to generate a national school-level data set to inform foundational Delivery Linked Results (DLR1) under the Big Results Now initiative, opted for testing the DFID-backed private licensing solution in 7 regions. This has led to confusion at the grassroots level with

²⁰Nevertheless, the design of the UNDAP’s education results chain is indirectly built on the assumption that the logistical basics (infrastructure incl. schools/class rooms, equipment, teaching/learning materials such as text books; and teachers) are solidly in place or taken care of by other DPs and/or the Government.

the central government not yet clear on how to continue. DFID and the private sector were quicker, more nimble, and better resourced; and, rather than coordinating their positions, donors ended up competing against one another. The final decision about which system MoEVT will opt for is still pending.

Finding: While gender concerns are fully addressed by both solutions (i.a., student and teacher data and related indicators such as enrolment rate, gender ratio etc. disaggregated by sex), the two solutions have a number of differences in the design, hardware requirements, operational/procedural implications. There is currently a risk that short-term interests might prevail and end up pre-empting long-term strategic choices. Given these uncertainties, overall effectiveness and impact of this intervention currently hang in the balance.²¹

Recommendation: In view of desirable strengthening of coordinating DP support to GoT, programming of future UN programme activities related to the education sector would benefit from clearly mapping other agencies' priorities, regions of intervention, target groups, etc. to avoid duplication and wasteful competition and ensure synergies, catalytic effects etc. are properly leveraged. A possible candidate for enhanced coordination is the field of educational data management, where other actors such as DFID and the World Bank are pursuing their own large-scale activities that can potentially run counter to UN-provided systems, if not well coordinated. A positive model that might serve as best practice for coordination is the case of Unicef and DFID adopting an education survey approach originally introduced by USAID, with the three entities subsequently dividing up the geographical areas of intervention according to comparative advantages (field presence etc.) so as not to overlap.

2.2.2 Health and Nutrition

Outcomes evaluated

Relevant MDAs and LGAs develop, implement and monitor policies, plans and budgets for effective delivery of health services (Outcome 1)

Relevant MDAs and LGAs integrate nutrition into policies, plans and budgets and strengthen institutional arrangements for delivery of services (Outcome 3)

The UNDP health and nutrition programme provides extensive technical support to the health delivery system in line with national policies and strategies. Programme outcomes are crafted to respond to MKUKUTA goal 2.3 of improving survival, health and well-being of children, women and vulnerable groups and MKUZA goals 2.2 and 2.5 to improve health delivery systems and nutritional status of children, women and the most vulnerable groups. Seven outcomes contribute to these goals and to the achievement of several MDGs (1, 4, 5, and 6). The evaluation assessed performance under outcomes 1 and 3.

Assessment and findings of performance against evaluation criteria

²¹ The issue of harmonizing, or agreeing on, common systems, standards and processes mirrors similar (potential or already very real) challenges across other sectors where UN agencies are facing challenges and end up "having to sell" their own solutions, even if originally developed as global standards as in the case of the UNESCO/UIS solution offered to MoEVT.

Improvement and support of the health delivery system and strategies for improving the health of mothers and children are identified as essential for achieving relevant MKUKUTA and MKUZA goals. The National Road Map to Accelerate Reduction of Maternal, Newborn and Child Deaths (the Sharpened One Plan) identifies ensuring quality care at birth, postpartum and postnatal care as interventions that can contribute significantly to the reduction of maternal deaths²² a key MDG which Tanzania is not expected to meet. The main output under Outcome one of the Health and Nutrition programme, supports national efforts to implement the Sharpened One Plan with a focus on capacity building and scale-up of emergency obstetric and newborn care (EmOC) and other services essential for improved child and maternal health outcomes.

Other outputs under Outcome 1 seek to strengthen health delivery systems at LGA level by building planning and management capacity, in line with National Health Sector Strategic Plan III priorities. Thus this outcome is in line with national health priorities, which are also described in the Human Resource for Health Strategic Plan 2008-2013. Key informants at regional and district/council level, concur as to the **relevance** and responsiveness to major current challenges and gaps of UN support at both national and sub-national levels.

Under Outcome 3, the focus is on mainstreaming nutrition into policies, plans and budgets and service delivery. Outputs under this outcome contribute to the MKUKUTA and MKUZA goals for improving infant, child and maternal nutrition. Three PUNs implement activities under this outcome, targeting institutional arrangements and effective service delivery.

The outcome complies with key national strategies including the Food and Nutrition Policy and the Nutrition Vision 2025 and thus is **relevant** to national development priorities. At regional and district level, there is great appreciation for UN support for what are judged to be priority interventions. In Iringa for example, nutrition interventions were incorporated into the project after research conducted in the region identified malnutrition as a significant problem. Similarly, in Bahi district Dodoma, key informants expressed appreciation for the support in addressing malnutrition in pregnant women, mothers and children.

Finding: Three UN agencies, Unicef, UNFPA and WHO, implement key actions under output one, however the wording of these appears to have a high degree of similarity, suggesting both a degree of overlap and potential for complementarities between them. Furthermore activities are implemented in different geographic areas and not within a common plan, further re-enforcing the impression of activities being spread thin on the ground and of missed opportunities for sustained impact. This was confirmed in the team's visits to health centers in both Zanzibar and the Mainland where from one to the next similar inputs and activities were provided by one agency, but where staff had no contact with or knowledge of what the other UN agencies active in the sector were doing.

Finding: The Health programme has had significant impact of high relevance supporting national efforts to reduce maternal, infant and child deaths. These include support for the development of the One Plan, to which all three PUNs contributed in a coordinated fashion and for which the UNDAP Health and Nutrition PWG was

²²Increasing coverage and quality of MNCH services is also a key priority for the HSSP III.

awarded a prize by His Excellency President Jakaya Mrisho Kikwete.²³ In Iringa, the RMO reports, in part due to the UNICEF financed EmOC intervention, maternal mortality has decreased from 223 deaths per 100,000 live births to 156 between 2012 and 2014. Furthermore, under-five mortality has dropped from 20 deaths per 1000 live births to 9 between 2012 and 2014; while facility deliveries increased from 81% to 96% between 2012 and 2014. In Meru district, the CHMT reported the reduction in complicated births and infant deaths after WHO support for strengthening service delivery including improving MNCH services. The evaluation notes however that the effect of these interventions is reduced due to geographical dispersion of implemented activities at sub-national level, particularly in the context of the Sharpened One Plan, which has identified priority geographical zones.

Analysis of progress using RMS reports indicate that the intended results under outcome I will most likely be partly achieved by the end of the UNDP implementation period. Interventions to put in place an enabling environment for effective delivery of health services will by and large be achieved according plan. However, with only 39% of health centers providing BEMONC services in 2014, the programme is unlikely to meet the target of 80% by 2016.

Finding: Analysis of RMS reports indicate the programme is on course to achieve the intended results under outcome 3 of the health and nutrition programme. Feedback from RHMT and CHMT members is that these interventions are effective. Nationally TA was provided for reviewing national policy documents and guideline dissemination. The capacity of regions and districts to develop effective nutrition plans and to advocate and promote nutrition activities has been boosted. Under the leadership of UNICEF and WFP, the UN supported activities to improve the nutritional status of mothers and children in Iringa and Dodoma regions. In Dodoma, WFP nutritional supplementation for children with malnutrition and pregnant and lactating women at facility level has reduced malnutrition by 9% between 2011 and 2014 in Bahi district²⁴. In Iringa, UNICEF support for district Multi-sectorial Nutritional Committees to address high malnutrition rates by providing education to mothers attending ANC on breast feeding and appropriate weaning foods UN support has in some cases catalyzed the LGAs to prioritize health and nutrition in their planning and budgeting.

Finding: Though critical gains have been made, with clear impact that can be linked directly to MKUKUTA/MKUZA goal and MDG achievement, ownership of the interventions by LGAs remains a challenge to sustainability. In Iringa, RHMT and CHMT members felt plans to integrate UNICEF supported health and nutrition activities into the Council Comprehensive Health Plan would not ensure that they would continue. Creation of budget lines in the Comprehensive Council Plan (CCHP) would not in itself guarantee allocation nor disbursement of funds. Furthermore, while interventions such as the WFP intervention to address malnutrition in food-insecure areas like Dodoma through school-feeding programmes are necessary, they also require a more multi-sectorial approach from planning level, as well as substantial commitment at high levels that such interventions can and will continue when UN support ceases. In Longido district the evaluation found that WFP's exit strategy had been built on expectations which local authorities, communities and parents were unable to meet, translating also into reduced school attendance. In the words of a health worker in Bahi district, if the District Agriculture Team is focusing their efforts on production of food for commercial purpose while there is high malnutrition in the community due to food insecurity, then it will always be hard to solve the problem in the long-term.

²³UNFPA, UNICEF and WHO were part of the MNCH Steering Committee formed by MOH to guide the development of the One Plan.

²⁴Nutritional Coordinator Bahi District Council, Dodoma Region.

Finding: Annual review reports indicate PWG members collaborate on a number of issues mainly at the national level, while WHO documented the strengthening of the health systems delivery in sixteen peer learning districts including providing them with equipment. UNFPA and UNICEF provided support to specific interventions on maternal and child health. PWG members note that collaboration is mainly concentrated at national level, unlike during the Joint Programmes, when PUNs worked together even at sub-national level.

Efforts are made to address national and international Human Rights standards in the Annual Work Plan of the Health and Nutrition Program. Relevant activities include application of human rights based approach to MNCH and SRH implementation, including support for youth friendly clinics and technical assistance for increasing access to preventive HIV services for women . Furthermore, the programme interventions to improve the quality and access to reproductive health services such as family planning for women directly address gender equality and women’s empowerment. A pertinent example is the UN’s advocacy for increased commitment for increasing access to family planning services so that more women, including the poorest, can avoid unintended pregnancies and decide on the number and spacing of children they wish for as stipulated by the Committee on the Elimination of Discrimination against Women (CEDAW)²⁵.

Issues and challenges affecting performance

Human resources are a particular challenge for implementation of activities. The low capacity of health care providers, particularly new recruits, and inadequate numbers of health care workers in general, hampers progress of activities. The geographical distribution of health care workers is also not optimal, greatly affecting the efficiency of interventions in underserved regions. Furthermore, bottlenecks caused by the decentralized nature of the health sector also often lead to decreased efficiency.

Finding: Late disbursement of funds from the UN (via the Exchequer) slows down pace of implementation. UNICEF and other PUN channel project funds through the Exchequer, a system prone to bottle necks and delays. While low capacity of LGAs to raise counterpart funding limits scaling up of potential of high impact interventions.

*Recommendation:*The UN works with the health system to implement to high impact interventions that increase demand for improved services. However this creates added pressure on the often inadequate and dilapidated infrastructure of the health system. Future programs should prepare in collaboration with MDAs/LGAs during planning, strategies for dealing with increased demand. Furthermore, efforts should be made to increase LGA capacity to fundraise for continuation of high impact interventions. The government of Tanzania through the Sharpened One Plan, has signalled a high level of commitment to reducing maternal, neonatal and child mortality. Future iterations of the UNDP, Health and Nutrition programme should continue support for these efforts by aligning programme activities more closely with the strategic priorities defined in the Sharpened One Plan. This should include PUNs giving high priority to intensifying downstream programming in geographic zones where maternal neonatal and child mortality is highest and incorporating interventions to address low family planning uptake.

²⁵ CEDAW article 16.

Future iterations of the UNDP, Health and Nutrition should continue its support for government efforts to reduce maternal, neonatal and child deaths. PUNs should incorporate the strategic priorities defined in the Sharpened One Plan, including focusing of efforts on geographic zones where there is highest maternal neonatal and child mortality is highest. Specifically agencies should adopt a more strategic and coordinated approach to planning and implementing interventions to achieve maximum impact.

2.2.3 HIV-AIDS

Outcomes evaluated

TACAIDS and ZAC provide effective guidance to the national HIV/AIDS response, based on evidence and per agreed Human Rights standards (Outcome 2)

Selected MDAs, LGAs and NSAs implement evidence-based HIV prevention programmes (Outcome 4)

The HIV/AIDS programme aims to ensure a sustainable and equitable national response to the HIV and AIDS epidemic. Eight key outcomes contribute to MKUKUTA goal 2.3 of improving survival, health and well-being of children, women and vulnerable groups and MKUZA goal 2.2 of improved health delivery systems focusing on the most vulnerable groups. These national goals are derived from MDG 1, 4, 5 and 6 which address extreme poverty and hunger; reduction of child mortality and improved maternal health; and combating HIV/AIDS, malaria and other diseases. The evaluation assessed results achieved under outcomes 2 and 4.

Assessment and findings of performance against evaluation criteria

In terms of relevance and responsiveness to national priorities, Outcomes two and four of the HIV/AIDS programme, and related outputs and specific key actions (KA) can be linked to the relevant MKUKUTA/MKUZA indicators to reduce HIV/AIDS infection rates, reduce prevalence in youth and increasing PLHAs access to treatment.. Key informants at central government level (NACP, TACAIDS), regional and LGA support this finding.

In addition to fitting in with MKUKUTA and MKUZA goals, outcome one addresses priorities of the National Multi-Sectoral Strategic Framework for HIV/AIDS 2013/14-17/18 (NMSF III) for mainland Tanzania, which highlights the coordination of the national response and a human rights programmatic approach as necessary pre-requisites for ensuring that needed services reach those who need them most. Key actions and outputs contributing to this outcome focus on evidence generation, strengthening of M&E systems nationally, mainstreaming human rights and gender into national plans and dissemination of policies to sub-national levels and improved resource mobilization. An area of concern is the apparent overlap of Key Actions under individual outcomes, which give an impression of interventions that were retro-fitted to the UNDP framework, as opposed to being a result of a sustained planning and coordination process²⁶.

Despite almost universal awareness of HIV/AIDS, the NMSF II identifies gaps in specific knowledge on how to prevent transmission in all (age?) groups. Furthermore a significant number of women living with HIV and

²⁶An example is Output 2.1 five agencies implement KA to support M&E and research capacity at TACAIDS and ZAC.

exposed infants still do not access MTCT services. Outcome four responds to these priorities, through technical assistance for coordination of the National Multi-Sectoral Prevention Strategy and direct support for prevention interventions. Similar to Outcome 2, there is a degree of overlap at the KA level.

Finding: Analysis of the effectiveness of UN financial and technical support shows the UN to have been instrumental in the generation, application and analysis of critical information that informs the non-health sector (TOMSHA and ZAC) and health sector (HMIS). Studies on key issues supported by the UN have resulted in a better understanding of the dynamics of the HIV/AIDS epidemic, and consequently a better informed national response. In this respect, the government recognizes and appreciates the UN's role as an authoritative and neutral source of high quality evidence-based information, ensuring relevance and effectiveness of the UN's contribution despite being dwarfed financially by larger donors and funds. By working with the government from planning of strategies, ensuring that strategies and policies are in line with international guidelines, generating evidence at global, regional and national levels; the UN has ensured that Tanzania's capacity to address the HIV/AIDS challenge is much improved and HIV/AIDS relevant to duty bearers.

In Zanzibar UN support has been critical in guiding and supporting the national HIV response. UNDP support to ZAC has been the main source of development assistance received by ZAC in the last 10 years, which ended this year. Notwithstanding the reasons behind this decision, which the evaluation could not ascertain, this decision has the potential to weaken the central position occupied by the ZAC in coordinating Zanzibar's response to HIV/AIDS.

Achievement of outcome 2 is largely dependent on key outputs such as capacitating 80% of districts to report through the two national reporting systems (TOMSHA and HMIS). The 2014 HIV/AIDS program report reported 65% of districts reporting HIV/AIDS statistics through both information systems. Thus the evaluation's assessment is that outcome 2 will be achieved by the end of the programme.

Finding: Achievement of Outcome 4 is likely should implementation continue at current pace. Key stakeholders highlighted the leadership role of UN agencies in generating evidence on HIV including modes of transmission and in guiding formulation of national prevention strategies. For example, UN provided TA to conduct secondary analysis of THMIS, DHS and VACS data to identify region, age and gender-specific vulnerabilities of adolescents and youth in the Mainland and Zanzibar, to inform policy and programmes across HIV, Health and Nutrition, Education, and Social Protection, such that HIV prevention interventions can be targeted where needed most. Support for roll-out of Option B+ PMTCT services has met set targets in Mbeya, Iringa and Njombe and, contributed to increasing the number of facilities and therefore women accessing life-saving prevention services. TACAIDS has benefited from human resources assistance for coordination and planning from a number of UN agencies and Programmes; Regional Coordinators have been deployed in 26 regions and 25 UNVs were placed under TACAIDS at critical coordinating positions for direct technical support, day-to-day project planning, budgeting, and administration, and as catalysts for expanding community education and outreach (including Key Populations)

The evaluation has noted the strong collaboration between PUNs (for example UNFPA and UNICEF have continued to provide secretariat services to the HIV Prevention Technical Working Committee). This group is providing leadership in programming and review of prevention interventions in Tanzania Mainland. The evaluation notes that the annual work plan of the HIV/AIDS programme is also informed by national and international human rights policies and standards. This is done in part through advocacy and capacity building. Activities in the work plan address human rights standards in the NHRAP for equality and discrimination, rights

to adequate standards of physical and mental health. The programme directly addresses the rights of persons living with HIV/AIDS. Gender Equality and Women's Empowerment are addressed in UNs support for capacity development for effective mainstreaming of human rights and gender in the national response. Achievements in this area include incorporation of the concerns of women and girls and other considerations on gender in key policy and guideline documents that guide the national response. The UN's has also worked to build the capacity of stakeholders at all levels to provide targeted gender sensitive information and communication for increasing demand for HIV services.

Finally, it should be noted that UN agencies were critically instrumental in providing sound evidence during the writing of concept notes for the Global Fund which have since been approved for funding. With UN (Joint effort from WHO, UNAIDS, UNDP, UNFPA and UNICEF) leadership, technical assistance was provided for establishing and coordinating stakeholders, particularly civil society and regional level stakeholders.

Issues and challenges affecting performance

An area of concern for the HIV/AIDS programme is efficiency with respect to increased transaction costs for stakeholders related to implementation. This was highlighted by government stakeholders, who felt that having to deal with several UN agencies separately each with its own requirements for funding, reporting etc. can present bottlenecks for implementation.

Capacity to plan and implement HIV/AIDS programs has increased at the central and regional levels nationwide, however not all gains made are sustainable. This is particularly true for treatment of PLHIV, which is funded nearly entirely by donors. Expanding PMTCT services means more women can access life saving treatment, and more babies are born HIV free; however this does imply an increasing need for life prolonging ARVs, which the government cannot afford unless free or heavily price-reduced licenses/patents can be secured, and/or adequate domestic resources can be mobilized through potential channels, including but not limited to the AIDS Trust Fund. Support to the establishment and functioning of these mechanisms, particularly the AIDS Trust Fund, should be a priority for future UN technical assistance.

Recommendations for the HIV/AIDS programme are that it should continue to be a priority area in the next UNDAF, as high prevalence rates represent a threat to Tanzania's development. In Tanzania, HIV prevalence has not decreased among youth, the majority of HIV positive children who need HIV treatment are not receiving it, and HIV prevalence among Key Populations (Sex-workers, men who have sex with men, injecting drug users) remains high. If not adequately addressed, with continued strong advocacy at the highest levels and across all sectors and targeted and evidenced-based interventions, new HIV infections still has the potential to reverse the current trend of reduction in prevalence.

The government would like to see a well-coordinated UN programme on HIV/AIDS, with a clear leader/coordinator, which is clear and transparent division of roles and responsibilities and strong inter-agency collaboration, which would all and reduce transaction cost for government counterparts. Furthermore, the UN should continue its important role of generating evidence for HIV/AIDS in an evolving landscape and assisting the government in determining future strategic directions (post 2015, 2030 goals), in M&E and advocacy.

2.2.4 Water, Sanitation and Hygiene

Outcome evaluated

Relevant MDAs provide a coordinated, harmonized response for increased coverage and improved quality of child, girl friendly and accessible School WASH (Outcome 1)

The UNDP WASH programme responds to MKUKUTA and MKUZA goals to improve access to water, sanitation and hygiene (goals 2.4 and 2.3 respectively), through five key outcomes. This evaluation focused on the first outcome, which aims to ensure provision of a coordinated, harmonized response by relevant MDAs for increased coverage and improved quality of child, girl friendly and accessible school WASH services.

Outcome 1 - Assessment and findings of performance against evaluation criteria

MKUKUTA II and MKUZA II identify inadequate sanitation and hygiene in education institutions as a major challenge and highlight the importance of expanding institutional sanitation and developing sound hygiene practices. The third goal under the second cluster of MKUKUTA II /MKUZA II outcomes thus seeks to increase access to water, sanitation and decent shelter. In this respect the UNDP outcome statement is relevant to national strategies and development priorities. This was corroborated by key informants in the Ministry of Education and Vocational Training, LGAs and community members (including school committee members) in Mufindi District, Iringa and all districts in Zanzibar/Pemba.

Finding: The outcome level indicator tracks the national school WASH (SWASH) programme implementation, with the aim of implementing SWASH in at least 60 districts by 2016. These efforts support the on-going National Sanitation Campaign (NSC) whose objective is to roll out SWASH guidelines in 812 schools by 2015.. Analysis of the results chain reveal a gap between the outcome statement focus on increased coordination, coverage and quality and outputs and key actions whose focus is primarily on achieving national level policy changes, with limited inputs for downstream implementation. This was confirmed by WASH PWG members, who stressed the focus of the UNDP for this outcome is on creating an enabling environment for the government and other stakeholders to scale up SWASH nationally.

Finding: UN contributions to achievements in the WASH sector are effective and significant. According to key informants, under the leadership of UNICEF, the UN has supported processes that will in time contribute to achievement of the SWASH outcome. The SWASH Technical Working Group is now functional and meets several times a year with active participation of the PWG. Key informants state that without the UN support for coordination of the 4 ministries involved, the target of reaching 88 schools in the first year of the NSC may not have been reached. On the mainland and in Zanzibar, UNICEF has made significant contributions to SWASH policy reforms by supporting development of the SWASH strategic plans and development and roll-out of national SWASH guidelines as part of the NSC; capacity building of SWASH stakeholders; and evidence generation and demonstration of best practices through piloting of SWASH guidelines in limited areas. Guideline compliant facilities have been built in Kilimanjaro, Iringa, Njombe and Mbeya regions in collaboration with LGAs; 50% of schools in Makete, Njombe DC and Siha districts have met the MKUKUTA goal of gender

specific toilet ratio as a result. This support has increased visibility of WASH in general and SWASH as evidenced by the PMORALG action plan for WASH, which requires each LGA to have a WASH budget line²⁷.

Finding: Analysis of efficiency examined potential transaction costs for stakeholders related to implementation of the WASH program. It is the finding of the evaluation that the WASH PWG and Programme Management Committee are the only fora in the country at present that bring together stakeholders with decision making capacity on WASH at national level, thus ensuring coordination capacity of WASH sector stakeholders including several sector ministries, DPs and UN agencies. This is significant as elsewhere in the report and in the sections on General Findings and Recommendations the recommendation is made to seek to reduce transaction costs by separate UNDP coordination mechanisms that run parallel to GoT/DP mechanisms with wider scope and participation. In this instance UNDP WASH PWG fills an important gap. With respect to rolling out of guidelines, key informants at the LGA level voiced concerns regarding slow release of funds, which are channeled through the exchequer system, affecting implementation of activities, echoing similar concerns voiced in other sectors.

Finding: The evaluation notes that though achievement of the overall indicator, implementation of the national SWASH Programme, remains under discussion with relevant ministries, key outputs under this outcome have been achieved and an enabling environment for the launch of the national SWASH programme is now in place. The programme's approach of capacity building for the MoEVT, LGAs and community level structures and focus on hard to reach communities has ensured participation and engagement of stakeholders in achieving the intended outcome and equitable access to service delivery in the targeted regions. The SWASH intervention has benefitted from the synergies created by UNICEF's complementary interventions in the education, health, nutrition and HIV/AIDS sectors being implemented in the same geographical area.

The evaluation noted high levels of engagement and participation demonstrated by government stakeholders at all levels and the community, all essential ingredients for sustainability. Important policy level changes including the development of the SWASH Strategic Plan and improved coordination among the relevant ministries are important indicators of the government's commitment to improving water and sanitation conditions in schools. Progress made in the SWASH sector notwithstanding, sustainability of the gains made is not a given if steps are not taken to ensure maintenance and operation of SWASH facilities. Though the GoT has given directives for LGAs to fund SWASH activities, district level informants were not able to confirm the existence of budget lines for scaling up current SWASH implementation to all schools and funding for on-going maintenance of improved facilities and team members visiting three schools with recent installation or upgrades noted that challenges in this regard are already evident. Currently, the strategy is to confer responsibility for maintenance and additional investments in infrastructure to already overburdened school committees and communities. Without high-level political commitment, backed by concrete measures to ensure financial allocations at LGA level, the UN's achievements in the SWASH sector will be at risk of becoming unsustainable.²⁸

A number of good practices support gender equality and human rights. Among these are, identifying the needs of special groups, women and children (girls in particular), in the roll-out of School WASH. For instance,

²⁷Theresia Kiuwite, SWASH Coordinator, Ministry of Education and Vocational Training.

²⁸Site visits to several schools in Zanzibar, which had SWASH compliant facilities either installed or upgraded, found telling examples of these challenges. In one school a ramp for wheel-chair access had been built but the surrounding schoolyard was loose sand where no wheel chair could pass. Doors to girls' toilets were locked and no one could find the key; putting a roof over existing classrooms was a bigger priority than repair and maintenance for which the school lacked resources.

guideline compliant toilets are designed to be user-friendly and safe for disabled children and girls who are menstruating. Furthermore, separate toilet blocks ensure privacy and therefore the dignity of children. The implementation of these standards will have a significant impact on girls' enrollment, attendance and active learning as evidenced by data from schools where SWASH has been installed or improved in line with these standards as advised by the National Human Rights Action Plan and international Human rights standards, specifically, by ensuring the right to safe and clean water and sanitation, and improving access of people with disabilities to public facilities.

Outcome 1 - Issues and challenges affecting performance

Within the water sector, sanitation and hygiene (including SWASH) has consistently been underfunded. The water component has always carried a bigger proportion of the budget in national budgets in comparison with sanitation and hygiene, which was until recently considered as a small sector within the Ministry of Health and Social Welfare with little budget allocation. The rapid increase in primary school enrolment since the abolition of school fees for primary education in 2002, and the high cost of providing school WASH, particularly the water and sanitation elements pose a particular challenge to achieving national goals and thus achievement of MDG. Tanzania has 18,000 primary schools and 4,000 secondary schools; the current pace of rolling out WASH guidelines is thus unlikely to make a significant contribution on national access by 2015.

Though SWASH is identified as a priority, key informants point out that improvement of school infrastructure is an equally important if not more pressing priority; classroom numbers and teacher houses in many schools are insufficient and those that are available in urgent need of repairs. An important concern that has major implications for sustainability is water supply in schools. Many schools lack on-site water facilities, which renders implementation of improved SWASH difficult.

Recommendation: For Tanzania to meet its MDG commitments, it is important that the pace of implementation of programs such as SWASH is sustained and where possible increased. Future support for SWASH therefore should include intensified advocacy for increased budget allocations to allow addressing of gaps (the SWASH budget is currently 7 million US\$ compared to 13 million US\$ for Household WASH, even though the household component does not involve any infrastructure investment). Moreover, there should be more financial flexibility in priority-setting at local levels in addressing the SWASH to allow for better/more effective responses. For instance, allowing SWASH funds meant for building toilets to also support sustainable water supplies for schools.

Recommendation: The UN should continue to play its role in raising the profile of sanitation and hygiene at national and sub-national levels. Technical assistance should include building the capacity of civil society to advocate on behalf of communities regarding sanitation and hygiene, including policy level changes that ensure that central government and LGAs allocate and disburse funds for operation and maintenance of SWASH activities in the long-term. For instance, efforts could focus on advocating for increased SWASH allocations from the Water Sector Development Programme as well as the Health Sector Development Programme (HSDP) for water supply and latrines in schools and health facilities.

2.2.5 Social Protection

Outcomes evaluated

GoT coordinates a multi-sectoral social protection response to the needs of economically deprived and insecure groups (Outcome 1)

Local service providers respond effectively to women and child victims of abuse, violence and exploitation in select areas (Outcome 6)

The focus of the UNDP Social Protection (SP) Programme is on mechanisms to address socio-economic vulnerabilities and addressing the need for protective services for children and families, particularly with regard to violence, abuse, neglect and exploitation. Seven outcomes contribute to national goals to provide social protection and safety nets for vulnerable and needy groups (MKUKUTA Goal 2.6 and MKUZA Goal 2.6), as well as protection services for women and children. The evaluation assesses performance of two of these outcomes (1 and 6).

Finding: By virtue of its focus on mainstreaming provision of social protection measures by creating an enabling environment for the expansion of SP interventions, outcome one is relevant to the national SP priorities as documented in relevant MKUKUTA and MKUZA goals. Under outcome one the focus is to address policy frameworks and coordination mechanisms with a view to strengthen the government coordination of the SP sector.

Due to this, MVC have become a priority issue on the national agenda, with a clear Plan of Action developed and adopted by the government on how to tackle the issue.²⁹ Outcome 6 aims at contributing to the SP programme goal through better coordination, emergency assistance for trafficked women and children, children living on the streets and service delivery for survivors of gender based violence. PUN efforts have had an impact on enhanced coordination between the relevant institutions that need to collaborate to protect and support victims of human trafficking. Government counterparts report that SP interventions are relevant, particularly in the case of child protection, where UN technical support was key for raising the visibility of the plight of Most Vulnerable Children.

Finding: The UN's effective leadership in advocacy and policy development and technical inputs have led to the adoption of social security guidelines and regulations aimed at enhancing institutional compliance with social security regulations. The UN has also played an instrumental role in the development of a communications strategy for awareness raising on social protection as well as the formulation of the recently approved Zanzibar Social Protection Policy. In the absence of corresponding structures in relevant ministries, the SP PWG now serves as the main coordinating mechanism for social protection and meets regularly. SP indicators are now tracked in national surveys because of the raised visibility of SP issues.

²⁹ The Government will be hosting a National Conference on MVC during Child Protection Week, which will be attended by the President of Tanzania.

Finding: Support from UN was instrumental in setting up the high level Child Protection Advisory Committee and in supporting regulatory and policy changes in order to operationalize the Law of the Child. At sub-national level, district, ward and village child protection teams have been formed to identify, refer and respond to VAC cases and raise awareness in the community. Social Welfare Officers, Health Care Workers and Police are now regularly identifying MVC, providing information on MVC including data on violence against children. A very significant initiative on the Mainland and in Zanzibar has been establishment in strategic regional locations of one-stop-shop police desks, open 24/7, and with trained staff in attendance, where GBV and VAC survivors can report for legal follow-up and receive or get referrals for medical treatment and psycho-social counseling.

These desks cooperate with relevant local social and medical services and with community-based committees on GBV and VAC. The local communities covered now have access to information on where to get services and greater awareness of relevant issues. A Child protection MIS has been established which tracks data on VAC at district level. Guidelines have also been developed to assist LGAs to budget for VAC activities. As a whole the intervention addressing GBV and VAC are of high relevance with potential significant impact, although there is as yet insufficient evidence to assess impact over the longer term and significant challenges in terms of institutional capacity and public awareness. .

The work with the Police on strengthening the Police Gender and Children's Desks (GCDs) also has a positive impact on women's and children's access to quality services. The UN continues to coordinate the work with the capacity building of the GCDs through the Police Partners Coordination Group and expects to see the fight against VAWG/VAC prioritized higher within the Police in the UNDP implementation period.

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Should the current pace of implementation continue, both outcomes will be achieved within the UNDP implementation period. It must be noted, however, that even though VAC activities are supposed to be budgeted for in CCHPs at LGA level and in the MTEF, achieving this will pose a challenge. Thus continued funding for these activities is not ensured, as the government relies on donors to continue funding.

There are many examples of PUNs collaborating on activities such as joint development of guidelines for MVC Committees (UNICEF, ILO), child protection models (Unicef, UNFPA, IOM, ILO) and in Zanzibar development and validation of a National Social Protection Policy provides a good example of collaboration between UNICEF and ILO. These numerous examples of successful collaborations among PUNs should be extended to systematic joint interventions for sustained impact.

Issues and challenges affecting performance

Similar to other sectors limited human resources and capacity for policy and programme coordination and implementation at central as well as sub-national levels limits the pace of implementation. Positions such as Child Protection/Social Welfare Officers are filled by existing staff that already have other responsibilities.

Although indications are at the current pace of implementation, both outcomes will be achieved within the UNDP implementation period. It must be noted, that even though VAC activities are supposed to be budgeted

for in CCHPs at LGA level and in the MTEF, achieving this will pose a challenge. Thus continued funding for these activities is not ensured, as the government relies on donors to continue funding.

2.3 Cluster 3 - Governance, Emergency and Disaster Response, Refugees

2.3.1 Governance

Outcomes evaluated

Select MDAs and LGAs have increased capacity for planning, budgeting, monitoring and reporting (Outcome 3)

GoT advances fulfillment of its international treaty obligations (Outcome 4)

Key institutions effectively implement their election and political functions (Outcome 7)

Over the past three years, progress in implementing Governance Outcomes 3, 4 and 7, performance against fixed targets for output and outcome indicators was mixed. In a number of cases, progress in key actions was hampered by delays in governmental processes that the UNDAP was meant to support, or build upon. Since the responsibility for such changes in the long-term planning schedule does not lie with the UNDAP, the UN should not be held accountable for them—Examples are: Outcome 4. (lead indicator “Status of National Human Rights Action Plan”), where the adoption of the NHRAP was delayed by two years (2014 instead of 2012); Outcome 7., where the process of auctioning on recommendations by EMBs from post-election evaluations was delayed due to slow EMB planning and preparation processes; etc.

The UNDAP’s Governance programme support spans from upstream strategic support for good governance and aid coordination to electoral support, and has one of the most complex results frameworks in the entire UNDAP programme structure in terms of diversity, width and depth of social transformations and attitudinal changes it is aiming for through its activities. A defining feature of the PWG’s results chain design, other than covering the standard components of legislation, rule of law, anti-corruption and election support, is the broad definition of accountability addressed through the PWG’s Outcome 3 in that it covers (evidence-based) “planning, budgeting, monitoring and reporting support to select MDAs/LGAs”, as well as aid coordination and management (through another outcome); which chimes well with the Mkukuta’s Cluster title “Governance & Accountability” as well as the Mkuza’s Cluster title “Good Governance and National Unity” that also captures the accountability dimension.

Outcome 3 - Assessment and findings of performance against evaluation criteria

Finding: The key performance indicator at outcome level has as final target that by the end of the UNDAP at least 20 LGAs are producing plans and reports as per agreed integrated Planning, Budgeting, Monitoring and Reporting (PBMR) quality standards. Currently, it is not clear whether this target can be fully reached. As

pointed out in the introductory statement, under this outcome, as well, crucial delays that the UN cannot be held accountable for might block planned progress against targets.

Finding: The PBMR assessment as a key product and the basis for subsequent steps had identified key areas and issues for capacity building all of which were translated into activities and fed into the AWP. However, GoT inputs such as MoFEA/PMO-RALG operationalizing the simplified and integrated PBMR guidelines and tools in LGAs suffered considerable delays. This led to ripple effects including outputs 3.4/3.5 (partially or exclusively) targeting LGAs suffering delays.

Conversely, Gender Responsive Budgeting at central level (in key MDAs, rather than at the local level) progressed as planned (Output 3.6). However, other outputs such as operationalizing an effective national development (MKUKUTA and MKUZA) monitoring and reporting system, have a mixed record to show. In this particular instance, the timely production of the “MAIR 2013-2014” contrasts with the three previous editions of the yearly report not having been produced. Likewise, work in support of the President's Office policy coherence and Whole of Government agenda is highly relevant and tightly fits into the results chain, feeding into the intended outcome. In terms of sustainability, the modality chosen to provide capacity building and training does not neglect the coaching approach (e.g., embedded TAs in the Zanzibar Planning Commission, supporting planning and strategic M&E functions).

In terms of mainstreaming cross-cutting concerns, particularly gender issues (as well as children’s rights) are very much present among the outputs and related activities planned under this outcome. For instance, gender analyses were integrated into the operationalization of MKUKUTA/MKUZA monitoring and reporting system (output 3.2); MDA and LGA capacity to mainstream gender into policy analysis and financial management was strengthened (output 3.3). In addition, the operationalization of PBMR guidelines and tools by MoFEA and PMO-RALG in LGAs included the tracking of budget allocations towards interventions targeting children, women and vulnerable groups (output 3.4). The related output 3.5 was specifically designed to enhance accountability for gender equality and women’s empowerment in allocating public resources through supporting LGAs to adopt gender-sensitive planning and budgeting approaches and procedures and the development of gender-sensitive guidelines at local and national level. Likewise, output 3.6 (“Policies, strategies and budgets prioritize children and women”) specifically addressed equity issues through data disaggregation as input for analysis, and subsequent actual analysis leading to pro-vulnerable policy recommendations. While output 3.8 was specifically designed to promote the use of data on children in decision making in MDAs, output 3.9 foresaw the integration of gender equality into capacity building support provided to select LGAs to identify and tap into alternative sources for funding infrastructure and services.

Outcome 3 - Issues and challenges affecting performance

In some cases, activities/outputs never found any traction due to changed priorities; thus the PBMR related 2014 target (“Supportive electronic tools piloted”) was not achieved for the reasons outlined above since the output and related targets were no longer a priority for GoT .

UNDAP Output 7.2: “MPs effectively oversee the monitoring and analysis of the PRSs”, has also not been able to reach the target, as Parliament, more than three years into the UNDAP, had not yet for various reasons been

able to agree on implementation modalities of the activity and hence not prepared for. The above cases highlight the importance of proper risk analysis, and flexibility in adapting to changed circumstances at output/key action level, taking into account changes in GoT priorities.

Outcome 4 - Assessment and findings of performance against evaluation criteria

The concept of human rights, worker's rights and entitlements, and the rights of women and children, are still not widely understood and applied in Tanzania. Insufficient protection of the rights of the poor is another issue. Specifically, the albinos issue has come to the fore. The UN's support in these areas is of strategic importance, with repercussions across sectors such as trade and tourism, linked to the international reputation of the country. Sustainability, ownership and chances of long-term impact are increased through not only building the capacity of state institutions, but also the in the public and private sectors.

Outcome 4 "GoT advances fulfillment of its international treaty obligations" comprises among its outputs the development of a comprehensive National Human Rights Action Plan and the dissemination, approval and implementation of the Human Rights Education (HRE) Strategy. The lead output, however, is about adherence to key treaties and the continuous monitoring and reporting on the Universal Periodic Review (UPR) including the follow-up of the relevant commissions' observations. Complying with UPR requirements is a central proxy indicator for measuring a country's steadfastness in staying the course on its way to ensuring human rights are fully respected, protected and amenable legal contexts and environments created.

Finding: Key components designed to advance treaty obligations being fulfilled/Outcome 4 (Outputs 4.6-4.8) used to represent, together, the entire former Outcome 6 ("MDAs and Non-State Actors improve implementation of labour standards in an effort to promote decent work and productivity benefits for employers and workers") of the Economic Growth and Economic Governance PWG, before being transposed to the Governance programme. They were renumbered as Outputs 4.6, 4.7 and 4.8, respectively. The rationale for moving the Outputs to the Governance PWG was to consolidate all activities relating to policies and laws by placing them alongside other democratic governance interventions and outputs addressed by other UN agencies, in the interest of synergies. Another key reason was that under the Economic Growth/Economic Governance PWG, ILO was the only agency dealing with democratic governance, while it also already had a substantial proportion of related activities (viz., reporting on mentioned outputs as part of international treaty obligations, as key actions 4.1.5-4.1.7) under the Governance PWG. Hence, in terms of agency internal transaction costs, it made more sense to concentrate all related activities, and manage results, under the same PWG. The example of the interchangeability of the issue of "economic governance" is illustrative of a certain challenge in the UNDP PWG structure of placing outputs and supporting activities under the most relevant Outcomes, and also, in this case, of a certain tension between agency-specific considerations of transaction costs versus DaO considerations concerning matching outputs with other outputs under the same Outcome to ensure maximum potential for exploiting synergies and complementarities between them.

Finding: Under this Outcome, ILO, through Outputs 4.6.-4.8, successfully supported, and advocated for, labour rights. This was done, i.a., through support to GoT, employers' and workers' organizations for drafting, adopting and disseminating the Tripartite Plan of Action towards ratifying the Domestic Workers Convention; capacity building programmes implemented for tripartite statutory bodies. This built capacity of employers, workers, and judges/mediators on labour laws and international labour standards, improving legal compliance and strengthening labour institutions; and has been supplemented by the dissemination of 12,000 copies of popularized versions of labour laws among MSMEs, contributing to increased compliance. Similarly, the

development, publication and dissemination of tools such as CMA Case Management Guides, Labour Court Case Digests, Labour Dispute Prevention and Resolution Training Guides improved public knowledge on labour laws and the work of domestic labour institutions.

Other interventions targeting increased awareness and compliance included developing regulations for enforcing labour laws (such as the Essential Services Regulations, Industrial Court Rules, Workers Councils' Regulations etc.) and the translation of labour laws and regulations into Kiswahili.

Finding: Last year's targets for the submission of due reports to regional and international bodies as well as the target for labour disputes successfully resolved were met. In terms of UPR compliance, CEDAW and other reports were submitted on time (2014). The relevance of these interventions in contributing to the national goal of good governance and accountability can be rated as high.³⁰

Finding/Recommendation: Such normative interventions as mentioned above (Outputs 4.6-4.8 in support of labour rights) deserve further strengthening and are at the core of ILO's mandate and comparative advantage. In the same vein of enhancing the labour environment and related regulatory scaffolding, efforts should also be directed towards EAC integration by supporting the harmonization of labour laws and regulations to be in conformity with the EAC Common Market Protocol which calls for, inter alia, free movement of labour from one Partner State to the other.

Outcome 4 - Issues and challenges affecting performance

Overall, in spite of effectiveness at UNDP output level for components such as decent work, timely submission of CEDAW (as partial requirement of the UPR/Universal Periodic Review), progress against GoT advancing in the fulfillment of its international treaty obligations was hampered by delays due to funding constraints. For instance, organizing employers and workers through, i.e., entering into Collective Bargaining Agreements (CBA) did not go according to plan because there was a lack of funding to organize necessary trainings. Delays in the approval of the National Human Rights Action Plan held back progress against set milestones, including meeting annual targets defined in the Action Plan.

Outcome 7 – Assessment and findings of performance against evaluation criteria

Electoral Commission staff agreed in their verdict that support provided through UNDP's DEP (as of 2013), following support going back to 2007, successfully addressed different shortcomings observed in previous assistance arrangements and programme designs to enhance sustainability, effectiveness and impact. For instance, stakeholders stated that support provided to the National Electoral Commission and Zanzibar Electoral Commission³¹ resulted in improved election management of Union and Zanzibar polls. This

³⁰ Related to treaties and conventions that are part of the UPR is the path-breaking establishment of a multi-stakeholder coalition to address the issue of "sextortion", a term coined to designate corruption and blackmailing by gatekeepers in positions throughout the public service. Sextortion designates the practice of abusing a position of power and/or privilege within the education sector, law enforcement and the judiciary, public transport as well as in the private sector to extort sexual favours from (almost exclusively) female victims.

³¹Coordination of US\$28m donor basket fund in 2010 for procuring election materials and voter registration equipment; and US\$22m basket fund (in 2015) to strengthen electoral management bodies' capacities in preparing this year's general elections.

assessment, however, needs to be mitigated by observed delays and numerous postponements that the UN cannot be held responsible for, but are rather due to the overall implementation context.

Legislative capacity building support provided through the Legislative Support Project (2012-2015) to both Parliaments (Mainland/Union & Zanzibar) is well appreciated by beneficiaries and has had an immediate impact in enabling elected representatives to perform their individual and collective legislative mandate (to initiate, review/consider, debate and amend legislation etc.). In addition, parliaments' oversight function vis-à-vis the executive was strengthened, enabling it to query government's actions and hold it publicly accountable; as was MPs' capacity to undertake gender sensitive analysis when scrutinizing draft legislation, and mainstreaming gender into own proposals.

For the legislative intervention to be sustainable, requisite internal capacity needs to be built so that external capacity building support will no longer be necessary for future induction training rounds for newly elected parliamentarians. Chief Clerk Office staff capacity has by now been strengthened to the point that a core of internal master trainers exists. This result has been achieved thanks to embedded UNDP experts engaged in capacity building through on-the-job support and training.

Finding: The Unesco-led community radio support to foster democratic and peaceful discourse provided a voter education information toolkit, adding to its original core content and mission (under Outcome 6, not a priority outcome for the evaluation; but also with a clear interface vis-à-vis Outcome 7). It is permissible to assume that the negligible quantities of violent incidents related to electoral activities attest to the likelihood of this activity having served its intent and purpose. In this particular case, co-funding through DEP occurred, which outsourced its sensitization campaign component to the community radio platform.³² In terms of financial sustainability, some stations are beginning to earn some money through selling airtime for advertisements, short personal messages etc. Only recently, some community radios, which used to solely operate on the principles of volunteerism, introduce a low level compensation for their journalists and broadcasters.

Recommendation: Community radios are an excellent channel for messages and advocacy on a wide variety of topics, which the UN has an interest in disseminating. If UN agencies could devise a self-supportive payment scheme for airtime, e.g. through private sector support, then these radio stations could be on a path to self sufficiency.

Two key gender-related outputs under; "Evidence-based advocacy for increased representation of women in the legislatures implemented" (output 7.3/UN Women) and "Women assume leadership roles and positions in politics" (output 7.7/UNDP) were supported. These outputs are strategically positioned in the results chain and as such, potential game changers. Overall, support was provided to set up frameworks for promoting women's leadership in Electoral Management Bodies; as well as related activities to strengthen women's presence and role in the political arena. National and Zanzibar Electoral Commissions were supported in designing the

³²Incidentally, the community radio project is a potent example for the social value of volunteerism and stakeholder coordination: currently, UNFPA, as well as the NGO "Search for Common Ground", complement Unesco/UNDP support. While Unesco and UNDP provide hardware and electoral support, UNFPA provides training and media content on health issues, such as HIV-AIDS. This qualifies as a compelling model for sensitization purposes that other sectors and projects/programmes could use, as well (emergency preparedness, environment/climate change/energy saving; agricultural productivity/farming techniques; special content/programmes for children and adults, including literacy and vocational training content).

“Gender Mainstreaming and Social Inclusion” policy, which is of vital importance given the youth of the population, and their participation in and ownership of the democratic process and the implications and ramifications for social cohesion and socio-economic development it entails.

Across the board, these interventions score high in terms of significance and effectiveness, with beneficiaries and target groups showing high receptiveness. For example, Women’s Caucus capacities to initiate advocacy in the Parliament in support of gender equality and women’s rights have evolved, as reflected in increased representation and contribution of gender advocates to the Constituent Assembly. Support to Parliament and House of Representatives Women’s Caucuses channeled via TWPG (Tanzania Women Parliamentary Group) strengthened knowledge among Parliamentarians on gender equality and women's rights especially regarding property, reproductive health, GBV, and gender budgeting, also resulting in gender mainstreaming of the constitutional review processes. TWPG advocacy for gender/women’s rights resulted in the inclusion of >80% of key concerns in the draft Constitution.

Knowledge of barriers to the nomination of women, youth and PWDs, as well as of measures to ensure a higher percentage of nominations for these groups within upcoming elections has increased among political parties. A UN-supported review of political party instruments (manifestos and constitutions) and the development of the nomination guidelines, which will provide suggestions on enhancing democratic and transparent nomination guidelines for political parties, are underway. A task force was established with civil society organizations and political parties to support this work.

The UN provided support to the legal drafting team within the Office of the Registrar of Political Parties (ORPP) to consequently support gender equality and inclusiveness principles in the Political Parties Act, Election Expenses Act and Political Parties Code of Conduct, addressing gaps in these instruments concerning the rights of women, youth and PWDs. Additional advocacy sessions with NEC, ZEC and ORPP were undertaken; with similar advocacy and training initiated targeted the Tanzania National Police Force. Significantly, the final draft of Tanzania’s revised Constitution, which has recently been approved, incorporates specific provisions to advance gender equality and women’s empowerment and is framed by principles of women’s rights and gender equality. The UN can claim to have largely contributed to this achievement.

Other than revising policies, the UN supports the review of key legislation on political participation (Political Parties Act, Elections Expenses Act, Code of Conduct for Political Parties etc.) from a gender/social inclusion perspective, through the Wanawake na Katiba Coalition which is involved in this process through high level dialogue with the Office of the Registrar of Political Parties, the Tanzania Centre for Democracy and Political Parties Network Organization. This initiative has led to the formation of a multi-stakeholder task force with the mandate to support political parties and electoral management bodies to develop and adopt gender sensitive and inclusive legal frameworks. The Task Force is now leading a process to develop harmonized candidate nomination procedures to be used by all political parties in the upcoming elections with the aim of promoting gender equality and inclusion of youth and persons with disabilities in the nomination of candidates.

Importantly, UN Women has been able to ensure that the specific needs of women, youth and people with disabilities are integrated into a voter education baseline study and the establishment of a Voter Education Reference Group (VERG) by ZEC. Increased awareness among NEC, ZEC and ORPP of gender issues has prompted them to consider measures to prevent violence against women in elections for the first time, by revising the National Peace Infrastructure to Mitigate and Resolve Election Related Conflict and its associated action plan, accordingly.

Finding/Recommendation: For the time being³³, regional assemblies don't exist, but District Council assemblies do, with respective Chairpersons elected among LGA counselors. The latter are responsible for preparing by-laws. Given a 70% turn-over rate following elections, these bodies are facing similar challenges as the national assemblies, with regards to recurrent capacity building needs of (newly inducted) representatives. In towns and cities, municipal assemblies also face related capacity issues. In light of the above, some key informants suggested that these levels of "grassroots democratic governance" would greatly benefit from receiving legislative capacity building support, and that the UN is well suited as per its mandate and experience to address this task.

Outcome 7 - Issues and challenges affecting performance

Of all the Outcomes evaluated, progress towards planned targets over time under this Outcome was the most challenged. This, however, must be seen in the context of these activities implemented in the more sensitive sphere of democratic institutions and national politics. The start-up of the UNDP Democratic Empowerment Project (DEP) faced numerous hurdles, with a number of key actions/outputs not being able to advance according to plans. Mostly, if not exclusively, the overall contextual environment (on the beneficiary/IP side) had not evolved to the stage that would have allowed unhampered implementation.

For instance, delays due to slow planning and preparatory processes related to activities of electoral monitoring bodies (EMB) (Output 7.4) did not allow actioning post-election recommendations garnered from the previous round of elections, the Constituent Assembly was occupied with the review of the constitution and was hence not available to engage in the Legislative Support project (LSP). Outputs 7.2 (PRS M&E by MPs), 7.5 and 7.6 (political parties' internal transparency and accountability) did not register much advancement at all since the beginning of the UNDP, and has found it difficult to gain traction among targeted interlocutors.

UN Women-supported interventions (Outputs 7.3/7.7) were largely spared such delays. Meanwhile, the Output "African Peer Review Mechanism (APRM) results improved and EAC governance development supported" was also stalling for quite a while due to high-level constraints, with delays suffered not attributable to the UN. In contrast, the National Assembly and Zanzibar House of Representatives are increasingly active in overseeing the Executive. However, in both cases, there remain concerns about existing capacity in Parliaments to ensure government transparency and accountability. Moreover, the capacity to ensure effective oversight by Parliaments of MKUKUTA/MKUZA implementation remains weak and needs to be further strengthened.

Recommendation: The identified capacity lack among parliamentarians to properly monitor MKUKUTA/MKUZA progress calls for extending the usual scope of capacity building support in planning and economic governance provided to planning staff in Ministry of Finance etc., to also training those entrusted and charged with monitoring related activities.

³³ A previous non-UN large-scale project to build the capacity of sub-national governance institutions no longer exists. A project with a similar focus could be revived to target expressed stakeholder demands for strengthening decentralized aid coordination and monitoring structures.

2.3.2. Refugee Response

Outcomes evaluated

Refugees have access to basic services and protection in line with international norms and standards (Outcome 1)

Efficient and fair asylum and migration systems strengthened in line with international norms and standards (Outcome 4)

There are encouraging signs in support of the Outcomes' relevance and even immediate impact, since relevant PUNs quite successfully managed a large caseload of refugees. Specifically in terms of the refugee response, even though it is not possible to pinpoint an exact number, it is safe to say that the UN support has literally saved many lives, and provided the chance of leading, under the circumstances, normal lives to, some 65,000 individuals in 2014-15, alone. This is generally recognized by most stakeholders as a huge achievement by relevant standards.

It is difficult to prove a counter-factual: "what would have happened had there not been any structured refugee response?" As a matter of standard policy and operative procedures, in Tanzania, refugees are accommodated in camps where they are supplied with a standard set of minimum social services. There are quite strong indications that by and large, the co-habitation of Tanzanians in villages surrounding the refugee camps has gone smoothly and without any major incidents. Hence, the MKUKUTA goal 3.4 of "ensuring national and personal security and safety of properties", even if read as applicable only to Tanzanian citizens and not the refugees, has been greatly contributed to. This being said, there is a degree of awkwardness in fitting the UNDAP Outcome under this security-centered MKUKUTA goal. In fairness, it must be noted here that just seeing refugees as a potential threat no longer seems to be an acceptable standard approach to the refugee question, as discussed further below.

If applied to the refugees, especially the protection of their lives and newly acquired and/or rescued assets, garners high marks. In terms of ensuring the protection of applicable legal rights, it is noted that currently applicable legal provisions that do not allow refugees to effectively participate in Tanzanian society/social life, stand in the way of allowing the refugees to integrate into Tanzanian society, which seems to be their express desire and for many, even their preferred option. This statement is based on focus group interviews with refugees, including elected camp population leaders; as well as PUN and GoT staff both on-site and in the Capital.

Finally, it is worth mentioning that the scope and substance of the Emergency and Refugees PWGs activities intervene in similar geographical areas (mostly in remote and/or border areas), have similar IPs and large interfaces with each other.

Outcome 1 - Assessment and findings of performance against evaluation criteria

The standard package of social services in refugee camps (comprising education services, health care, nutritional support, anti-HIV/AIDS measures, WASH etc.) largely mirrors service provision in regular society outside the camps. In terms of Outcome 1's outputs (food assistance, legal protection, SRH/SGBV, WASH, HIV/AIDS, nutrition, shelter, education etc.), even though end recipients may complain about the lack of variety

in food stuffs³⁴, the need for additional and better medicines etc., the quality levels of service provision seem to be consistently at par, if not exceeding, standards outside the camps, in adjacent Tanzanian villages.

A key challenge in delivering basic social services to refugees relates to perceptions and allegations from surrounding relatively poor communities that refugees are receiving “undeserved preferential treatment” and that services provided to non-citizens are exceeding those or are higher quality than what the local population of “regular citizens” is receiving. Resulting tensions are being mitigated through sensitization and communication activities aimed at local citizens. Moreover, the standard procedure now grants the surrounding villages’ population equal access to dispensaries and health services.

Nevertheless, the operation is consistently facing the standard challenge of providing humanitarian aid services that meet international minimum standards to refugee populations³⁵, but may in fact exceed local standards, while trying not to antagonize the local population and even LGA staff administrators who might complain about the lack of equal regular development support outside the camps.

Finding: Refugee response services and management are of a multi-sectoral, integrated nature. This explains its intrinsic value for knowledge management and extrapolation of lessons to be learned and integrated in other programme areas. Such lessons learnt of the effectiveness of multi-sectoral inter-agency collaboration may also be applicable at the national level in terms of coordination and collaboration among relevant MDAs beyond the direct, duty bearer, the Ministry of Home Affairs. A case in point is the (alleged) success story of primary school performance indicators of the camp populations: pass rates, students/teacher attendance, which merits careful analysis: Camp schools operate under the francophone system of the DRC, with camp schools ranking top-most in comparison to regular schools in DRC’s Kivu region. Assuming that DRC primary schools are at worst not far behind Tanzanian primary schools in terms of quality of education, the factors explaining the superior performance of the camp schools might hold valuable lessons to be applied in the Tanzanian public school system.

Finding: Overall, the UN’s humanitarian and legal support to refugee populations is a primary example of agencies effectively delivering results together well before the official introduction of DaO, in terms of coordinated inter-agency rapid crisis responses as well as continuous basic support delivery to refugees. The “Kigoma and Kasulu One UN House” experiences qualify as exemplary case studies that can be used as models for efficiency and effectiveness gains related to jointly shared compounds and services. Benefits comprise improved coordination and collaboration between PUNs, and reducing transactions costs for PUNs and stakeholders.³⁶

Outcome 1 - Issues and challenges affecting performance

³⁴ Introducing high yield vegetable varieties combined with helping camp dwellers to scale up community and/or household-level horticultural plots would be a potential high-impact response to address nutritional and culinary needs. In terms of international standards/minimum requirements, 2100 Kcal/person/day were provided to all refugees in Nyarugusu during all general food distributions, thanks to WFP’s food pipeline having consistently been stable.

³⁵ Free food aid, issuance of birth cards, free legal counsel provided to prisoners, psycho-social support, child protection, SAM/MAM nutrition standards in line with SPHERE, dwellings, Child Friendly Spaces, provision of stoves, water access etc.

³⁶ Likewise, the experience of JP6.1 is fondly remembered by long-serving staff of several agencies as a platform that should be revisited in terms of lessons learned, best practices and strategic focus. In many respects, there are striking parallels to be drawn vis-à-vis the Zanzibar JP.

In Kigoma/Kasulu, given the current trend among PUNs for operational down scaling, UNHCR is shouldering the bulk of standard complaints from refugees about lack of medicines, lack of variety in food, poor quality of school infrastructure etc., and the strain of dealing with the daily and strategic challenges of providing support to camp management. This being said, the services provided are at least at par with international minimum standards; and exposed to the constant risk of sparking envy among local residents who might have the exact opposite reading of the quality of free (humanitarian aid) services provided. While the UN's traditional backbone of collaborating agencies (UNHCR, WFP plus IOM) in the thematic area of refugees expertly continues to function producing often under-appreciated synergies and results on a routine basis, there are frustrations among agency staff about other specialized PUNs ceasing their support and having to pull out due to budget constraints. This leaves UNHCR having to deal with problems outside its core area of expertise (such as school rehabilitation etc.). There is a likelihood that, while actual service delivery might not suffer, this situation of increased stress levels and work hours is taking its toll on staff's mental well-being, especially in Kasulu. These costs might be seen as negligible in the short run. But especially WFP and even more so UNHCR Country Offices would be well advised to monitor the situation closely to forestall burn-out and similar symptoms among its staff.

Recommendation: UNIDO and ILO as those UN agencies with expertise in economic growth and the productive sector have been identified as “missing links” in the ideal response to the existing challenges that are in many ways more of a developmental nature, rather than an emergency/humanitarian one: namely, the challenge of integrating a comparatively well-educated generation of thousands of at least tri-lingual secondary school graduates among the refugee camp population, into society and the economy. In this respect, turning back to the previous JP6.1, not as an exact blue print but certainly as a model to be improved upon by further refining it in view of current challenges and lessons learned from the both the UNDAF as well as the JP under the UNDAF period, would make a lot of sense.

Output 1.6 “Environmental Protection strengthened”; is predicated on using firewood as the fuel for cooking. On-site interviews indicate increasing competition over fire wood between the camp population and adjacent villages. Girls and women in particular are at risk of experiencing GBV-related attacks whilst venturing into the woods surrounding the camps as a necessary function of their household responsibilities. The dimension of sustainable energy management is insufficiently addressed in the current package of UNDAF support; with interventions under Output 1.6 apparently not up to par both in scale and scope in view of the challenge. Efforts to prevent GBV in refugee camps have increased. As a result of this women's participation in preventing and responding to GBV has increased. In addition, initiatives such as improving lighting (through the distribution of solar lanterns) has reduced women's vulnerability to violence.

Recommendation: Solar³⁷, wind, bio waste-to-energy solutions are needed both within and outside the camps, to address this issue, from a purely environmental perspective but more importantly, to prevent a further degeneration of the social environment between camp dwellers and neighbouring villages. Advanced cooking stoves with higher efficiency than conventional stoves can at best only delay the problem as temporary mitigation measure.

Recommendation: As regards conflict mitigation, there is a potential for intra-UNDAF cross-fertilization of experiences and approaches between the Refugee, Environment and Governance PWGs viz., Governance

³⁷ Some refugees already use their own private solar panels, some mounted on the roof of their shack, others placing them outside on the ground.

Outcome 6 on peaceful discourse (community radios (outputs 6.1-6.3) and 6.4/Community conflict prevention and resolution dialogue structures (UNDP); and Environment Output 2.2/Sustainable land and forest management (UNDP & Unesco). Efforts should be enhanced to increase women's participation and leadership in conflict prevention and response.

Outcome 4 - Assessment and findings of performance against evaluation criteria

Outcome 4 is of the utmost relevance in that it addresses one of the continuous challenges the country has been exposed to not only in the more recent past (esp. since the 1980/90s) but practically since coming into existence as an independent State: to manage migration flows and caseloads of refugees and asylum seekers, in applying international standards. The UN has a strong and close working relationship with the relevant GoT authorities in this field, supporting the Ministry of Home Affairs on a continuous basis. This is done through combining systems building with requisite building of national capacities virtually on-the-job, while dealing with the actual issues at hand, as exemplified through the on-going registration of non-registered migrants: Following a pilot project during which over 22,200 irregular migrants were biometrically registered and provided with renewable personalized cards protecting them from deportation while Immigration Services examine their residence status individually, IOM is currently supporting GoT in their strategic vision to registering a total of some 3 million irregular migrants.

According to high officials in duty-bearing Government entities, there is a growing trend of migrants entering Tanzania to farm uncultivated land without signaling their presence to, or being detected by, the authorities. The primary motivation of these migrants might be economic, or related to their personal security, or both. Other categories of (illegal) migrants exist, some of which transit through the country from East Africa and the Horn of Africa, including vulnerable migrants such as victims of trafficking, unaccompanied migrant children as well as the elderly.

Currently, the number of such unregistered individuals ("illegal/irregular aliens") is estimated to stand at around 3 million. Only an extremely small minority among these migrants is potentially involved in criminal activities (contraband, smuggling, trafficking of humans, drug/weapons running etc.) or might be perceived to constitute a potential terrorist threat. A recent external evaluation of the IOM-supported registration project in western Tanzania concluded that increasingly authorities see the benefits and opportunities that both irregular migrants as well as holders or work or resident permits represent, as opposed to associating them with being a problem or challenge. Regularizing their status is an important means towards harnessing this opportunity.

Outcome 4's performance indicator measures the extent of compliance and consistency of national systems and procedures with international migrant protection norms and standards. Since the beginning of the UNDP cycle, existing national and regional asylum and migration frameworks have been submitted to a gradual process of systematic revision. Adjustments to be fully in line with international norms and standards are ongoing. Overall, progress against this goal has been steady but more work needs to be done to live up to expectations.

As mentioned above, in collaboration with IOM and CSFM (Center for the Study of Forced Migration of the University of Dar-es-Salaam), the Authorities have recently started implementing the "Comprehensive Migration Management Strategy in Tanzania" (COMMIST) initiative to register all non-registered migrants who have illegally entered the country, or who have overstayed beyond the legally granted duration. This initiative,

currently being piloted in Kigoma Region; with Kagera and Geita Regions set to follow, would soon cover the entire country aiming to register all 3 million irregular migrants.

As such, the short- to mid-term impact of this key intervention is of strategic importance not only from the perspective of homeland security, but arguably even more so concerning economic, social and political implications, since they cannot fully contribute to their socio-economic, cultural and political environment. A quite banal example would be that illegal migrants are not captured by official systems, schemes and programmes since remaining invisible. Often, unless forced to live an immobile life of constantly being on the run, neighbours of settled irregular migrants know that they are “off the grid” and have to remain “beneath the radar”, which stigmatizes their status in their neighbourhood. They don’t pay tax, cannot serve or don’t have (depending on the view point) serve in the army; cannot vote and are not allowed to present themselves as candidates running for public office; live in constant fear of the law (police controls etc.), cannot use the services of courts and are vulnerable to extortion; they don’t enjoy civil rights they otherwise would if officially recognized and granted a legal status etc. etc.. In short, they live a life in the shadows, not being able to fully enjoy the liberties, rights and entitlements of regular citizens. Likewise, the host country loses out on all the benefits (demographically, economically, culturally, socially etc.) it could derive from legally fully integrated migrants.³⁸

High effectiveness levels are evident: So far, 4/7 districts in Kigoma region have been covered, resulting in biometric registration of some 22,000 migrants and issuance of registration cards. Supported by PUNs, GoT’s Immigration Department uses a human rights oriented approach towards managing irregular migration, evident in the shift in attitudes, language and behaviors towards migrants during registration. Given the close collaboration between GoT and PUNs (esp. IOM) in this regard, the sustainability of activities under this Outcome is excellent.

Finding: Both IOM and UNHCR maintain cross-country working contacts with their own counterpart structures in neighbouring countries, exchanging information and coordinating activities on a continuous basis. In view of ongoing migration crisis situations across the Great Lakes region (including day to day mixed flows comprising highly vulnerable migrants, as well as the recent expulsions from Tanzania), IOM’s recent programming has emphasized the need for a harmonized cross border approach to Humanitarian Border management and overall coordination amongst key actors in the region. This has resulted in a number of recommendations and a standard operating procedure, which could greatly facilitate the future initiatives seeking to maintain stability and a fair approach towards migration and asylum concerns.

Finding: As reflected in initiatives such as COMMIST, there are indications that a broad consensus has formed acknowledging that migrants must not (only) be seen as a potential threat, but rather an asset and resource³⁹; which in the case of camp-based refugees, remains largely dormant since shackled by regulatory provisions preventing them from actively contributing to the host nation’s economy, and from lifting themselves out of a passive recipient stance to that of becoming a regular citizen with all the obligations and duties but also,

³⁸ COMMIST has 3 stages, mainly a. Mass Mobilization and Population Mapping; b. Registration; c. Verification by GOT, to determine legal status to be granted. A key challenge the authorities are facing is to capture and screen illegal transiting of migrant flows through Tanzania on their way towards South Africa etc., especially from Ethiopia.

³⁹ In the realm of sports, this insight has already borne fruit: some talented football players from refugee camp teams were sighted during one of the rare matches between camp teams and Tanzanian teams. They were subsequently offered full scholarships at the regional sports academy. Female players from the camp selection were picked to reinforce the ranks of the regional female football team. There are dozens of teams in Nyasuguru camp, as well as several leagues (minis/junior/senior; male/female).

related freedoms and rights. Their respective cultural, artisanal, linguistic and geographical knowledge, skills and expertise could be put to productive use in unleashing pent-up entrepreneurial energies for mutually beneficial economic growth prospects and agricultural, commercial and tourism-related aspirations in the North-Western regions (Kigoma, Geita, Mwanza, and Kagera). There are related potential synergies esp. with the economic growth activity area (cross-border trade, tourism, integrated economic development planning using demographics and related education level, skills and manpower projections on the demand and supply side etc.).

Finding: Both UNHCR and IOM maintain (at least indirect) contacts to the Great Lakes multi-stakeholder strategic peace building programmatic platform. This might present an opportunity for cross-border, multi-country joint UN programming ; esp. in view of linking up with economic growth-related aspects of cross-border trade or in case the GoT wanted to regulate the influx of economic migrants, by officially reaching out to attract external manpower to cultivate hitherto barren swathes of cultivable land in the North-West (migration aspect/IOM).

Finding: Immediate opportunities for innovative programming exist: (a.) UN Women-supported female cross-border traders that engage in transformation of agricultural produce/products along the respective value chain (mango and other tropical fruits to soap and cosmetics, exporting dried small fish etc., with support from SIDO i.a.) were trained along with border police and customs staff on regularizing trade between Tanzania and neighbouring countries. Furthermore, the cross-border traders are being advised on how to scale up their operations by joining forces in more formalized associative arrangements (cooperatives etc.) as currently the case. However, they are facing linguistic and some cultural barriers when trading in neighbouring francophone countries (DR Congo, Burundi, and Rwanda).

Recommendation: Cross-border traders already entertain informal commercial relations with refugee camps, whose female population produce artisanal products (hand-woven baskets, embroidery etc.) that are sought after by the local Tanzanian population. Along with the artisanally and commercially astute (female) camp population, there are more than 5,000 at least trilingual (Swahili, French, English; often one or more additional African language) secondary school graduates sitting idle in the camps. Teaming up the cross-border traders with camp residents to bring the latter's talents to fruition would help contributing to the Regional Commissioner's vision of developing the region into a commercial, and touristic, hub; (b.) the migrant registration process indicates there are many single mothers among the female migrants. It would be worth considering to connect female cross-border traders with those vulnerable migrants, to create income generating activities for them⁴⁰; (c.) finally; there are opportunities for partnerships between IOM and UNHCR, with UNICEF and UNESCO, in addressing the vulnerable migrant children in western Tanzania, and looking specifically at their needs and their various rights, including the right to education.

Recommendation: There is an imminent threat of fresh refugee/migrant influx from Burundi and the DRC in the near future due to potential political upheaval. This might not materialize. But if it does, the UN would be well positioned to help the Government absorb managing such additional caseloads. Revisiting the element of

⁴⁰ In terms of reaching the goal of "tourism hub", the multi-lingual secondary school graduates would offer another rich reservoir of manpower with comparative advantages. Indeed, there is now an exciting window of opportunity for designing integrated innovative programmes on and around the current refugee response platform; for instance, through "tearing down the fences" (through legalizing the stay of refugees), granting the camp villages the status of Millennium Village and further upgrading them based on lessons learned from other pilot sites (Micheweni etc.) including setting up a multi-lingual international school (French/English/Swahili), linking up unemployed camp school graduates with VETA/IPPE etc.

“refugees preparedness” in the overall UN programme element might be warranted. It is worth noting here that the current PWG’s official title is not as encompassing as the official full title of the PWG dealing with emergencies, which addresses the dimensions of both preparedness and response. Since both natural and man-made crises are endemic in the wider area, UNHCR would be well-advised to maintain at least a limited field presence even after having handled the remaining caseload of refugees, over the next couple of years or so.

Outcome 4 - Issues and challenges affecting performance

A sustainable solution for those 35,000 remaining in the camps is pending, with a review of their legal status being key to resolving the unsustainable situation of indefinitely prolonging the camp-based arrangement. The camp size is projected to be gradually downsized as refugee caseloads will regain their new host countries (USA, Canada, Australia, some European countries) as of the near future. A large caseload of 30,000 Congolese (DR Congo) refugees will be resettled to the US, in the next five years. This will roughly decrease the remaining camp population of almost 65,000 individuals to 35,000.

The model of the “New Tanzanians” initiative which allowed a previous generation of (former) Burundian refugees that first entered Tanzania in 1972 to be legally naturalized as citizens can be registered as success for integration efforts. However, due to existing legal provisions, an entire generation of a more recent generation of refugees (mostly from DRC) that has already spent two decades in the camps, continues to live alongside if not, given their encampment, “insulated” and thus apart and effectively outside the host community and host nation.⁴¹

2.3.3 Emergency Preparedness and Response

Outcomes evaluated

Communities have access to improved credible emergency information to enable early action (Outcome 2)

PMO/DMD provide timely access to emergency food assistance to food insecure and vulnerable households in emergency situations (Outcome 4)

Both outcomes are of high relevance. Both relate to disaster preparedness and response capacity, which is important in view of heightened risks stemming from climate change (crop pests and diseases; destructive rainfall and wind speeds, fires, droughts and famine: long spells of drought incur outbreak of army worm pests

⁴¹There is also a population of some 22,000 refugees who spontaneously scattered in Kigoma Region when entering Tanzania as part of the Burundian refugees that arrived in 1972 and are still awaiting durable solutions. It would make for an extremely interesting case study if PUNs were to commission an independent research study to systematically compare the situation of those non-encamped (illegal) “settlers” with the population in the camps. Parameters to be looked should comprise standard nutrition and health indicators (incidence of wastage, stunting, HIV-AIDS, life expectancy, neo-natal and maternal mortality/morbidity etc.), education indicators, overall livelihood etc. Ideally, such a study would also include regular Tanzanian household members in the region as reference group.

in rice farms; salt water intrusion into aquifers with sea water level rising and water tables sinking beneath sea level; coral reefs dying; mangroves depleting; beach erosion etc.).

Finding: Disaster risk management comprises of the following domains: i. prevention, ii. mitigation, iii preparedness, iv. response, and v. recovery. Some government stakeholders complain that the Emergency PWG's results chain focuses too much on emergency preparedness and responsiveness, which are intrinsically of a more passive nature, neglecting the more pro-active domains of disaster mitigation and prevention. Elements of the latter also appear in isolated fashion under the WASH PWG and Environment/Climate Change PWG programme areas, which some stakeholders criticize as a fragmented programming approach not conducive to a strong integrated front. This bias towards building reactive capacity rather than focusing on how to forestall catastrophes might be partially due to the relatively recent experience with limited government capacity to respond to emergencies that occurred in the years prior to the UNDAP design; e.g., floods in 2005; prolonged major black-outs in 2009 and 2010 (sustained for 3 months) due to national grid failure (severed marine cable) leading to water scarcity, resulting in a massive negative impact on industries (esp. factories), cholera outbreak threats, food security issues, with the tourism coming to a standstill (hotels/restaurants/tour operators all laid off staff).

It is worth noting here that the Mkukuta II/Mkuza II did not foresee any specific goal for disaster risk management, which comes in at the lower level of "operational target" (plus related "cluster strategies" and "intervention packages"). Emergency related activities appear under various results chains and are thus scattered across various sector goals. This fragmentation hampers coordination between stakeholders and duty bearers.

Finding: Overall, government stakeholders expressed a desire for a more continuous coordination mechanism to address implementation issues, on a more frequent basis and in a multi-agency setting. This implies the need to review ToRs of PWGs and to capture and coordinate across existing PWGs emergency-related activities/initiatives. It was also hinted at getting the co-chaired PMC closer involved in (more frequent) implementation oversight, or upgrading the PWG to the status of "operations PMC", so as to resolve problems with more continuous GoT participation and effectively merging the working group with the oversight body

Finding: The UNDAP's DRM results and related intervention strategies and activities are built on the previous experience of JP 6.2 (pilot phase), integrating best practices and lessons learned. The implication of national partners as well as UN collaboration in delivering as one as reflected, i.a., by regular coordination meetings, joint periodical review, planning and joint supervision exercises through the PMC and PMG is appreciated by key stakeholders. GoT stakeholders thought, however, that JP planning was more coordinated and more operationally effective across agencies than UNDAP planning.

Finding: Government stakeholders appreciate that UN partner agencies are well coordinating and delivering their support together, rather than separately, pointing out that respective government structures for emergency preparedness and response on the Mainland and in Zanzibar, are also very closely collaborating, essential in emergency response. This appreciation extends to both upstream and downstream support, including capacity building. However, some stakeholders question the need for maintaining the ECG as a separate entity outside and in addition to the dedicated PWG, pointing to incurred transaction costs without significantly added value.

Outcome 2 - Assessment and findings of performance against evaluation criteria

Finding: The nature of the interventions, which is to build systemic disaster response capacity, implies that the impact of the support provided can only be assessed if there is an actual disaster that requires these systems to respond or kick in (key action 2.2.2. early warning for livestock, plant pests and diseases). For the time being, simulation exercises are used to test national and soon also district, emergency preparedness (plans). Training of key DMD staff is potentially of (high) impact.⁴²

Finding: In general, Outcome 2 could not advance as foreseen by the initial timeline due to the Ministry (in 2013/2014) requesting a delay in implementing related activities following initial steps that had successfully laid the foundation for achieving planned results. But preparatory milestones (Inter-ministerial food security and nutrition assessment team in place, TA/ICT for technical backstopping, LoA with IP (ZMANR) signed) had been achieved over previous years, thus ramping up the projected integration of the emergency preparedness and response communication strategy into EPRPs, in all disaster prone districts and shehias (from a baseline of 0%). Also, food security and nutrition risks have been identified and addressed in 41 councils (2012) and 9 districts (2013) following biannual Food Security & Nutritional assessments conducted all of which indicates significant results with potential long-term impact and sustainability.

UNDAP Output 2.1/“Integrated emergency preparedness and response communication strategy developed and implemented by PMO/CMO-DMD” was supported by Unicef, complementing the successful implementation of the upstream outcome 1 (DMDs effectively lead Emergency Preparedness and Response (EPR)). E.g., Unicef supported the risk vulnerability and capacity assessment in 13 of 15 districts with the remaining two to be covered by July and the subsequent development of district-level EPR plans.

Outcome 2 - Issues and challenges affecting performance

Finding: The evaluation found an indication of Zanzibar being neglected in situations of UNDP funding shortage, as pointed out by RGoZ and PUNs in Zanzibar, as reflected by the status of Output 2.4“District Disaster Management Teams emergency preparedness and response capacity strengthened”: facing a shortfall in governmental funding, the Food Security and Nutrition Monitoring System was only implemented on the Mainland.⁴³ This being said, the UN provided support in developing Zanzibar’s emergency preparedness plan, conducted simulation exercises, and helped to set up inter-governmental emergency communications infrastructure, support found to be highly relevant and effective by the key institutions involved. The evaluation did not find other evidence to suggest any systematic neglect of Zanzibar.

⁴² In Zanzibar, for instance, among 21 civil servants, there is only one with a university degree in disaster management. All other staff have only attended short courses on disaster management. Currently, 3 of these staff are undergoing a 2-year education at Dar-es-Salaam University, thanks to a full scholarship paid for by UNDP, as part of the support package to Zanzibar National Disaster and Emergency Response Plan developed and owned by DMD. Mainland received 7 scholarships at M.Sc. in Disaster Risk Management, and 1 at Ph.D. level (at Ardhi University). All students have so far successfully concluded coursework and are on track to obtain the targeted degree.

⁴³ In Zanzibar, the organizational and institutional set-up of the FSN department was finalized in July 2013 with the establishment of the framework for Zanzibar Food Security and Nutrition Information and Early Warning System (Zanzibar FSNEWS). Within this framework, District Management Teams (DMTs) collect, analyse and transmit data to the FSN Department. The DMTs, based on private and civil society sector focal points, focus on data collection at shehia level, specifically monitoring vulnerable groups and areas, conducting situation and intervention analyses, taking decisions and actions with respect to the nature of the food security findings. PUNs support staff on data management, for improved food and nutrition security assessment reporting and analysis.

Finding: The sustainability, cost efficiency (and maybe effectiveness) of advocacy and public awareness campaigns will from now on benefit from also using community radios for dissemination (UNDP/UNESCO); as written materials (brochures; website under construction) are not understood by the many illiterate. But stakeholders stressed that other than upstream support (design of disaster prevention frameworks, preparedness plans etc.), there is a need to assist the administration in resource mobilization, through capacity building and measures such as designing a fundraising strategy for securing equipment and building infrastructure that are vital for implementing said frameworks, plans, strategies etc. Hence, as seen in other UNDP programme/PWG segments (education, economy etc.), the need to address the void between policy/capacity building and actual implementation, through provision of infrastructure of and equipment. This does not imply that UN agencies will or should finance such expenditures, but integrate the need in risk analysis and programme design.

Finding /Recommendation: The following items should be addressed by the next programme cycle: risk and vulnerability assessment (current one is 7 years old and outdated) disaster profile mapping at district level; strengthening regional warehouses for emergency livestock/items in strategic locations; further support to decentralized early warning system and response centres (24/7); further capacity building. Furthermore, in Zanzibar, relevant institutions (police, fire brigade; tsunami warning entity) still all have their own emergency response plans, and support is sought for designing an integrated, consolidated emergency response plan by 2016-2017 as foreseen under the current National Disaster and Emergency Response Plan. In addition, Zanzibar DMD officials emphasized that they see need for further strengthening the already close coordination with Mainland counterpart structures. Collaboration is tight (e.g., when conducting simulation exercises in Zanzibar, Mainland colleagues are invited to participate, and vice versa) but at the systemic level, communication channels and systems require improvement.

Finding: The programmatic areas of Emergency preparedness and response, and Refugee response as currently defined under the two respective PWGs, show quite some overlap in content and partners (TRCS etc.), with rapid response patterns, but also logistical pre-positioning in/through warehouses, showing great similarities. This should be taken into account for future programme and governance design. As shown above, there are also disaster prevention and mitigation-related activities under the WASH and the Environment/Climate Change PWG. It is recommended to consolidate all these activities, in the interest of better oversight and coordination, likely resulting in enhanced efficiency, effectiveness and impact.⁴⁴

Recommendation: The evaluation recommends linking up Zanzibar with the Comoros UNDP DDR to carry out a peer exchange about lessons learned in the area of community-level disaster preparedness/early-warning communication and emergency response. The Comoros' community-level early warning system qualifies as best practice model.

Outcome 4 - Assessment and findings of performance against evaluation criteria

⁴⁴First and foremost, disaster risk management needs to be better integrated into agricultural growth (farming/cultivation and related zoning and "sculpting" of land, so as to prevent erosion, salt water intrusion etc.) and climate change adaptation, since the communities need to be able to absorb resultant shocks. Slow on-set disasters stemming from climate change either gradually lead to similar situations as, and can even cause or trigger, rapid on-set disasters. Hence the need to consider the impact on human beings, property, social/physical/economic spheres holistically and design an integrated package, combining aspects of climate change, urbanization, poverty etc. Outputs 2.2 and 3.5 (mainstreaming DRR into agricultural sectoral plans) are encouraging first step in that direction.

Resource constraints seriously hampered the implementation of Outcome 4. For example, the review of emergency food stocks in place and repositioning of new stocks to be carried out in 2014 did not take place in Zanzibar due to shortage of resources.⁴⁵ In Zanzibar, a comprehensive study of the rice supply and market chain analysis is currently underway, identifying existing and potential risks at all levels of the supply chain.

Due to limited resources the UN (through technical support from FAO) will support the rehabilitation of one warehouse, which has been identified by RGoZ. Currently, the warehouses only hold non-food items.

Outcome 4 - Issues and challenges affecting performance

Finding: Currently, emergency-related activities and outputs (focusing on preparedness/mitigation/prevention) can be found among all three UNDAP Clusters: viz., Cluster I's Environment/Climate Change PWG (Output 1.5/"Hazard risk reduced in targeted communities", including Food-for-Assets activities such as building or restoring disaster mitigation infrastructure); and the WASH PWG under Cluster II/Basic social service provision (activities regarding climate change and flood prevention/post-disaster water provision, sanitation and hygiene issues). Some stakeholders argued that overall the overall robustness and relevance of UN support would benefit from these scattered interventions being better integrated, with more coordinated implementation between PUNs.

IPs acknowledged WFP's track record of timely delivery of activities and very high achievement scores of intended deliverables (e.g., disaster focal point training at district and regional level; training on logistical local distribution mechanisms for food emergency assistance/output 4.1: in 2014, complete coverage of all targeted 10 regions considered most food insecure and vulnerable to shocks, with some 360 beneficiaries from 60 LGAs trained on Community Managed Targeting and Distribution (CMTD)).

Some IPs argued that the timeliness of releases also affected the actual effectiveness and even efficiency of the intervention thanks to the swifter modality, pointing at hidden costs of lengthy bureaucratic processing through HACT/the Exchequer, stalling implementation.⁴⁶ Transfer modalities used by Unicef, UNDP and WFP differ. UNDP and Unicef transfer funds through the Exchequer via HACT, while WFP directly supports activities, such as training on community-managed targeting and distribution (CMDT) of food relief stocks.⁴⁷

⁴⁵ The related target indicator ("Emergency food distribution system established and functional") is a result rather than a measure of progress. "Status of ..." would be the appropriate qualitative indicator. There are still a few other similar cases in the RMS, inherited from the somewhat flawed initial set of indicators developed for the UNDAP M&E matrix, in 2009/2010. Meanwhile, almost all related issues have been fixed.

⁴⁶ The Exchequer process entails transfers via HACT to the Bank of Tanzania, involving the Ministry of Finance's Accountant General etc. The purpose is to enhance aid effectiveness through increased transparency, government's accountability and enhanced tracking of which donor provided what kind of support and how much to which sector.

⁴⁷ IPs criticized the HACT/Exchequer system's slow speed; and suggested to allow direct transfer of funds to IPs and a feedback mechanism to enter transfer-related data into the exchequer system following disbursement/usage of monies, rather than the current gate keeping releasing payments only once processed/cleared. Current practice to sidestep HACT/ Exchequer delays is to bundle requests for 2x3 months into one request, adding as many as possible anticipated requests for the 3-month period following the immediate quarter. While this approach trains IPs to plan activities well ahead of time (up to half a year ahead), it marks a creative response to a systemic bottleneck.

Finding: Also, in terms of coordination, the Emergency JP's lead agency constituted a constant main line of communication for GoT to all JP agencies. Transaction costs under the UNDAP arrangement are still lower than without DaO, but GoT mainly deals with single agencies in terms of operational management related to implementation, such as requests for fund disbursement. Under UNDAP, the jointness remains at the higher management level of planning and review (through the PMC); whereas under the JP, the "one-ness" of delivering activities/outputs was perceived as higher, with some jointly funded activities. By contract, UNDAP activities are designed for single agency implementation, hence GoT IPs (PMO, ZCMO-DMD) as beneficiaries and IPs, directly deal with the respective UN agency responsible for implementing their respective AWP activities.

Recommendation: Finally, in terms of leveraging local in-kind contributions to construct and maintain mitigation infrastructure (embankments etc.) and planting trees, the current practice is to involve communities to provide free labour by villagers, with the Ministry/UN covering the direct cost for fuel and other incidental expenses. Authorities should consider to also mobilizing the army, fire brigades and police, not only for reacting to emergencies, but also mitigation and preparedness purposes. The "Economic Development Brigades" constitute an additional pool of manpower (in Zanzibar alone, 400 youths in 8 centers incl. Pemba). Already, there are now plans to enhance ownership, cost efficiency and sustainability by drawing on the private sector, which is already foreseen by the legal texts but has not been implemented yet.—If such labour could be mobilized, maintaining vital infrastructure surrounding warehouses (feeder/access roads, compound walls/fences, actual rehabilitation works) or construction of additional decentralized warehouses could also be envisaged.

3. UNDAP Programme General Findings and Recommendations

This section builds on and expands observations and findings in the previous section on programme outcome assessments that are recurrent, or identifies features and characteristics that can best be captured when examining the UNDAP programme as a whole. The objective is to attempt to present an overall assessment of the UNDAP programme and its contribution to national development goals with findings expressed in terms of relevance, short- to medium term impact, effectiveness and efficiency; and sustainability, i.e. through the lens of the standard evaluation criteria. However, the findings are presented under headings which relate to the underlying principles of the design of the UNDAP programme, its implementation arrangements and management structure: (1) The UNDAP's link through the results chain to the national development framework; (2) the focus and scope of the programme; (3) the programme management structure for inter-agency coordination and collaboration; and (4) Implementation modalities.

3.1 Link to national development framework (results chains)

The overarching principle for the design of the UNDAP was to capture *the totality* of UN system activities in a results-based framework and business plan, organized in results-chain tying into the MKUKUTA II/MKUZA II national development framework; and, above that the relevant national MDG goals. This is a path-breaking innovation compared to the "standard" UNDAF framework, where a select number, normally at most 5 to 6, sectoral areas/thematic pillars are identified as priorities for common results-orientation, with most if not all of the actual outputs, sometimes entire outcomes, left under agency-specific responsibility and related discreet management tools (frameworks, work plans, funding etc.).

The objective behind this design is to enhance *the relevance* of the UN programme by the incorporation of all UN activities in one integrated results framework closely linked to the national development strategy overarching goals; and through this enhance potential *impact*, as well as *effectiveness/efficiency* and *sustainability*. It further seeks to enhance transparency and accountability by the accompanying results-based monitoring framework to track key actions/outputs/outcomes in sectoral/thematic clusters organically linked to the relevant national goals.

Finding: The UNDAP represents a structured plan for the UN's contribution to national goals, aimed at enhancing relevance, effectiveness and efficiency of the UN's support to GoT. By implication, it also targets increased impact. At the same time, during the time-span of the UNDAP, the national political, social and economic context is undergoing, rapidly changing dynamics.⁴⁸ Significantly, the GoT has complemented the MKUKUTA II/MKUZA II, a classical poverty reduction strategic framework of pro-poor policies, with the subsequently adopted Five Year National Development Plan. The 5-year plan places greater emphasis on economic growth and productive sectors as well as infrastructure, with the Big Results Now (BRN) initiative aiming at fast-tracking public expenditure, private sector investments and donor support in areas maximizing growth potential which are, in turn, expected to yield broad social benefits. In reflecting the MKUKUTA/MKUZA

⁴⁸ In a reflection of this, the results matrix of the UNDAP has been modified several times at regular intervals.

priorities, the UNDAP mirrors this framework in its distribution of resources and efforts that favors social sectors and gives relatively lesser attention to the dynamics in the economy, productive growth and employment with an inherent risk of perpetuating Tanzania's aid dependency, in particular for social sector public expenditures.

Recommendation: In designing the overarching framework for the successor programme linked to national frameworks, the UN should draw the lessons from the experience with the UNDAP/MKUKUTA/MKUZA link. While indications are that a single, new national planning framework will be developed, integrating both growth- and social sector oriented strategies, the “fit” of the successor programme to this framework should be flexible and adaptable to adjust to changing priorities and challenges in the national context.

Finding: In placing its major outcomes under the relevant national goals, the UNDAP is faced with the challenge that the MKUKUTA II/MKUZA II is articulated around strategic goals to orient the convergence of national priorities and partnerships with donors, but lacks a clearly organized sub-structure of specific plans, actions, investments and corresponding (sub-macro/lower level) performance indicators and benchmarks, producing a “gap” between where the UNDAP outcomes stop and where the national goals begin. This adds to the complexity of assessing the specific contribution (or possibly attribution) of UNDAP activities, also given the multitude of other actors contributing to these goals.

Finding: This challenge is exacerbated by the fact that due to the gap between where the top results (= Outcomes) of the UNDAP stop and the more “elevated” national framework's results level, it is often difficult to establish clear links between UNDAP performance indicators and the national strategy's ones. If one attempts to do so, it is necessary to connect many dots to reconstruct the chain of results linking specific UNDAP outcomes to referenced Mkukuta/Mkuza goals and their respective indicators. Actually, the “gap” in the results chain could have been narrowed somewhat by referencing UNDAP outcomes to the one level lower so-called “core cluster strategy” level in the MKUKUTA II/MKUZA II results chain which is monitored with indicators and milestones in the performance review reports (MAIR, albeit only two such reports have been published (2010, and 2014)). Referencing at this level might have (a) helped in the design of UN key actions and their alignment/support/harmonization vis-à-vis the MKUKUTA/MKUZA results structure; and (b) allowed to identify national level corresponding indicators to key actions. This would have made it somewhat easier to gauge the UNDAP's contribution to national goals.

Finding: The challenge of constructing a clear results chain from the UNDAP results framework to the impact on national framework goals also reflects factors that are due to the nature of the UN programming process. The UNDAP design process departed from a joint review of MKUKUTA/MKUZA and undertook a comprehensive joint causality analysis to define key elements in the UN response strategy. However, the UNDAP design process is only partly an exercise in preparing from scratch a series of interventions specifically designed to reach specific targets. Rather, in a reflection of the reality of UN agency country programming⁴⁹, the UNDAP provided a framework for articulating sometimes pre-existing plans, programmes and projects with assured

⁴⁹ UN specialised agencies do not have “programmable resources” available as a basis for planning country level activities, but have global technical programmes and priorities that frame their work at country level, and their activities at the country level depend on extra-budgetary funding of specific projects. UN Funds and Programmes are better able to design their Country Programmes to match a national strategic framework, prepared under DaO as a joint Country Programme Document (CPD), but even they have global strategic plans, corporate “service lines” reflecting their mandates and areas of competence, and an evolving programming process where each new cycle builds on experience for the predecessor, and planning and reporting cycles that may be out of sync with the national planning process.

funding into the conceptual structure where they fitted best in terms of a potential link to Mkukuta/Mkuza goals. In that sense, the Annual Work Plans of PWGs, on which monitoring and reporting is based, are not truly strategic and “joint” plans, except for the purpose of joint monitoring and reporting, but the sum of single agency work-plans.

Recommendation: In overcoming these constraints, that are largely imposed by “systemic” factors beyond the control of the UNCT, in the planning process for the next programme, the UN, or the Participating UN agencies contributing towards the same strategic outcome, should strengthen common theories of change and risk assessment processes for the major Outcomes selected in order to more clearly articulate the logic of its results chains from key actions to outputs to outcomes and on that basis prioritize among the diverse activities included in the work-plans. This is related to another issue, presented below: the trade-off between the principle of inclusiveness and strategic focus. In this context, the inclusion of all UN agency activities, large and small, essential and peripheral, contributes to a more diffuse results chain logic, and in less focused Outcome statements formulated around the lowest common denominator.

3.2 Focus and scope of the UNDAP Programme

Finding: The design of the UNDAP Programme is first and foremost based on the principle of integrating all activities of all UN agencies into one results-based management framework. This in itself is a unique innovation. It has obvious advantages in terms of enhanced transparency, accountability for results, and reporting, which is appreciated in particular by central GoT authorities. However, the result has been a programme with 58 outcomes across 10 PWGs with an obvious conflict between inclusiveness on one hand and, on the other, and strategic focus with a concentration of efforts and resources. Matched with the limited combined resource base of UN agencies the “overstretch” of the UNDAP becomes more evident when implemented in time and space over the expanse of the country/multiple implementing partners and stakeholders/target beneficiaries and institutions: a very thin spread with clear implications of reduced impact, effectiveness/efficiency, and decreased potential for sustainability.

Finding: The premise of grouping UN agency activities together under the same over-arching goals in sectorally defined working groups is based on the underlying theory of Delivering as One: that UN agencies have an underused potential which can be released by exploiting the potential synergies and complementarities between their competencies and resource base in common planning and implementation. However, whereas one can maximize returns in combining agencies and activities that have the real potential for stimulating synergies and complementarities through joint planning and action, there are diminishing returns in seeking synergies between diverse activities, that may be important in and of themselves and respond to a specific need and government request, but have little relevance to national strategic priorities. Conversely, there are significant examples of the UNDAP providing an opportunity, particularly for smaller/non-represented agencies, to contribute with a specific complementary intervention, that added value towards the outcome, for example UNCTAD and ITC contributions on the trade promotion outcome.

Recommendation: The main recommendation related to the above two findings is outlined in greater detail in the Overall Findings chapter, as it relates to and builds on other findings under DaO and is aimed at the preparation of UNDAP II. In the present context, the recommendation is that the UN should draw lessons learnt of diminishing returns of seeking complementarities and synergies under an all-inclusive results-based

programme management framework, in favour of seeking maximizing returns by a concentration of efforts and resources by combining, and jointly planning and implementing programme interventions of UN agencies in fewer areas that have the greatest potential of yielding significant results in terms of releasing synergies and complementarities.

Finding: The evaluation undertook a detailed “mapping” on the UNDAP based on the information in the RMS by UN agency, by region/district and by year 2011-2014. The mapping clearly showed how thinly spread UNDAP activities are across the country, and points to possible missed opportunities for complementary action through joint planning and combining efforts implemented in the same location. This was confirmed during field visits where IPs and target institutions (health centers, schools) had at different times received support from different UN agencies with interventions that could have been linked, with potentially greater effect/efficiency, as well as helped overcoming resource constraints for greater effectiveness/efficiency and, in particular, sustainability by supporting capacity-building over a longer time-horizon with combined efforts.

Finding: There is evidence of the benefits, in terms of impact, effectiveness as well as enhanced sustainability, to be derived from this pre-planned combined deployment of UN activities in locations representing particular development challenges, and where a UN Agency has solid regional/local representation. This is the case of UNICEF in Iringa (covering also Mbeya and Njombe regions), WFP in Dodoma, or UNHCR and WFP in Kigoma/Kasulu, and where their inputs and continuous visible presence in the regional development agenda is highly significant, recognized and appreciated. This potential is even more evident in Zanzibar, although, as outlined in the section on Zanzibar, with less effect under the current programme cycle.

Finding: Structuring the UNDAP along sectoral lines – Outcomes and PWGs – is an organizing principle to facilitate “Delivering as One”, but the potential is diminished unless UN agencies go beyond joint planning towards joint implementation. With some notable exceptions, referenced in the preceding sections, the majority of PWG outputs are, however, single-agency based and driven. To facilitate greater impact and effectiveness, the sectoral dimension should be combined with an exercise in jointly identifying regions representing particular needs and jointly planning the deployment of work plan activities in time and space to maximize the potential for mutual support, economies of scale and complementarity or joint action.

3.3 Inter-agency coordination and collaboration (PWG structure)

Finding: The change from the previous programme period under DaO to the UNDAP marks both a step forwards and a step backwards in terms of the conditions for “delivering programme results as one” and the level and the intensity of inter-agency collaboration in programme delivery. The core of the previous DaO period was the 11 large joint programmes, which represents a higher degree of interaction in joint planning and implementation: resources are co-mingled in one budget with a corresponding work-plan, under a managing agency, and the roles and contributions of each of the participating agencies need to be closely coordinated. This was changed in the design of the UNDAP in favour of a different and in some ways higher level of ambition: that of aligning all UN agencies and all activities in a common results-based management framework, structured along sectoral lines and aligned with over-arching national goals in the MKUKUTA II/MKUZA II.

Finding: At the same time, the UNDAP PWG modality contains some of the same essential elements as a Joint Programme: a lead agency, a common work-plan and budget, processes of joint review and reporting. The difference is that in a joint programme the lead agency is the managing agent with specific authority over participating implementing agencies; that inputs, activities, outputs are more closely linked and articulated in a JP work-plan and linked to resources; that the common budget of a PWG work-plan is in effect the sum of budgets controlled and managed by individual PUNs. This said, the UNDAP PWG modality holds the potential with the right degree of commitment and engagement of all agencies to approach the advantages of joint programming combined with joint implementation of the JP modality. The evaluation found great variations in the degree and intensity of such commitment and engagement between different PWGs, with some agencies visibly downgrading their commitment by assigning lead agency responsibility and/or representation in the PWGs to lower level staff. - There are obvious advantages and disadvantages in both models, which can be debated, and in fact this debate continues among UN agencies and staff, national partners and donors, which is a finding in itself. It is also testimony to the fact that within the UNCT there is full awareness of the issues, which is important as the UNCT engages in the preparation of the next programme.

Finding: The PWGs are fora for joint planning, not joint implementation. The majority of Outputs are single-agency driven, “integration”, and thereby the value-added of DaO under the UNDAP, of the diverse activities of UN agencies in the PWGs is derived from UN agencies working towards a common outcome. In the PWGs, UN agencies plan together and develop joint work plans, which are then monitored and reported on, but the work plans are essentially the sum of individual AWP and the activities in PWG work plans are essentially implemented and managed at the individual agency level.

Finding: The PWGs are also not strategic decision-making bodies in the sense of ranking some activities as being of higher priority than others, or linking priorities to decisions about resource allocations. Funding decisions are at the level of individual agencies, with core and non-core resources linked to individual agency projects and activities, designed and pre-approved outside the scope of the PWGs. However, proposals for allocations from the One UN Fund are prepared by the PWGs, and allocated, based on a complex “performance-based” set of criteria: delivery of output targets, expenditure and mainstreaming of UN programming principles. This has introduced an element of “strategic gap-filling” that has been of critical importance to UN agencies in providing funding to activities and agencies without any or insufficient core- and non-core resources assigned or mobilized for activities that were regarded as essential and adding value in relation to the common outcome. In that sense, the One UN Fund has had a function beyond that of simply being an additional funding source: to provide an element that fostered synergies and opportunities for agencies with a weak resource base to participate with interventions adding value towards the common objective. This critical function of the One UN Fund has been progressively eroded by the diminishing number of donors and level of contributions to the Fund, and by an increasing and corresponding trend among the donors to the Fund of earmarking by theme and even by agency, which runs counter to the discretionary element that was the fundamental rationale for the One UN Fund mechanism.

Finding: The main value added by PWGs from the perspective of Delivering as One may be that it brings together lead practitioners of the relevant participating UN agencies in technical deliberations about strategies and modalities to achieve common results. This results in numerous “unseen” benefits in terms of sharing of best-practices that influences project design and implementation modalities for greater effectiveness and efficiency. While single-agency implementation from key actions to outputs is the norm and often without any operational linkages to other activities within the same PWGs, the evaluation also found an increasing trend towards “organically grown” (as opposed to based on an up-front strategic management decision as with the

JPs of the previous cycle) new joint programmes coming to life in the course of the UNDAP cycle. These result from genuine inter-agency planning of activities and outputs building on the relative comparative strengths and advantages of participating UN agencies around the interface of income-generating activities/livelihoods, TVET, or in relation to maternal child health/reproductive health.

*Finding:*The sector-based programme management structure is an organizing principle to bring relevant agencies together to work towards a common object, but once adopted it creates a certain rigidity in the ability of UN agencies to come together to tackle issues that cut across several sectors/PWGs. The evaluation found evidence that it is easier to design cross-sectoral interventions within a single agency (e.g., Unicef combining education, SWASH/WASH and social protection) than for UN agencies working on related issues in different PWGs to come together to design a common response. This is particularly relevant in Cluster II – social well-being - where many issues need to be addressed across sectors. The convening of informal meetings of PWG lead agencies is a sign that UN agencies are aware of the issue and finding ways to address it. The evaluation however, also found good examples of such cross-sectoral issues as a rallying point for agencies to come together in common responses, notably as regards humanitarian/refugee-related and governance dimensions. Often the “mainstreaming” of gender and human rights-related issues contributes to and facilitates a cross-sectoral response, for example in relation to the issue of birth registration and rights of pastoralists, connected to governance, social protection and other social sector interventions.

Recommendation: The UN should revisit the Joint Programme experience⁵⁰and draw lessons from the best elements that should be expanded and sustained in terms of a concentrated sectoral/thematic focus integrating complementary activities of many agencies and in terms of operational modalities for joint implementation.⁵¹ This recommendation, combined with other aspects, is expanded on under “General Findings and Recommendations”.

3.4 Implementation Modalities

Finding: The UNDAP spans across a vast spectrum of implementation modalities and means of action (advocacy, public awareness raising, policy advice, complex integrated projects, and direct services delivery). Of particular significance are interventions at the upstream policy level with about 35 out of 58 Outcomes formulated as objectives statements containing the key words “strategy; strategic plan; policy” or similar. This represents a logical strategic choice as the most effective way for the UN to leverage its normative mandate and universal knowledge-base overcome the constraints of a narrow financial resource base for results, impact and relevance in down-stream implementation. The UN’s role and contribution in this area, established over many previous cycles, is recognized and appreciated by GoT and development partners alike. The UNDAP’s interventions at the upstream- policy level take the form of support for *national* policies, strategies and plans through policy and technical advice, application of global best practices and ensuring coherence and adaptation of national instruments with international norms and standards and regional and international obligations of the GoT.

⁵⁰ The area-based integrated JP in Zanzibar was particularly appreciated by the RgoZ and national partners and stakeholders, ref. Zanzibar section of the report.

⁵¹ An evaluation of the JP experience was undertaken, but at a time when the UNDAP had already been formulated and thus had no impact on building valid elements of the JPs into the UNDAP.

Finding: At the same time, the evaluation encountered across all sectors and levels, from Central Government and Sectoral MDAs to district and community levels expressions of concern that the real challenge in Tanzania lies in down-stream implementation. The same message was expressed by Development Partners, and implementation partners and target beneficiaries, and is of course well known by UN actors as well. This involves sectoral and vertical coordination and capacity-building from central government to community levels and first and foremost resources for physical infrastructure and supplies, sustainable long-term financing for operating costs and repair and maintenance, which in the current national context requires coordinated partnerships and co-financing between national budgets and donor programmes. In down-stream implementation support, the UNDAP is most often faced with difficult strategic choices, as UN agencies do not have the resource basis for interventions with country-wide application or which span the spectrum from policies/plans to improved services on the ground/at community level. Three major types of UN support for down-stream implementation can be identified, representing three strategic choices in achieving a balance between leveraging UN comparative advantages and managing limited resources for optimal results: (a) many Outcomes are focused on introduction of various forms of evidence-based planning and monitoring systems to enable state and local government actors to better target, prioritize, plan and monitor implementation of plans and budgets; (b) capacity-building aimed at key institutions at macro, mesa and micro-levels to overcome identified capacity gaps and bottlenecks in the national institutional framework; and (c) pilot-projects, which are rather attempts to build reform from the bottom-up, by scaling-up from successful projects and applying their lessons into national plans and standards.

Finding: The evaluation found several examples of pilot-projects and assessed their implementation modalities, partnerships with local institutions and quantifiable evidence of impact (school attendance, reduction in mortality rates etc.): community-based neo-natal and maternal health services, drip irrigation and sustainable land-use techniques, literacy and effective learning; strengthening of school inspectorates, to name a few, which, assessed in their immediate local socio-economic and institutional context can be judged as successful in terms of relevance, effectiveness/efficiency and impact with potential for scaling-up. However, whether they will eventually be scaled-up depends on a host of extraneous factors that have not always been subjected to prior realistic risk analysis; and even their sustainability in the immediate local context is sometimes questionable and depends on stable and ensured long-term resource allocation from state and local government budgets.

Recommendation: The “overstretch” of the UNDAP referred to above results in the UN trying to address too many needs and priorities across the broad spectrum of national development goals with limited financial and technical/managerial resources. In doing so, the UN is faced with having to make too many strategic choices in defining its comparative advantage in implementation support between levels modalities of its interventions, as well decisions regarding geographic location, selection of priority targets for institution and capacity-building. In continuing to focus its main efforts at the policy level, where the nexus of the UN’s comparative advantage lie, the UN needs to be selective and consider how best to balance its interventions up-stream and in down-stream implementation support through careful risk analysis and realistic projections of the resources and institutional capacity required to translate policies and plans to reality.

Recommendation: The UN should consider concentrating maximum efforts and resources in a limited number of core areas with maximum potential for generating higher level results and impact, greater effectiveness and operational efficiency and which will allow the UN, in these well-defined areas, linked to key national development challenges and priorities, to design and implement a programme that spans from the policy level

to down-stream implementation, with a larger resource base and/or closely linked through explicit agreements (MOUs) to larger sectoral programmes supported by DPs.

4. Assessment of DaO

4.1 Assessment of UNDAP DaO Outcomes

The UNDAP is unique and distinct from the standard UNDAF programming approach in most other UN country programmes, in that it incorporates the Delivering as One key outcomes alongside programme outcomes, where the DaO outcomes are seen as key results, commonly agreed, in support of the overall efforts to deliver a coherent and integrated programme. The 10⁵² DaO outcomes included in the UNDAP's results framework articulate key results within the original Delivering as One "pillars" relating to One Leader; One Programme; One Budgetary Framework; One set of Operational Procedures; the subsequently added "Communicating as One") to which are added common commitment to coherently apply UN system common values and principles and cross-cutting issues regarding gender mainstreaming and human rights.

4.1.1 RC and UNCMT strengthen mechanisms to promote joint accountability for strategic leadership of and delivery on UNDAP results

This Outcome is built around the DaO principles' leadership "pillar".

Assessment of Performance and Findings

Finding: RC and HoAs have largely achieved convincing results in forging commitment to delivery on agreed results within the systemic constraints of parallel separate reporting lines of individual agency heads to their respective Headquarters, and have applied the various UNDG tools and guidelines for the managing and accountability framework for the RC System; code of conduct and generic TORs and Job Descriptions.

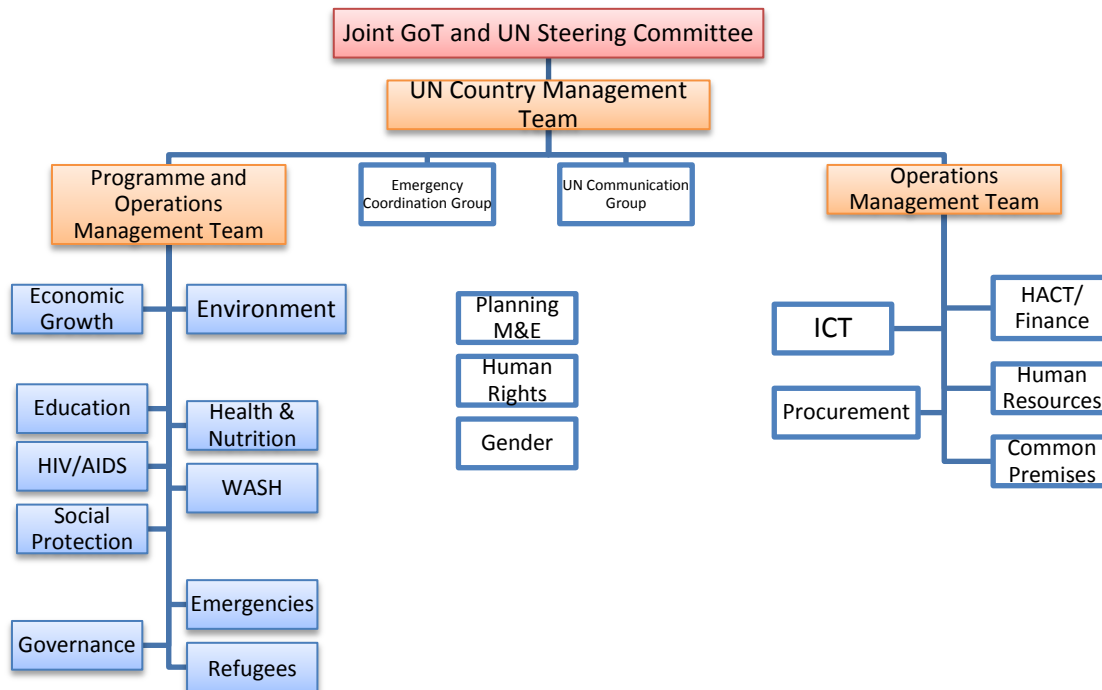
Finding: Efforts have been made to harmonize consistent levels of delegation of authority from agency Headquarters to country representatives, but differences persist with regard to delegated authority on procurement, auditing, recruitment and appointment of new staff, imposed by individual agency requirements that have not been harmonized at the level of ongoing UNDG and CEB/HLCM processes. This has hampered some agencies in joining the HACT and introducing common recruitment panels and procedures for hiring national staff, and limited the use of common LTAs (cf. below).

Finding: There is evidence of a strong team spirit and commitment to the UNDAP and DaO principles among most staff from Heads of Agency to technical programme and operations staff. This is perhaps more remarkable given staff turn-over from the original introduction of DaO in 2006-07, in some agencies with 2-3 changes in Heads and senior staff positions, and the often considerable staff time required for participating in UNDAP management and coordination processes on top of agency specific tasks.

Finding: The elaborate, four-tiered, UNDAP management and co-ordination architecture with 10 PWGs/10 PMCs; 5 Programme-related WGs on cross-cutting issues and functions, linked to the Programme and Operations Management Team, and four Operations WGs (see diagram below) provides opportunities for

⁵² The UNCMT has subsequently dropped one, due to the postponement of the One UN House project; although the Outcome: "UNCT Secures efficiency gains in overhead costs" remains valid without colocation in One UN House, and is being pursued in various ways. The evaluation will therefore include all 10 DaO Outcomes.

sharing leadership functions for both common programmatic results and for common operational support functions; which are consistently divided, in some cases on a rotational basis between agencies, and delegated down with opportunities for Deputies and Heads of Operations and Programme staff to assume key leadership roles in inter-agency structures.



Finding: In addition, both the RC and individual agency Heads act as co-chairs at various levels of steering and technical working groups of the Development Partner Group and Policy Dialogue structure. These opportunities also serve to underpin the principles of mutual accountability within the UN and that leadership is a shared responsibility.

Finding: Given the extensive responsibilities of the RC, including the role played in the GoT – DP dialogue structure, the “fire-wall” between the RC role and the function as the senior UNDP representative appears to be consistently applied and respected and no evidence was found regarding concerns of conflict of interest between the two roles. The RC is seen as the primary spokesperson, and appreciated as such, for the UN System agencies in Tanzania, by both the Government, development partners and UN agency Heads, while, as noted, the coordination and management arrangements allow for others within the UNCMT to lead on their respective sectoral or thematic issues.

Finding: The UNCMT remains committed to global learning within the UN about UN reform and Delivering as One, and has joined as one of seven pilots on the undg process on Business Operations Strategy, as well as made RCO staff members available as resource persons for common system efforts to develop common BOSs.

Challenges and Issues

Finding: In the preceding DaO programme period, the UNCT received support from donors to create a number of positions and functions for general programme support, attached to the RC Office, which has proven unsustainable with the withdrawal of donor support. An example are the posts of cluster advisors/leads, of which only one, funded by UNDP, remains. This has limited the original intention of exploring and supporting programmatic synergies and complementarities between programme areas within each of the three clusters and between them, and thus limited more integrated programming across sectoral (and cluster) boundaries.

4.1.2 UNCT planning, monitoring, evaluation and reporting are results and evidence based

The PME WG's purpose is to mainstream RBM principles and best practices across UNDAF processes through development of policies, guidelines and formats for work-planning, monitoring and reporting, training of staff, and hands-on support to PWGs and other components in the UNDAF governance structure.

Assessment of Performance and Findings

Finding: The UNDAF baseline for the lead indicator of performance based allocations was that One Fund allocations were determined using process indicators and submission of joint proposals. The initial approach (as mirrored in the baseline statement) changed to the consistent practice (2012-2014/15) that "One Fund allocations reflect performance against UNDAF annualized targets" applying agreed-upon common One Fund standards, as reviewed and endorsed by CMT and JSC. In view of decreasing One Fund volumes, the relevance of this indicator is also declining. In terms of internal use of evidence based planning tools and practices, whereas the original UNDAF 2011-2015 planning was based upon qualitative HRBA analysis, as of the introduction of the RMS, APWPs and related documents increasingly utilized data from annual reviews and available in-country evidence.

Finding: The RMS is a highly sophisticated and innovative tool and system, and the result of considerable time, effort and investment. It may be unique in providing such detailed and comprehensive monitoring data, publicly accessible on-line giving real credibility to the commitment of the UNCT to transparency and accountability. The complexity of the UNDAF (58 programme outcomes plus DaO outcomes) is mirrored by the RMS. As such, it is a remarkable achievement in terms of transparency, monitoring/tracking and reporting, and accountability to national and development partners alike. However, the RMS is not particularly user-friendly, especially for the non-frequent, non-specialized visitor accessing it to look for a specific piece of information. The evaluation team has come across many critical remarks expressed by both UN users and by Development Partners about its user interface being too confusing; and data input requirements being too burdensome and time consuming. There may be an inevitable trade-off between comprehensiveness of relevant data in the system, and complexity on the one hand, and user-friendliness on the other.

Finding: The evidence-based planning DaO outcome includes an output to strengthen the capacity of the Tanzanian Evaluation Association. As such, it has a commonality with other DaO Matrix Outcomes/cross-cutting WGs (such as the Communication WG) that also target national counterpart institutions and professionals for capacity building measures. Related activities came to a stand-still after initial efforts, in view of "challenges with TanEA's internal capacity and governance structure", however the PME WG is developing an integrated cross-sectoral Government-as-whole RBM/M&E system. Other DaO outcomes (e.g. CaO, through its provision to train youths in development communication) also include capacity building components for specifically targeted multiplier groups outside the UN system.

Finding: M&E capacity building activities are mostly placed under the Governance PWG and the economic governance sub-component of Cluster I. There are also specific efforts concentrating on thematic (sub-) segments of the wider governmental data machinery (e.g., data disaggregation by age and gender, specific data on children etc. under the Governance PWG; EMIS support under the Education PWG etc.). At the same time, the M&E framework of the Mkukuta/Mkuza (which relies on a mix of administrative routine reporting data and survey/census data) reveals insufficiencies in data quality and availability. While related capacity building support in evidence-based planning is provided through (economic) governance-related activities, there is no integrated real-time monitoring tool (similar to the RMS) to track governmental sectoral performance indicators.

Challenges and Issues

Finding: The RMS traffic light system's category "partial completion" implicitly covers the range of >0% to <100%. This lack of specificity can lead to confusion given the wide range effectively stretching from near zero progress to all-but-completed. Moreover, the UNDAP's intermediary milestones and final targets are not always formulated as SMART (quantitative or qualitative) targets. In the "Target Status in Detail" overview report, actual concrete performance data incl. quantitative achievement can only be gleaned from explanatory brief comments to substantiate the status judgment, if applicable and available.

Finding: Assigning the qualification "met/completed" for outputs and outcomes is meant to be cleared by government counterparts, through the review process attached to PMC meetings. According to the RMS guidelines, annual performance should be classified as "met/completed" if and once related activities are deemed to have "been completed to the satisfaction of the partners and UN agency and (have) contributed to the desired outputs". Unless in-depth review processes are carried out by government counterparts prior to actual PMC meetings being held, doubts might be warranted about whether genuine verification of statements entered by UN programme staff is carried out in each and every case.

Recommendation: Transaction costs inferred through reporting could be further reduced if agencies fully embraced the principle of joint accountability, as reflected through joint reporting (one country programme/action plan report in lieu of single agency reports, or both as currently the case in Tanzania). Currently, agencies still prepare reports at agency level, in addition to the joint UNDAP/DaO report (and regional level reporting requirements), even though the AWP's are derived and flow from the UNDAP. Likewise, in spite of the UNDAP being designed on the basis of joint, inter-agency higher level results, individual agencies still carry out agency specific evaluations due to their respective HQ-imposed obligations and requirements.

4.1.3 UNCT planning, monitoring, evaluation and reporting are results and evidence based

The PME WG's purpose is to mainstream RBM principles and best practices across UNDAP processes through development of policies, guidelines and formats for work-planning, monitoring and reporting, training of staff, and hands-on support to PWGs and other components in the UNDAP governance structure.

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4.1.4 UNCT strengthens common procurement management mechanisms and support to national procurement systems

Assessment of Performance and Findings

Finding: The UNCT had originally planned the establishment of a joint interagency procurement services unit in support of programme delivery for all agencies. However, differences in agency systems and procedures led to a system where the Tanzania One Procurement Team (TOPT) is in charge of (developing) common Long Term Agreements with key suppliers (gathered in a database) along with processes and guidelines for procurement, while procurement is handled by individual agencies. Currently about 70 LTAs are available.

Finding: Procurement under common LTAs has shown a steady growth from the beginning of the DaO project in 2007 through the years of the UNDP and is expected to have resulted in cumulative cost avoidance in staff time by 2015 of approximately 4 million US\$. Nevertheless, there are some concerns among staff that in the Tanzanian market context, LTAs might not always be the most inexpensive arrangement for procuring specific goods in the long term, in view of potentially fluctuating prices. However, the reduced transaction costs (saving staff time dealing with multiple agency-specific smaller volume procurement/tendering) might actually justify incurring such costs.

Finding: The increasing trend in procurement using common LTAs appears to be leveling off at around 45% of total procurement volume with a reduced potential of efficiency and economies of scale gains: this may also represent an approximate volume of procurement in areas common to participating UN agencies. Factors impeding further progress are (1) different thresholds among agencies under which common LTAs can be applied: some agencies are required to undertake their own contract review committee for an LTA developed by other agencies; above the thresholds agency specific procurement rules apply, combined with application of agency specific audit standards; (2) constraints of insufficient time allocated to common TOPT activities in competition with members’ agency specific tasks.

Challenges and Issues

Finding: Participating agencies are not contributing equally to the solicitation process with the result that some procurement operations do not take account of the scope for involving other parties and thus opportunities for economies of scale savings through larger procurement volumes are missed.

Finding: The evaluation found little evidence of key actions being undertaken regarding output 3 under the procurement outcome: “GoT systems for acquisition of goods and services are strengthened”, through technical assistance to national partners. Also, members of the TOPT expressed doubts about the feasibility in the short term of UN procurement carried out under national procedures, until capacity for management of the supply chain and procurement had been strengthened.

Finding: To push common procurement beyond the current level and realize further efficiency gains and savings will require a stronger commitment (a) at the Headquarters level to support common country-level procurement management, and (b) from the CMT including freeing up of necessary staff time for members of the TOPT, incorporating common procurement objectives in members’ performance; while strengthening quality controls and supplier monitoring.

4.1.5 In-country Human Resources processes are harmonized, efficient and responsive to programme needs

Assessment of Performance and Findings

The HR WG has as key mandate to harmonize UN agencies’ human resources management processes and regulations as uniform conditions of service are an important “driver” to support delivering as one which requires staff from different agencies to work closely together in programme delivery and support. The second important objective is to facilitate through common procedures and processes access of UN agencies to the best available sources of competent staff and expertise.

*Finding:*The HR WG has effectively produced most outputs foreseen in the Country Business Operations Strategy (BOS):

1. an information booklet for induction of new staff to the UN in Tanzania;
2. the development of harmonized and standardized templates for vacancy announcements and the posting of these on the UN in Tanzania web-site;
3. development of a common database of consultants and technical UN Staff;
4. inclusion of contributions to common DaO goals and processes in staff appraisal systems;
5. adopting a harmonized approach to key in-country recruitment processes, job classification and key entitlements;
6. a concept note for joint recruitment of typical categories of administrative and support staff for the national and general service categories.

Challenges and Issues

*Finding:*The only activities actually implemented are (1) and (2) as they have limited implications for UN agency autonomous HR policies and management. The common database of consultants was designed but not computerized populated and updated as no agreement was reached as to how this would be done. The objective of incorporating DaO relevant dimensions of performance in individual staff appraisal systems is not systematically applied across agencies and between staff. A HQ specialist undertook a study of differences among UN agencies in Tanzania as regards key elements in recruitment, classification and entitlement, but the recommendations on harmonization of these have not been followed up. Finally, the concept note on initiating

joint recruitment panels processes with a proposal to start with recruitment of “standard” categories of national and general service staff (for example drivers, finance clerks) has not been implemented.

Finding: The original goals set by the UNCT in the BOS strategy are relevant and of significant potential impact to drive DaO principles in the HR area. The WG has prepared the ground-work, yet actual implementation and progress falls far below target. Members of the HR WG, which consists mainly of national HR associates, ascribe this to the fact that the HR WG lacks the necessary “clout” to move these initiatives forward. The group presented a proposal to dismantle itself and replace it with a senior-level sub-group of the OMT. This is an illustration of the difficulties of driving “DaO” at the country level beyond a certain level, in particular when it enters into such core areas of individual agency autonomy as human resources policies and practices. Beyond the limitations imposed by “systemic” constraints, it appears that the UNCT has lacked the will to push such initiatives forward that would not require approval from their respective Headquarters.

4.1.6 UNCT harmonizes core financial management processes and addresses priority capacity gaps

The original Finance/HACT group has effectively become the HACT group, as challenges in harmonizing and strengthening procedures for cash transfers to national implementing partners is the main focus of the group. The original three UN funds and Programmes operating with the national execution modality (NEX): UNDP, UNFPA and Unicef, has since been joined by FAO and WHO. ILO had cleared the use of HACT internally, but specificities relating to external audit requirements for transfers to its constituents, workers’ and employers’ organizations had limited its practical use.

Assessment of Performance and Findings

Finding: The main focus of the WG is on undertaking joint micro-assessments of implementing partner capacity for sound financial management, and on commissioning joint audits of IPs. Since 2011, 68 joint assessments have been undertaken and 48 joint audits. These have revealed a number of weaknesses and risks in IP capacity which need to be addressed, but experience in the WG shows that this is a struggle to ensure effective action on identified weaknesses by IPs. Participating agencies have been discussing the development a joint assurance plan, but this has not yet materialized. New guidelines emphasize the need to work together on the micro-assessments, but leaving individual agencies to undertake assurance assessments.

Finding: The work on common approaches to cash transfers is estimated to produce quantifiable savings system-wide due to savings staff time and costs by undertaking common micro-assessments, carried out by one commonly financed consultant rather than participating agencies undertaking separate assessments: for the UNDAP period estimated to amount to approximately 700,000 US\$. The scope for such savings could be enlarged by working, as planned, with development partners sharing the same interest and using the same IPs.

Challenges and Issues

Finding: Some stakeholders complained about the Exchequer/HACT system being overly cumbersome, bureaucratic and slow, asking for a review how necessary processes could be accelerated. There have been efforts to address delays associated with passing funds through the national Exchequer, and a workshop held with Ministry of Finance to identify bottlenecks and capacity gaps. The HACT working group is also undertaking

training for UN staff together with IPs to issues around project management, budgeting, procurement and internal controls.

4.1.7 UNCT operationalizes cost-effective ICT solutions to support programme delivery

The ICT WG's mission purpose as encapsulated in the outcome statement is to reduce transaction costs through joint ICT systems, services and processes.

Assessment of Performance and Findings Challenges

Finding: The ICT WG successfully managed to double the capacity of Common ICT operations from 7Mbps (pre-UNDAP baseline) to 14Mbps. Partial success was achieved in securing cost savings for services through joint contracting. A market survey was completed to identify areas for additional savings and an implementation schedule was agreed upon with procurement activities on-going.

Finding: Ever since the beginning of the UNDAP, the ICT WG's most resounding success has been the introduction of a common IT platform. This so-called "UN shared drive" in itself constituted a joint, inter-agency product and service, with UNDP hosting application servers and WFP providing the platform. (Following a pilot phase that lasted from 2010 to mid-2011, the servers were destroyed during the floods; to be followed by a replacement through a more advanced, web-based version.) However, shared folders of the web-based "UN shared drive" represent an additional layer of data storage above the agency level data bases and server configurations. They are thus not replacing single agency standards or solutions and only indirectly, if at all, contributing to a standardization of agency level systems. Nevertheless, this application marks a progress compared with pre-UNDAP inter-agency information exchange which was e-mail based. Customer satisfaction ratings are very encouraging with 89% of users replying the virtual PWG office platform met their needs.

Finding: The harmonization and integration of cost-effective ICT solutions to support programme delivery remains hampered if not effectively blocked by agency HQs using different service providers resulting in a plethora of incompatible technological standards. A case in point is so far fruitless efforts to agree on a joint in-house telephone system. As was the case in pre-UNDAP days, agencies still use specific in-house stand-alone systems and need to place billable calls on landline or cell phone to call one another across agencies. Until this day, agencies contract voice services separately, resulting in a mix of existing systems in place. The landscape of so-called PABX technology in place is: US-product/ "Cisco" (UNDP); Swedish system/"Ericsson" (WFP); French brand/"Alcatel" (FAO, ILO, UNHCR); Japanese system/"Panasonic" (IOM) etc.; corporate intranet platforms using different technologies/providers: SAP vs. PeopleSoft vs. Microsoft etc.).

Finding: For the above intended result, the set target for 2014 had been to procure hardware and software for a joint system. A user survey was carried out but no actual progress achieved, with a CMT decision on the future of common services pending. Hence, the posted achievement of "partial completion" against the set target actually highlights the general issue with the way the RMS performance measurement system is set up. Objectively, the progress mark should have read "no achievement", which again is not the fault of the WG but essentially, of HQ-level failure to reach an agreement on shared systemic standards. In this case, as with other DaO matrix outcomes, the actual risk does not lie with external contingencies, but is situated within the UN system itself.

Challenges and Issues

Finding: While technical staff are motivated to push the technological integration across agencies further, agency level country management tied their respective ICT systems and standards to corporate standards. Hence, as long as agency headquarters cannot agree on a standard platform and common IT security standards for all agencies, the country level integration cannot move beyond the level of joint add-on solutions, where technologically feasible. The SOPs HQ Plan of Action is supposed to address this issue.

Finding: Capacity building-related activities foreseen in the original design of outputs under this outcome could not be carried out due to insufficient funding. Due to lack of funding, other activities could also not be implemented beyond the preparatory stage, which typically consisted of activities that did not come with a specific cost other than staff time and use of office equipment to carry out these tasks (feasibility study, needs assessment, staff survey etc.).

4.1.8 UNCT secures efficiency gains in overhead costs

This outcome was officially removed from the RMS. The reason was that the related output 7.1 focusing on achieving the One UN House goal was effectively not under the full control of the UN as such. Hence, it was deemed that there was no solid argument for holding the UNCT accountable for performance/achievements against related indicators. Outputs 7.2 and 7.3, related to the One UN Houses in Zanzibar and Kigoma, had no or only a very small budget (US\$25,000/Kigoma; no budget/Zanzibar). Even though one could have argued in favor of keeping the UN House outputs for Zanzibar and Kigoma, the decision of abandoning those results and related indicators and reporting duties can be understood.

On the other hand, the overall outcome statement is much broader than only encompassing cost savings due to the UN House, as also indicated in the efficiency gains pursued and to some extent realized under other aspects of common operations; and a case might still be made for reintroducing results and performance targets for the future management of the One UN House in Zanzibar and Kigoma, and introduce an additional item for a/the One UN complex in Kasulu, esp. in light of potential area-based flagship programme initiatives that would justify a much more robust, multi-agency field presence in those specific (as well as potentially even a few additional) field locations.

For example, a key issue linked to overhead costs but also environmental concerns, which is missing among the DaO outcomes related to efficiency gains, is the issue of a common car pool. This key goal, which qualifies as cross-cutting proxy DaO success indicator in lieu of, or to complement, One UN House-related outputs. While the valuation team has not collected data on the number of cars and drivers employed, direct observation of the main UN compound over three months permits to note that at almost any given time there is a considerable number of UN agency cars in the parking lot (minimum five, often more). The potential for efficiency savings, cost savings and reducing environmental damage is obvious.

4.1.9 UNCT operationalizes coherence, effective advocacy and communication strategies

The UNCG is designed to pursue joint results by tapping into available human resources to jointly deliver results, effectively superseding agency silos and maximizing efficient use of resources as well as effect and impact. Under the UNDAP, agencies work jointly to craft and deliver communication messages promoting the

UN brand and enhancing the profile of DaO through a. media outreach, b. creative storytelling, c. special events.

Assessment of Performance and Findings

Finding: UNCG members see themselves as working on one team, fully embracing the idea of maximizing the added value of DaO, in the interest of overall utility and impact of CaO for the UN in Tanzania as a whole, as well as more agency-specific interests.

Finding: CaO as practiced by the UNCG is a candidate for “UNDAP DaO best practice” working group/mechanism (intense coordination/integrated implementation of activities), for levels of coherence and effectiveness as well as reduced transaction costs reached via coordination and cooperation are tangible and well noticed by stakeholders (among government and donor community). Stakeholders appreciate that the DaO voice is communicating louder and more clearly, and that advocacy messages are now more effective with mixed messages and confusion of messages effectively significantly reduced. Examples for the effective, high-impact work under CaO is that the WG was invited by the EU to participate in designing an advocacy campaign to end violence against girls and children; and the on-going efforts to communicate against violence targeting albinos.

Finding: The ideal of joint communication is put into practice on a routine basis within the UNCG: a. CaO as delivered through the voice of the person best suited in terms of agency mandate, knowledge, availability, is a good example for a flexible interpretation and nimble application of one of the DaO pillars, e.g. in terms of UN participation in discussion fora, one specific agency is routinely mandated to speak on behalf of the UNCG team, and report back (ex.: UN Women in major event on behalf of Unicef whose communication staff was not available on that specific occasion); b. under the UNDAP, a specific agency’s Communications Officer often covers media field visits even if project(s)/activities visited fall under the responsibility of an agency other than their own; c. also, on a routine basis and as common practice, there is lending/borrowing equipment (cameras etc.) across agencies according to needs. Field visits involving inter-agency coordination/cooperation are not limited to special events only, but occur whenever there is an opportunity to jointly communicate on results within UNDAP programme areas.

Finding: CaO has added value as well for small agencies which do not have sufficient staff and/or specialized skills stand to benefit from participating in DaO approach which allows them to link into resources of, and learn from, other agencies that have higher communication budgets, specialized expertise and experience in this field. In terms of change management: Communicating as one has been received well, with many staff requesting more joint communication.

Finding: The UNCG ensures that human rights and gender aspects are mainstreamed throughout its activities by coordinating with the inter-agency groups through individual contacts, joint presentations, retreats and training of its members, as well as joint work on specific task forces for joint products or activities, such as specific events.

Finding: In the area of Communicating as One, agency workload has intensified and deepened. CaO activities have a single agency lead but are always jointly implemented by several UNCG agencies. In terms of monitoring staff performance against DaO provision both in terms of assessing output quality and adhering to time allocation rule (asking UNCG members to dedicate 20% of overall time to DaO activities), line managers refer to

RCO's judgment to assess staff member's performance. In reality, DaO work already takes up much more than 20% ("more like 80%"), but this can also be seen as reflecting the nature of the UNDAP since most of the work in the UNCG work plan is linked to agency work plans, whether to classify it as DaO or agency depends on how it is packaged. For example, a seemingly "single agency-only" story can be written up for more than one agency, or more than one PWG using differing perspectives.

Finding: While common branding is practiced at central level among agency country offices in Dar-es-Salaam, it is not uniformly practiced across the board. Secondly, with the exception of Zanzibar, single agency branding without reference to DaO, is still the norm at sub-national level. In terms of branding and joint communication outside special events, joint DaO branding deserves to be strengthened. For the DaO logo to be used remains a challenge with some agencies, esp. in the field (in Tanzania, agencies can, but don't have to, use DaO logo). The focus is only now slowly shifting from concentration on process (persuading or convincing agencies to speak as one), to actual joint branding

Challenges and Issues

Finding: In view of the UNIC's mission as public service meant to provide information about the UN, its current location and lack of visibility does not allow it to properly fulfill its mandate; hence re-locating it from the back of the main UN Compound to a more accessible location should be considered. On a positive note, it needs to be stressed that UNIC actively contributing to UNDAP via its services and its staff participating in the UNCG is a positive example of how individual agencies and entities can bring their respective comparative strengths to the fore, under DaO.

4.1.10 UNCT strengthens gender mainstreaming and women's empowerment across programme delivery and advocacy campaigns

The Inter-Agency Gender Group works to support gender mainstreaming across the UN Tanzania Programme of Cooperation. The outcome is relevant to government of Tanzania's effort to attain MDG 3 "Gender mainstreaming and women's empowerment".

Assessment of Performance and Findings

Finding: The IAGG has been effective in its mission to strengthen gender mainstreaming and women's empowerment across programme delivery. This was achieved through training of all members of the 10 PWGs and POMT to increase knowledge and awareness of gender main-streaming in the program cycle. Several tools developed and introduced by IAGG to track gender results and promote accountability are now used by all PWGs⁵³. PUN staff's understanding of gender issues and gender mainstreaming has been enhanced through participatory sensitization events on GEWE and training on use of these tools.

The IAGG has provided technical assistance for individual UNDAP Working Groups during the development of Annual Work Plans. The IAGG also improved its own capacity to support mainstreaming of gender in UNDAP

⁵³Gender Mainstreaming Checklists and Gender Markers have been developed by IAGG for Programme Working Groups (PWGs), guiding their delivery and promoting their accountability for gender equality and women's empowerment. In addition, IAGG developed a policy brief for UNCT; a Guidance Note on gender mainstreaming in UNDAP process; an Induction Package for new IAGG members and a Gender Mainstreaming Induction Kit for new UNCT members.

PWGs. In addition to the resources developed to support PWGs, members also provide one on one mentoring of PWGs during planning and annual reviews. The evaluation notes that the majority of PWGs referred to GEWE issues in last year's respective annual reports.

The IAGG has had success in carrying out its mandate to implement the UN's advocacy strategy on GEWE, i.a. through UN Women representing the UNCT in national policy dialogue fora such as the Development Partner Group Advocacy interventions include advocacy campaigns, developing fact sheets and key messages for dissemination to the public. IAGG also provided inputs for important national policy documents such as the Natural Gas Policy and the National Human Rights Action Plan.

Finding: There is strong collaboration between UN agencies to advocate for key gender issues such as Violence Against Women. An example of this is the International Women's Day in which six agencies were involved from the planning stages to actual events. UN agencies have also come together with development partners to combat violence against women and girls. This collaboration ensured that all target audiences were reached with appropriate messages.

Currently, GBV related activities are dealt with under the Social Protection PWG. The IAGG is not designed to enact its own programme of activities other than DaO-related, internal capacity building and programming-related gender mainstreaming activities. Nominally, the outward-bound active component is missing apart from activity 9.2.7/"Participate in the meetings of DP Gender Group and GoT Macro Gender Group" under output 9.2.

Finding: Initial discussions in the design of the UNDAP concluded with abandoning the idea of setting up a Gender programme with a PWG of its own, in favour of the mainstreaming approach across all PWGs with the IAGG providing support and guidance. Notwithstanding significant results and achievements noted above, some IAGG members are concerned that the mainstreaming approach is relatively ineffective to drive the agenda of gender equality and women's empowerment, in particularly on the background of the significant challenges in the national context. These members feel that without abandoning a mainstreaming approach the gender issue needs a dedicated programme platform as the risk is that the concerns under its mandate as is often the case become effectively relegated to the sidelines. The consequence is that IAGG members end up spending most of their time in assisting assist PWGs on how to properly report on RMS gender requirements post factum, rather than up front in problem identification and programme design.

Challenges and Issues

Finding: The lack of consistent senior level gender experts in individual PUNs poses a challenge. Some agencies have delegated representation in IAGG to focal points, in some cases rather junior staff that are lacking in relevant experience although not commitment. There are few genuine "gender experts" in the group. A related challenge is that typically, gender focal points only have limited access to decision making fora in their own agencies and PWGs. The test of whether the mainstreaming approach based on the WG's "advisory" support is ultimately whether the UNDAP has strong integrated gender components in the design of key actions and outputs. But the IAGG does not have any real decision-making authority at that level.

Finding: In terms of ensuring mainstreaming of cross-cutting programming principles and standards (RBM, human rights, gender) the respective technical WGs working against DaO Matrix outcomes, played their respective role. Many agency staff responsible for data entry into the RMS are not fully conversant with how to

report against cross-cutting considerations. Agency programme staff and managers in charge of data entry regularly heavily rely on “data entry support” through the gender and human rights group members to “clear the hurdles” and pass muster, which might qualify as at least partial aberration of this process (chances are that mainstreaming principles are not fully understood/mastered and hence not applied if such support is needed come reporting time).

Finding: There is a slight disconnect between gender policy design and implementation, at the national macro-level. For example, gender is part of the mandate of MCDCG, whereas gender policy is addressed by the planning commission. This and related issues should be addressed by the next UNDAP.

IAGG works in close cooperation with the Human Rights and Communications Working Groups. Examples are providing in depth substantive comments to the draft National Human Rights Action Plan; preparing advocacy briefs on Gender Equality and Women’s Empowerment. This has ensured that advocacy for gender issues is coordinated across UN agencies.

Recommendation: The comprehensive structure of the UNDAP with 10 PWGs defined by broad sectors/themes make a main-streaming approach to gender issues (and a HRBA) both justified and necessary. As noted, there are numerous and significant examples in the assessment of programme outcomes of how this approach has provided opportunities for integrating GEWE aspects in programme design and improved both relevance and impact across these sectors/themes. At the same time, in the national context where issues relating to gender equality and women’s empowerment represent in themselves highly significant development challenges, it is a question whether the UNCT has fully capitalized on the potential of developing strong concerted efforts in joint programming with a distinct focus on these issues, and the potential of synergizing and integrating strong gender-specific components of individual agencies. In the next cycle UN agencies should consider combining the mainstreaming approach on gender (and human rights) with a strong gender-specific programmatic focus. In other words, combining mainstreaming with distinct gender-focussed programming. (See also related recommendations under Programme Outcomes concerning Environment and Climate Change; under DaO Outcome on Human Rights and under Overall Findings and Recommendations).

Recommendation: The scope of the IAGG’s area of concern would have justified for the IAGG to become a full-fledged PWG, given the scale and interrelatedness of issues such as GBV, women’s political and economic empowerment, FMG, girls’ education, maternal health etc. This would allow for pro-active reaction at national level. In view of the next UNDAP should explore the possibility and feasibility of establishing a Gender Flagship JP. This could be a way forward to link issues such as Gender, Human Rights and Culture. In the remaining year of the UNDAP, the existing WGs (IAGG, HRWG, informal Culture WG including the UNCG when applicable) could strive to realize synergies between their largely overlapping agenda. To encourage cross-fertilization between these groups the agenda setting for meetings should be coordinated. Cross-cutting joint interests could then be discussed jointly, with specialized items only of interest to a given sub-group to be discussed by that specific technical constituency, either before or after the joint meeting. Such an arrangement, apart from creating synergies, would also help to minimize transaction cost. It is understood that related discussions are already underway between the stakeholders hence this recommendation is encouraging this initiative.

4.1.11 UNCT more effectively promotes Human Rights through advocacy, programming and operational management

The UN Human Rights Programme Working Group is tasked with ensuring that the UNCT promotes Human Rights effectively. This outcome is supported by four main outputs focusing on the human rights-based approach being applied in programmes and operations as well as advocacy efforts aimed at national efforts to address human rights commitments.

Assessment of Performance and Findings

Finding: The Human Rights Working Group has been effective in supporting the UNCT to mainstream Human Rights in the UNPAD programme and on UN agencies jointly advocating for HR issues to Government and Civil Society. Notable examples of these include the development (jointly with the IAGG) of a crosscutting checklist for PWGs, which ensures accountability at the Implementing Agency level. This builds on the general guidance on human rights-based programming of the PMEWG as part of its support for the UNDP in programme planning, monitoring and evaluation. The HRPWG also served as an effective liaison among UNCT agencies in the development of joint opinions on human rights issues during the development of the National Human Rights Action Plan⁵⁴.

Finding: Reports from the last three years show that the HRWG has consistently met targets set for the year. It is therefore the finding of the evaluation that the HR outcome will be met within the programme period.

Finding: Promotion and defense of human rights have been defined as the bed-rock of the UN's role in development cooperation and a unifying principle given the mandated role of UN agencies for various global human rights instruments. That the international human rights conventions form an indivisible whole and not a menu of options is significantly expressed by the introduction in Tanzania, with UNCT support, of the Universal Periodic Review process, seen as a global best practice. Significant examples of collaboration are noted between PUNs on various initiatives to address HR. These include OHCHR, RCO, UNFPA and UN Women collaborating on regional trainings; the inputs of ten agencies and IAGG to the UNCT CESC submission, a UNFPA, UNESCO, FAO and RCO cross-policy assessment of effective ways to combat FGM in Mara; UNDP, UNAIDS and UNICEF collaborating on training the M&E team for the NHRAP on human rights monitoring, child protection, child justice and key populations affected; UNDP, UNICEF, UNFPA have successfully been working together to support the CHRAGG as well as key CSOs to promote and protect human rights.

Challenges and Issues

Lack of human resources at agency level and agency work taking primacy of PWG work is a continuous challenge. This has led to an over-dependence on a core group of members. Of particular concern is how this affects regular reporting on human rights issues to the wider UNCT.

Conceptual clarity of the role and function of the Human Rights WG is limited to a few individual staff members. UN agency staff are aware that they have to mainstream HR, but when asked to present results, they find it difficult to articulate how this was done. At the moment the WG does not, in its own assessment,

⁵⁴With UN support the National Human Rights Action Plan has been produced in English, Swahili and Braille.

have the teeth or momentum to push the HR agenda further. Tanzania has 19 agencies and 6 NRA, HR meetings attendance is 6 at most.

*Recommendation:*The constraints and limitations regarding human rights mainstreaming noted above also apply to the mainstreaming of gender, and even more so environmental sustainability which is “left on its own” without a WG to support it⁵⁵), all three are thematic cross-cutting issues that are part of UN programming principles. An option to consider in the next cycle is the possibility of forming a joint cross-cutting group with a mandate covering all the cross-cutting issues. This would create a larger working group with greater capacity and authority with sub-working groups on Gender, HR and culture to encourage cross-fertilization between them and focused on hand-on support to programme development at the design stage. However, the main point is that there are limitations to the main-streaming approach, and that there needs to be strong programmatic interventions specifically designed to address considerable development challenges in the national context in gender equality, human rights and environmental sustainability

4.2 Findings and Recommendations regarding DaO overall

Finding: The UNDAP management and coordination structure with four tiers and multiple working groups and programme management committees (2x10), four working groups for various dimensions of operations support, and three WGs on issues cutting across both the programme and management dimensions of the UNDAP⁵⁶ and a Communications Group, is ambitious and highly differentiated and involves numerous managers and senior staff at all levels. Considering that the structure mirrors similar, albeit lighter, internal structures in each agency, and that it is an annex for governing the UN’s activities, representing 5% of total ODA, to an even more complex structure for GoT - donor coordination and policy dialogue, in which UN agencies also selectively participate, and that many of these mechanisms meet at quite frequent intervals, it represents a quite heavy workload for each agency and the individual key managers and staff involved. For UN agencies (PUNs), participation is based on the principle of inclusiveness of all, which obviously puts a much higher strain on agencies with fewer staff to effectively participate, and the reality is that these agencies either participate intermittently or opt out. Compared to the pioneering period of introducing DaO in the pilot countries, characterized by intense experimentation and trial-and-error, DaO in Tanzania has come of age with this differentiated structure, a complex management machine with attendant TORs, procedures, work-plans, meeting schedules and periodic reviews and reporting.

Finding: Another side-effect of the highly structured and comprehensive management structure is that it may impede, (not preclude, as witnessed among other things by the emergence of “organically grown” joint programmes in the course of the UNDAP)on the ability and/or flexibility of UN agencies to tackle new and emerging needs and opportunities which do not easily fit into the formal structure, and lacks a degree of “nimbleness” to allow relevant agencies to quickly and effectively come together to develop a programmatic or operational response.

⁵⁵There is also an informal “interest group” on culture.

⁵⁶Plus the Emergency Coordination Group (ECG).

The question is of course, whether this machine tends to become an end in itself, a time consuming process with its own demands to be satisfied, or whether it produces, as is intended, added value in terms of supporting the delivery of – better – results, which in the DaO context means maximizing on the potential of several UN agencies working together towards higher level outcomes with better results in terms of relevance, impact and sustainability. As evidenced throughout this report, the answer is, understandably, mixed.

Recommendation: The successor programme should determine the design of its governance structure to be “fit for purpose” and the recommendation on this point cannot therefore be too prescriptive. In general it is recommended to keep the best elements of the UNDAP architecture: an inclusive and comprehensive common monitoring and reporting platform, combined with a simplified management structure that concentrates around fewer and more comprehensive high priority areas of concentration, as outlined under macro-findings.

Finding: A related issue concerns GoT and DP participation in the UNDAP governance structure. As the UNDAP is aimed at supporting the MKUKUTA II/MKUZA II national development goals, and the achievement of the relevant MDGs, government ownership and strategic direction of and participation in the UNDAP is essential. That this has been achieved with GoT co-chairing through the PS of Ministry of Finance of the Joint Steering Committee and GoT participation as co-chairs of the ten Programme Management Committees is very powerful and a key asset for the UNCT to ensure national ownership and commitment. From central government departments most directly involved in UNDAP oversight and coordination it is appreciated that the UN is organized with a single overall entry point and chief interlocutor, the Resident Coordinator, and with lead agencies foreach of the PWGs, and Heads of agencies co-chairing the PMCs, although when it comes to implementation, UN agencies generally implement their own projects and continue to have direct individual inter-actions with the relevant MDAs.

However, the PMCs, as indicated by UN both UN and GoT participants, and from direct observation through participating in a round of meetings of the PMCs, have not, and certainly not uniformly, become mechanisms for strategic coordination and discussions, but tend to perform more as formal rubber-stamping exercises – of annual work-plans and periodic reviews with limited substantive discussion, as these have been prepared in the PWGs. There are also issues of continuity and level of authority in government participation in the PMCs, which of course reflects the fact that this extensive and quite time-demanding level of participation falls on government officials who may be over-stretched with multiple responsibilities, thereby defeating one of the original objectives of DaO: that of reducing transaction costs for the host government.

Recommendation: Given the multitude of meetings and coordination fora and mechanisms in Tanzania there should be scope for rationalizing the UN’s own governance structure in a way that provides an entry point for essential higher-level strategic oversight by the GoT, while making it more effective for the GoT to exercise this in a sustained, continuous way represented by the right level of authority. This could be combined with more periodic and/or ad-hoc arrangements for specific strategic issues requiring technical and sectoral specialist participation from the GoT side. The PMCs which duplicate the work of the PWGs, and in a way also corresponding structures under the GoT-DP coordination machinery should be replaced with a lighter, more integrated oversight mechanism for GoT participation.

Finding: Conversely, there are issues regarding the participation of the UN in the structures for GoT – DP policy dialogue and coordination structures of GBS and Sector Support structures. As GoT and some DPs participate in the UNDAP governance structure, the UN is also engaged in the national level structure for coordination with all Development Partners with the RC co-chairing the GoT-DP dialogue, and individual agencies co-chairing (on

a rotational basis) or otherwise participating in the general aid co-ordination sectoral/thematic groups. These functions fit well with the UN's normative role and universal and neutral mandate. As much of the UNDAP Outcomes are pitched at the policy level and aimed at supporting the development of national plans and strategies in various sectoral areas, the UN plays a role in supporting the government in providing overall guidance, direction and priority-setting as a framework for wider aid coordination, and this role is appreciated by both GoT central and sectoral ministries as well as by donors, notably the role UNDP's role in strengthening national aid coordination capacity and facilitating other DP's effective participation; Unicef, WHO in health; Unicef and Unesco in education etc. While UN agencies do not provide GBS and sector support and therefore do not easily fit into the coordination arrangements for these, and therefore often have to define a strategic "niche", particularly in large social sectors such as education, health and WASH, where the UN represents only about 5% of total ODA, this niche is defined by the potentially very important role in supporting over-arching strategies and plans, that benefit from international best-practices and norms and standards provided by the UN. Through exercising this role the UNCT can potentially leverage financially much larger partnerships between donors and GoT.

Recommendation: The UN should build on its strength as a privileged partner to the GoT in general aid coordination in supporting the development of sectoral/thematic strategic plans and policy frameworks which will guide GoT-DP coordination and offer to support effective monitoring of programme implementation in these areas, avoid duplicating these structures with its own sometimes parallel or duplicative UNDAP coordination structures requiring GoT and DP participation.

Finding: As regards common operational support (ICT, procurement, HR, common services and finance/HACT) the UNCT has made important advances which have produced real benefits in terms of harmonizing and simplifying procedures, reducing transaction costs with quantifiable savings. These achievements are globally recognized and serve as best practices for application under the Business Operations Strategy initiative of the UNDG of which Tanzania is a pilot member. However, there are clear indications – contained in the previous findings - that further advances in expanding common support systems are more difficult to achieve, and that the momentum is leveling off. As a result, the existing Operations Working Groups are rather managing existing developed instruments than pushing the envelope further, and the targets set in the BO Strategy and work-plans for the operations WGs unlikely to be met. The reasons for this lie in a combination of factors:

A deliberate decision taken from the start not to establish real common Dao operational units to replace all or part of the support functions currently handled by individual agencies. Under the UNDAP, operational support remains a matter for individual agencies and the operations working groups are charged with developing common policies, systems and procedures to be applied mainly on a voluntary and optional basis in individual agencies' own operations.

Significant differences in ITC platforms and standards, financial reporting procedures, audit requirements, procurement and HR between agencies that are maintained and imposed from the Headquarters level. While in fairness it has to be noted that at the inter-agency level through the HLCCM and UNDG and as a direct result of the impetus given by the DaO piloting, and by the QCPR, considerable work has been undertaken at UN HQ level with more underway in streamlining and harmonizing these differences, the gap between country level intentions and systemic requirements remains and functions as a ceiling limiting some of the UNDAP initiatives.

Recommendation: Within these constraints there are further benefits from common operational approaches that are already identified in the Tanzania BOS and work-plans of the Operations WGs, as well as in this report, which can realistically be achieved but which require a renewed and stronger commitment from the top management level.

Finding: The original idea of PWGs and specifically, PMCs serving as forum for regular exchange with senior managerial and/or technical government staff and donors is not optimal for some PWGs/PMCs. There are examples of PWGs (cf. Education PWG) having drawn the conclusion by phasing into the corresponding DPA mechanism. Other agencies complain about PWG leadership responsibilities not being taken seriously by designated lead agency that do not comply with PWG lead agency ToR which require PWGs to be led by senior international staff etc., which apparently is not uniformly the case.

5. Zanzibar

The UNDAP programme is designed with the vast majority of outcomes formulated as union-wide, with the underlying results chain of outputs and key activities implemented across the country. Any particular issues concerning programme activities in Zanzibar have therefore been addressed in relevant section of Programme and DaO outcomes above. This section contains a general assessment of the implementation of the UNDAP in Zanzibar and highlights findings that are specific to Zanzibar.

While the MKUKUTA and MKUZA resemble one another, they are by no means identical. Most goals, in particular those under the basic social services cluster, are formulated in almost similar fashion for both strategic planning frameworks and the differences are mainly semantic. However, specifically the structure of goals at the level of “(core) cluster strategies” and related operational targets that are related to the political governance cluster, where MKUZA highlights national unity as a priority, contain quite substantial differences in terms of themes, scope and articulation.

This reflects that the reality of the main development challenges in Zanzibar, many of which are shared with Small Island Developing States, is different from the Mainland. Hence, by adopting a management framework for the majority of programme outcomes based on nation-wide implementation, the “fit” of the UNDAP to the key challenges in Zanzibar is problematic, which is exacerbated by the weight and thrust of UNDAP activities, the relative share and volume of resources and efforts in relation to the priority needs, all of which has consequences in terms of relevance, effectiveness and impact of UN support.

5.1 Programme-related findings

Finding: In the UNDAP successor, there may well be a case for maintaining a results-based framework which is union-wide, and with key actions implemented union-wide for some or even a majority of selected outcomes. This was the rationale widely debated in the design stage of the current UNDAP in which RGoZ authorities participated, with programme outcomes supporting equally MKUKUTA II and MKUZA II national goals. To design, implement and monitor separate programmes and projects for the Mainland and Zanzibar may well add to the coordination challenge and increase transaction costs especially if supporting the same outcome addressing similar development challenges. But the benefits of a core programme designed for meeting Zanzibar-specific development challenges, with its own monitoring and evaluation framework with specific indicators and targets, and budget allocations, and managed jointly with the RGoZ would outweigh the costs as it would ensure a greater ownership and commitment with better prospects for impact and sustainability.

Finding: The evaluation found widespread preference across all sectors and from the level of central government via sectoral authorities, state institutions, civil society and private sector, as well among as implementing partners and the few resident development partner representatives for a programmatic framework distinctly focusing on Zanzibar’s main development challenges. Such a framework would not only be designed with a better “fit” to the national context, but enhance national ownership and participation, as well as ensure greater sustainability by being imbedded in national budgets and development strategies. There are nuances and differences in emphasis on this point. Central authorities are more emphasizing the importance of being able to disaggregate information specific to the programme components implemented in Zanzibar and

their integration and coordination with the Government's own sectoral plans and budgets, rather than with the issue of specific programmes designed for Zanzibar alone.

Finding: The UNDAP in Zanzibar is focused on strengthening key central and sectoral government institutions, and representatives of the private sector and civil society voiced concerns about being less involved in UNDAP activities than under previous programmes. National institutional capacity is weak, particularly outside of donor-supported programmes and at LGA and community levels and these actors need to be strengthened to complement over-stretched central government ministries and agencies.

5.2 DaO coordination and management related findings

Finding: RGoZ partners also complain that they need to be more engaged in the UNDAP processes; comparing current UNDAP arrangement with that of the prior Joint Programme arrangement. They felt that only token representation is provided to Zanzibar in some UNDAP Programme Working Group discussions, making it difficult to consider Zanzibar issues. The few donor representatives resident in Zanzibar, who tend to be technical programme managers, rather than those responsible for policy and resource allocations, participating in the Dar-based coordination structures, voice the same concerns, while admitting that donors are themselves responsible given the convenience of centralizing strategic discussions in Dar. An example is the health sector, where development partners, including UN agencies, regularly get together to coordinate issues, and where RGoZ chairs -joint annual health sector review meetings. This forum is considered useful and important, but it is hampered by the fact that not all relevant data on activities and resource allocations are available, and that overall decisions regarding priorities for the sector are taken under the central DP-GoT dialogue structure, and as regards the UNDAP, in the general centralized governance structure.

Finding: Central government authorities in Zanzibar have taken steps recently to revitalize and strengthen a national aid information management system, the Aid Management Platform under the auspices of the inter-ministerial Aid Coordination Committee. As a result, a first Zanzibar ODA report was published in 2014 with data collected from the Aid Management Platform, combined with new data collected from MDAs. As noted in the Preface to the report, this mix of data-sources is not optimal, and also outlines the challenges and weaknesses in management of data for ODA resources for Zanzibar that have to be disaggregated from union-wide data held centrally in Dar-es-Salaam. These efforts, still at a nascent stage, are no doubt reflective of certain unclarified issues regarding the institutional arrangements for managing and coordinating aid flows, including authority for negotiating agreements with DPs, between RGoZ and the union authorities, and ultimately relates to political decisions beyond the scope of this evaluation. However, the UNDAP substantially covers sectors and themes which in Zanzibar are within the direct authority of the RGoZ. The RGoZ is fully committed to and appreciates UN system support, which in Zanzibar may be of relatively greater importance both in financial terms and in visibility, in the overall development cooperation context. The Principal Secretaries meet regularly at the Zanzibar Coordination Group to review the UNDAP implementation from a whole of government perspective, a concrete example of the RGoZ's commitment. As noted, the evaluation mission received a clear message expressed by all key informants encountered for a separate Zanzibar-specific management and coordination framework overseeing a core UN programme tailored to specific development challenges in Zanzibar.

Finding: As a reflection of the overall UNDAP governance arrangements the UN Office in Zanzibar has been downgraded in status with most of the agencies present represented by liaison officers and technical, project based staff, while the overall staffing has been reduced and some agencies no longer maintaining a permanent representation. The ranking head of the office is an out-posted official of the RC Office with no delegated authority over programme implementation and supervision of staff of UN agencies or to make commitments with national authorities for/or on behalf of the UN/ or specific UN agency. Most liaison officers also do not have the authority over their programme budgets; since decisions are made in their Country Offices based in Dar-es-Salaam. UN agencies are working in common premises with common shared services, as a good example of operating as one and with significant economies accrued for the sharing of office space and support services.

5.3 Zanzibar-specific recommendations

Recommendation: Union-wide defined and implemented outcomes and underlying outputs and key actions in the successor to the UNDAP should include separate data sets of indicators and targets, as well as financial data for Zanzibar to allow the RGoZ authorities a full and clear view of programme components and resources directly concerning Zanzibar, and to support appropriate governance and coordination arrangements to be designed and implemented for Zanzibar.

Recommendation: Reintroduce as the main thrust of UN programmes in Zanzibar an integrated area-specific Joint Programme, or a strategically focused platform of two to three thematically distinct JPs, with separate distinct budget(s), focused on the main development challenges of Zanzibar. The Situation Analysis will provide more substance to this, but it is clear that the UNDAP's current poverty alleviation focus with a particular priority given to the health sector needs to be combined with an increased focus on productive sectors as drivers of growth and employment. Under present conditions, the Zanzibar economy with very high population growth rates, combined with faltering growth and investments, aside from the tourism sector, is unable to provide productive jobs for school leavers and deepens aid dependency, rather than providing sustainable pathways out.

Recommendation: As national institutional capacity is weak, particularly in areas which are not receiving substantial development support, and at LGA and community levels, the UN should adopt a multi-partner approach and identify ways to complement the focus on working with central government with more involvement of NGOs and CBOs as both target recipients of support and as implementing partners. In particular, cooperation with the private sector, and strengthening the nascent potential for public-private partnerships, should be enhanced, e.g. ensuring better market access for domestic farmers, fishermen and producers to benefit from the growth in the tourism sector, investing in the value chain, improving standards and ensuring reliable supply.

Recommendation: The Zanzibar programme should have its own, separate governance structure with attendant technical working groups involving the relevant national authorities, DPs and UN agencies. The design of these arrangements will depend on the final structure and content of the UNDAP successor, and should take account of cost-benefit considerations in order not to create unnecessary duplication with the overall management and coordination architecture. If the main thrust of the UN Programme in Zanzibar takes the form of one or several Joint Programmes, the management and coordination structure would take the form of Programme Steering

Committee(s) with direct oversight and authority over budgets and implementation. This could be combined with a monitoring function for wider components of the overall successor programme for activities implemented in Zanzibar based on disaggregated data as outlined above.

Recommendation: It follows from the above recommendations that the configuration of UN agency representation, capacity, staffing profiles and level of authority of staff of the Zanzibar sub-office will need to be re-examined to be in line with requirements in terms of programme management, interface with RGoZ and DPs. It is recommended that the UNCT does not approach this challenge based on agency-by-agency decisions, but as an opportunity of opening a new “DaO” type of pilot configuration that would be “Fit for Purpose”, for example with staffing profiles defined based on substantive and management needs to fit the specific requirements of the future programme, and co-financed, rather than based on individual agency staffing/representation. Such an approach would provide an opportunity for the UNCT and Tanzania to once again be in the forefront of new and innovative approaches to UN delivery of programme results together.

6. Final Recommendations

The following macro-level recommendations are directly aimed at the forthcoming process of developing the successor UN programme to the UNDAP and expands on key findings and recommendations included under the Programme and DaO Outcome sections of this report.

6.1 Strategic positioning of the UN

*Recommendation:*The UN in Tanzania should build on its strengths to further position itself as a trusted and key partner to the GoT in overall policy and aid coordination for effective results and evidence-based development cooperation between Development Partners and GoT. It should exercise this role in a way that enhances mutual accountability for results and ensures coherence and complementarity of development activities of Development Partners within well-defined national policy frameworks and strategies.

*Recommendation:*The most effective way for the UN to leverage its programmatic interventions remains at the policy level. The UN should further expand on its work in supporting the development of national and sectoral/thematic policy frameworks and strategic implementation plans to support GoT leadership and strategic direction; and intensify its engagement in the GoT–DP dialogue structures at the highest level through the Resident Coordinator and UN agency Heads where appropriate at sectoral and thematic levels. Conversely, while GoT ownership and strategic direction of the UN’s own programmes is essential and a key asset, the future UN governance structure should lighten the burden on GoT officials of participation in multiple processes by providing a single effective entry-point for programme oversight and strategic direction.

Recommendation: There is increasing and shared concerns among GoT, Development Partners and within the UNCT to strengthen effective implementation and to accompany strategies and policies with well-coordinated and effective support for implementation at all levels, based on adequate and sustainable resource allocations. The UN’s role in policy-level support is not in itself a neglect of the importance of down-stream implementation, but can be a critical element for more effective implementation plans. At the same time, the considerable support under the UNDAP for introduction of evidence based planning across many sectoral areas with related institutional capacity-building represent a more direct contribution to down-stream implementation, which should be further strengthened and expanded as it responds to the concerns of donors as well as GoT stakeholders for effective monitoring of implementation against plan and provides practical tools and frameworks for effective coordination and division of roles and responsibilities in large sectoral programmes.

*Recommendation:*As the national political, social and economic context is undergoing dynamic change, which is also affecting the arrangements of development cooperation with new actors and modalities, the UN should support reforms and transformation of the aid coordination arrangements into a new development cooperation framework that builds trust and mutual accountability between GoT and DPs. The UN should play a particular role in strengthening implementation down-stream of overall agreed strategies and plans by developing and supporting effective monitoring and reporting systems.

6.2 Thrust and substantive orientation of successor programme

Recommendation: The new UN programme should abandon the all-inclusive principle of the UNDAP with 58 Outcomes across 10 sectoral working groups. It should have at its core a limited number, 5-6, but larger and more ambitious programmes where maximum efforts and resources will be concentrated. These core programmes should be defined by their potential to achieve maximum benefits through synergies and complementarities of the substantive and managerial capacities of relevant UN agencies and with outcomes pitched at a higher level, based on UN comparative advantages and linked to key national development challenges and strategic frameworks such as the BRN initiative and successor strategic development frameworks.

Recommendation: As UN “flagships” these core programmes should be used as vehicles for new resource mobilization efforts as they will clearly articulate the priority of common “DaO” efforts linked to national development priorities. The flagships should be priorities for individual agency mobilization of non-core resources and the primary target for a revitalized One Fund mechanism. The “flagship” programmes should also be the focus of corresponding and reinforcing advocacy and public awareness-raising activities and used to counter the wide-spread perception of the UNDAP that it is impossible to see where the UN’s priorities lie.

Recommendation: The substantive thrust and composition of the core programmes will be based on the Situation Analysis and the further joint prioritization process. However, some general observations are recommended for consideration:

- Ensure continuity and sustainability of results achieved under the most effective programmes under the UNDAP
- The scope and design of the core programmes should be multi-disciplinary and broad to provide opportunities for involvement of smaller and non-represented agencies with complementary interventions
- In addition to Zanzibar, where a specific integrated UN programme is recommended, consider the option of area-based integrated programmes in selected regions representing particular socio-economic needs and challenges.
- A programme focused on policy and planning support for aid- coordination, evidence-based planning and monitoring and evaluation systems, data-bases and MIS.

6.3 Management and governance

Recommendation: The core programmes should be at the centre of the new structure as “fit for purpose” and their management should function as a real steering committee for joint planning and coordination, implementation support, M&E, and resource allocation and mobilization. The Steering Committee could have two tiers with government and interested DPs participating at the highest level of oversight and strategic decision-making meeting periodically, combined with a continuous management function. This will replace the 10+10 PWGs/PMCs, and potentially the third tier of the POMT, with the flagships directly under CMT supervision.

*Recommendation:*The exact structure of the core area or flagship management can take the form of a Joint Programme, with resources co-mingled in a single budget handled by the management agent/lead agency; or it could pilot, which was not achieved in the UNDAP PWG structure, “joint programming” with “joint implementation” of well-coordinated individual agency-managed and controlled projects and budgets with a common work-plan that is not just the sum of un-linked agency work plans. Consider setting up “fit-for-purpose” physical office space for JP teams, as common work space as a real DaO innovation.

*Recommendation:*Jointly Plan geographical deployment of UN activities with concentration of main programmatic thrust in key locations and with real cross-sectoral operational linkages between individual agency programmes. Consider setting up One UN Houses in one or two additional geographic areas, and revitalize the existing ones in Zanzibar, Kigoma/Kasulu as effective DaO implementation and operations hubs. Recommendation particularly relevant if area based integrated flagship programmes are focused on these regions.

*Recommendation:*For UN agency activities that do not fit within the core programmes, maintain the principle of inclusiveness by maintaining the essential features of the RMS and attendant governance/management structure, essentially focused on monitoring and reporting on all UN activities implemented in Tanzania as a real and unique innovation under the UNDAP.

Recommendation: Combine the formalized, but much simplified, governance structure with a culture of “nimbleness” through recourse to more ad-hoc time-bound task-based inter-agency teams in step with emerging challenges and opportunities and reporting directly to the CMT or OMT.

6.4 Financing and resource mobilization

Recommendation: Build new resource mobilization strategy with the flagships as the main driver and build case for new version of One UN Funding window around these. The donors’ preference for earmarking funds in line with their sectoral/thematic priorities and the widespread concern among development partners for clear priority-setting and results should be addressed by (1) presenting a limited set of sectorally/thematically based core-programmes as a clear and visible articulation of UN priorities, (2) with the UN’s own financial, technical and human resources concentrated in a concerted effort to produce significant higher level results, and (3) convincingly demonstrating the value-added of Delivering as One through clear division of responsibilities, complementarities and synergies among the participating UN agencies.

*Recommendation:*As the One UN Fund has had a catalytical effect in bringing UN agencies together, and of particular importance for “smaller” agencies and NRAs without country-level programmable resources this element in the funding architecture is of critical importance. But in the context of implementing large joint programme “flagships” allocation criteria and decisions need to be sharpened to ensure funding goes to critical priority gaps defined by Steering Committees and Management Teams.

Recommendation: Consider “achieving more with less” by positioning UN interventions where they can leverage much larger resources that are essential complements to the UN’s own programmes. In practical terms, this may imply a reduced financial envelope of resources directly implemented by UN agencies under

the successor programme, as the UNCT will be focusing more on whether it's more policy-focused and soft capacity-building interventions are linked effectively to larger national programmes supported by substantial Development Partner investments, ref. recommendations about strategic positioning of the UN.

7. Annexes

Annex A - List of Documents consulted (Selection)

N.B.: An extensive range of external as well as UN-internal documents (UNCT documents such as terms of reference for UNDP the governance structure incl. Programme Working Groups, annual reports, reports of strategic retreats, plans, strategies, guidelines, reviews and studies etc.) that are not included in the list presented hereunder, have also served as a primary source of information for the evaluation.

List of Select Documents Consulted

1. United Republic of Tanzania (2000) Tanzania Development Vision 2025, Planning Commission, Dar-Es-Salaam
2. United Republic of Tanzania (2007) Joint Assistance Strategy for Tanzania: Action Plan and Monitoring Framework, Dar-Es-Salaam, June
3. United Republic of Tanzania (2010) National Strategy for Growth and Reduction of Poverty(NSGRP/MKUKUTA) 11, Ministry of Finance and Economic Affairs, Poverty Reduction Department
4. United Republic of Tanzania (2011) The Tanzania Five Year Development Plan, 2011/2012- 2015/2016: Unleashing Tanzania's Latent Growth Potentials, Dar-Es-Salaam, Government Printer, June
5. United Republic of Tanzania (2013) Key Findings of 2011/2012 Household Budget Survey –Mainland Tanzania, National Bureau of Statistics, Dar-Es-Salaam, November
6. United Republic of Tanzania (2013) Population and Housing Census, Population Distribution by Age and Sex, Vol.11, NBS, Dar-Es-Salaam & Office of the Chief Government Statistician, Zanzibar
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20. Revolutionary Government of Zanzibar (2011) "Disaster Management Policy", 2nd Vice President's Office, Zanzibar, August
21. Revolutionary Government of Zanzibar (2013) Ministry of Health, Performance Report, 2012/13, Zanzibar, November

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23. Revolutionary Government of Zanzibar (2014) ODA Report 2013/14, Ministry of Finance, Department of External Finance, December
24. Revolutionary Government of Zanzibar (2014) Education Statistical Abstract, 2010-2013, Zanzibar, May
25. Zanzibar Aids Commission (2015) "Assessment of UNDAF 1", Zanzibar, February
26. Revolutionary Government of Zanzibar (2014) "A Brief on Zanzibar, Tanzania", Zanzibar, October.
27. United Republic of Tanzania and DPG Tanzania (2011) "Joint Government and Development Partners Roadmap to Improve Development Cooperation in Tanzania", Ministry of Finance, Dar-Es-Salaam
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32. United Nations (2011) "Terminal Evaluation of JP3: Support to Tanzania National Response Against HIV&AIDS -Final Report", Ahmed, Fatimah Bisola, Kapinga, Adolph Mkgigama and Management Response
33. United Nations (2012) "End of Programme Evaluation of Joint Programme 6.2 : Strengthening National Disaster Preparedness and Response Capacity", Martin Fisher, Ngila Mwase, July
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37. UN Women (2012) "Final Report on the Assessment of Women Traders Engaged in Cross-border Trade and Support for Formation of Networks in Tanzania", Ministry of Trade and Industry, Dar-Es-Salaam, November
38. UN Volunteers, "Project Progress Report 2013 –Project: UNV Support to the Strengthening of the Tanzania Chambers of Commerce, Industry and Agriculture for Innovative Business Support Services" Dar-Es-Salaam
39. UNDP (2014) Human Development Report 2014: Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience, New York
40. ILO (2014) ILO's UNDAP Contributions at a Glance 2013/14, Dar-Es-Salaam, ILO Country Office

Annex B: List of Persons Interviewed⁵⁷

Central Government: Mainland Tanzania

Mr. Elikana Balandya	Senior Economist, Ministry of Finance
Ms. Anna Mwashwa	Director, Poverty Eradication Department, Ministry of Finance
Mr. Cheyo	Economist, Poverty Eradication Department, Ministry of Finance
Mr. Kharist Luanda	Director, Local Government, Prime Minister's Office for Regional and Local Authorities (Dodoma)
Mr. Suleiman E. Mziray	Border Management & Control Division/Immigration Department, Ministry of Home Affairs
Mr. Nassor Shemzigwa	Economist, Health Service Working Group, PMO-RLAG (Dodoma)
Mr. Obadiah Nyagirow	Assistant Director, Planning and Budget, Ministry of Industry and Trade
Mr. S. Ngoda	Project Coordinator, Capacity Development-Mainstreaming Trade, Ministry of Industry and Trade
Mr. P. E. Donelan	Coordinator, Trade & Productive Capacity, Ministry of Industry and Trade
Ms. Zaituni Baghdellah Staff	Focal Point Gender & Women Entrepreneurs, Ministry of Industry and Trade Trade, planning, industry, economy, statistics departments, Ministry of Industry and Trade
Mr. Fanuel O. S. Kalugendo	Disaster Risk Management Expert, Prime Minister's Office
Dr. Fatma Mrisho	Executive Chairperson, Tanzania Commission for AIDS
Dr. Aroldia Mulokozi	Policy, Planning and Research Department, Tanzania Commission for AIDS
Mr. Sylvester Peter	Special Programs Unit, Tanzania Commission for AIDS
Ms. Audrey Njelekela	National Response Officer, Tanzania Commission for AIDS
Dr. Angela Ramadhani	Programme Manager, National AIDS Control Programme
Mr. Filbert Kawemama	Assistant Commissioner Family and Children, Ministry of Health and Social Welfare
Mr. Meshack Ndaskoi	Director Gender, Director of Gender Development, Ministry of Community Development, Gender and Children
Ms. Theresia Kiuwite	National School WASH Coordinator, Ministry of Education and Vocational Training
Ms. Mary Maasay	Executive Secretary, Commission for Human Rights & Good Governance
Mr. Laurent J. Burilo	Project Coordinator, Commission for Human Rights & Good Governance, Commission for Human Rights & Good Governance
Mr. Julius B. Mallaba	Director of Elections, National Electoral Commission
Dr. Geoffrey Kirenga	CEO, SAGCOT Centre Ltd

Central Government: Zanzibar

Mr. Khamis Musa Omar	Principal Secretary, Ministry of Finance
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⁵⁷The list is limited to officials in senior positions of GoT/RgoZ, Ministries, Departments and Agencies (MDAs), Local Government Authorities (LGAs), UN system agencies and Development Partners. The list could not include all staff, community members and implementing partners interviewed as it would have run to several more pages. The evaluation team apologizes for any omissions, perhaps inevitable given the extensive meeting programme in Dar-es-Salaam and missions to Zanzibar and six regions.

Ms. Amina Shaaban	Executive Secretary, Planning Commission
Mr. Seif Mwinyi	Planning Commissioner
Mr. Ahmed Makame	Planning Commissioner
Ms. Bi Hamima Mohamed	Acting Executive Director, Zanzibar AIDS Commission
Ms. Nuru Ramsa Mbarouk	Programme Coordinator, Zanzibar AIDS Commission
Mr. Ali Saleh Mwinyikai	Principal Secretary, Ministry of Information, Culture, Tourism and Sports
Mr. Issa Mlingoti	Deputy Principal Secretary, Ministry of Information, Culture, Tourism and Sports
Ms. Ashura Mrisho	Director for Commission of Tourism, Ministry of Information, Culture, Tourism and Sports
Mr. George Kazi	Registrar, Zanzibar High Court
Ms. Saada Chabaane	Planning Chief, Zanzibar High Court
Mr. Jiddawi	Permanent Secretary, Ministry of Health
Dr. Ali Omar Ali	Ministry of Health
Ms. Aisha Mohammed	Ministry of Health
Ms. Amina Abdulkadir Ali	Ministry of Health
Ms. Halima Maulid Salum	Deputy Principal Secretary, Ministry of Health
Dr. Mohamed Dahoma	Director of Preventive Services, Ministry of Health
Mr. Abdul-latif Haji	Director of Policy and Planning, Ministry of Health
Ms. Khadija Shaaban	UNDAP Coordinator, Ministry of Health
Ms. Kahdija Kassim	Human Resources, Ministry of Health
Dr. Khalfan Mohammed	Neglected Tropical Diseases Programme Manager, Ministry of Health
Mr. Omar Mwalim	Non-Communicable Diseases Programme Manager, Ministry of Health
Said Mohammed Ali	Director, Public Health Laboratory
Mr. Abbas	Chief Administrator, Public Health Laboratory
Mr. Said	Head of Laboratory Services a.i., Public Health Laboratory
Mr. Affan Othman Maalim	Principal Secretary, Ministry of Agriculture and Natural Resources
Mr. Juma Ali Juma	Deputy Permanent Secretary, Ministry of Agriculture and Natural Resources
Ms. Mansura Kassim	Director for Food Security and Nutrition, Ministry of Agriculture and Natural Resources
Dr. Kassim, Gharib Juma	Principal Secretary, Ministry of Livestock and Fisheries
Ms. Batuli Yahya	National Project Coordinator, Ministry of Livestock and Fisheries
Staff of all departments	Ministry of Livestock and Fisheries
Dr. Khalid S. Mohamed	Principal Secretary, Second Vice President's Office
Mr. Ali Juma	Disaster Management Department, Second Vice President's Office
Ms. Asha A. Abdulla	Principal Secretary, Ministry of Empowerment, Social Welfare, Youth, Women and Children
Ms. Halima Omar	Gender Officer, Ministry of Empowerment, Social Welfare, Youth, Women and Children
Ms. Wahida	Senior Officer, Resource Mobilization, Coordination and Research, Ministry of Empowerment, Social Welfare, Youth, Women and Children
Ms. Fauzia Mwita	Director, First Vice President's Office
Ms. Cheha Yaya	Director Environment, First Vice President's Office
Mr. Nasser Marashi	Head of Planning, Policy and Research, First Vice President's Office
Mr. Sihab Avoi	Climate Change/Dept of Environment, First Vice President's Office

Mr. Suud Mohammed Youmah	National Advisor (UNDP), Climate Change/Governance, First Vice President's Office
Ms. Sihaba Haji Vuai	Planning Officer, First Vice President's Office
Mr. Ali Juma Hamad	Director, Disaster Management Department, Second Vice President's Office
Ms. Sheha Mjaja Juma	Director for Environment, President's Office Labour, Employment and Public Services
Ms. Fatma Bilal	Permanent Secretary, President's Office Labour, Employment and Public Services
Ms. Khadija Bakari Juma	Permanent Secretary, Ministry of Education and Vocational Training
Mr. Abdulla M. Abdulla	Deputy Permanent Secretary, MEVT
Mrs. Mpaji Maalim	Director Inclusive Education, MEVT
Dr. Massoud Salim	EFA coordinator, MEVT
Ms. Madina Mwinyi	Director of Policy, Planning and Research, MEVT
Mr. Yahya Khamis Hamad	Clerk, Zanzibar House of Representatives
Mr. Musa Kombo	Project Coordinator, Zanzibar House of Representatives
Mr. Salum Kassim Ali	Director of Elections, Zanzibar Elections Commission
Mr. Idrisa Jecha	Project Coordinator, Zanzibar Elections Commission
Mohammed Ilyasa Mohammed	Water Development Director, Zanzibar Water Authority
Ali T. Mohamed	Financial & Administration Director, Zanzibar Water Authority

Civil Society and Non-State Actors: Mainland Tanzania

Dr. Helen Kijo-Bisimba	Executive Director, Legal and Human Rights Center
Dr. H. Bohela Lunogelo	Executive Director, Economic and Social Research Foundation
Dr. Oswald Mashindano	Senior Research Associate, Economic and Social Research Foundation
Ms. Margareth Nzuki	Head of Knowledge Management, Economic and Social Research Foundation
Mr. Elijah Okeyo	Country Director, International Rescue Committee
Mr. Brian D. Mshana	Program Officer, Women Fund Tanzania
Mr. Daniel Mchemba	Executive Director, Tanzania Chamber of Commerce, Industry and Agriculture
Mr. Philip Mwesigwa	UNV Project Coordinator, Tanzania Chamber of Commerce, Industry and Agriculture
Mr. Kibari Tawakal	Manager Disaster Response, Tanzania Red Cross Society
Mr. Justin Lugdi	Health Manager, Tanzania Red Cross Society

Civil Society and Non-state Actors: Zanzibar

Mr. Ali Tamim	Officer in Charge, ZAWA
Mr. Rashid Mohamed	UNICEF Focal Point, ZAWA
Ms. Rukia Masheko	Project Manager, ZAWA
Meeting with NGOs	ANGOZA, ZAPHA +, ZAYEDES, TAMWA, Save the Children, FAWE, Zanzibar Youth Forum, Zanzibar Law Society, Red Cross, CHAI
Mr. Mussa Ali	Director, ZACECA
Mr. Jabir Amour	Project Coordinator, ZACECA
Private Sector	Zanzibar Chamber of Commerce Azam, Eximbank, Barclays, Serena, Coastal, ZATI, Seaweed traders

Mr. Yahya al-Sawafy Resident Representative, The Ivo Carneri Foundation
Mr. Charly Head of Laboratory Services, The Ivo Carneri Foundation

Development Partners: Mainland Tanzania

Mr. Eric Beaume Head of EU Cooperation
Serena Bertaina Chargé Governance and Economic Affairs, EU Cooperation
Ms. Maria van Berlekov Head of Cooperation Office (SIDA) and Co-chair of DPG
Ms. Annette Widholm Bolme Program Advisor, SIDA
Mr. Niklas Bjerre Counsellor Development, Danish Embassy
Ms. Sharon Cromer Mission Director USAID (accompanied by Deputy Director and sector leads on health, education, governance, economy)

Friends of the UN:

Ms. Aran Corrigan Senior Governance Advisor
Ms. Elisabeth Schwabe-Hansen Counsellor Political Affairs, Royal Norwegian Embassy
Ms. Victoria Mushi Senior Development Officer, CIDA

Development Partners: Zanzibar

H.E. Ally Abdullah Consul General of Oman
Mr. Claes Broms Senior Health Adviser, DANIDA Health Sector Programme Support, Ministry of Health

Ms. Mary Hadley Consultant for the Ministry of Health, DANIDA
H.E. Xie Yunliang Consul General of China

Dodoma Region: Mainland

Hon. (Ms) Chiku Gallawa Regional Commissioner, PMO/RALG
Ms. Rehema Madenge Regional Administrative Secretary
Dr. Zainab Chaula Acting Regional Medical Officer
Ms. Mwanaisha Hassan Health Secretary, Regional Medical Officers Office

Civil Society and Non-State Actors

Mr Fred B Azaria Regional Executive Officer, Tanzania Chamber of Commerce, Industry and Agriculture
Prof. Idris Kikula Vice Chancellor, Dodoma University

United Nations Staff

Ms. Neema Sitta Head of Sub-Office, World Food Programme-Sub Office
Mr. Steyne Rodgers Senior Programme Assistant, World Food programme Sub-Office

Dodoma Municipal Council

Mr. Augustino M Kalinga Municipal Director, Dodoma Municipal Council

Chamwino District Council

Ms. Fatma Salum Ali District Commissioner

Ms. Saada Mwaruka Chamwino District Team	District Executive Director District Medical Officer; District Education Officer; Nutrition Coordinator; District Agriculture Officer; Agriculture Extension Officer
Mlowa Health Centre Suli Village Mkapa Primary School	Facility-in-charge; Reproductive and Child Health Nurse Village Food for Assets Committee members Head teacher; School Committee members

Bahi District Council

Ms. Rachel Chuwa Health Management Team Bahi Health Centre	District Executive Director Medical Officer in Charge, District Nursing Officer; Health Secretary Facility in Charge; Nutrition Coordinator
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Kongwa District Council

Mr. Fabian Massawe	Acting District Executive Director
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Iringa Region: Mainland

Hon. Amina Musenza	Regional Commissioner, PMO/RALG
Ms. Wamoja Ayub	Regional Administrative Secretary
Mr. Nuhu Mwasumilwe	Assistant RAS, Planning and Coordination
Mr. Adam Swai	Assistant RAS, Economy and Productive Sectors
Dr. Mathias Matandala	DLFO & Focal Point, Slaughter Slab project
Regional Health Management Team, Regional Medical Officer;	Regional Reproductive and Child Health Coordinator;
	Regional Malaria and IMCI Focal Person;
	Regional Focal Person HIV/AIDS;
	Regional Coordinator TACAIDS

Civil Society and Non-State Actors

Mr. Eduardo Occa	Programme Manager, CUAMM Trustee
Ms. Eva Masamu	Site Manager, Mkwawa Museum
Mr. James Sizya	Regional Executive Officer, Tanzania Chamber of Commerce, Industry and Agriculture

United Nations Staff

Ms. Ruth Nkurlu	Health and Nutrition Specialist, UNICEF
Ms. Sipora Kisanga	Education Specialist, UNICEF
Mr. Godwell Ole Meing'ataki	Project Coordinator, SPARNEST, UNDP

Mufindi District Council

Mr. Jeswald Hubisimbali	Acting District Executive Officer
Mufindi District Council Team	Planning Officer; Economist; District Education Officer; Coordinator INSET Training; Coordinator IPPE; SWASH Coordinator; Water Engineer; Health Officer

Kibwengu Primary School Head Teacher; Ward Education Officer; Village Executive Officer; School Committee members

Iringa Rural District Council

Iringa Rural CHMT District Medical Officer; Acting District Reproductive and Child Health Coordinator (DRCHCo); Assistant DRCHCo; District Health Officer; Acting District AIDS Coordinator; District Nursing Officer;

Kiponzelo Health Centre Facility in Charge; Reproductive and Child Health Nurse; Mother-to-Mother Support Group members; Village Chairperson; Village Executive Officer; Community Health Workers

Mwanza Region: Mainland

Hon. Magesa S. Mulongo Regional Commissioner, PMO/RALG
Faisal H.H. Issa (Ph.D.) Regional Administrative Secretary
Regional Secretariat staff Trade, agriculture, planning, education, health
Mr. Albert Sena Tutor, Vocational Training Authority
Dr. Albert Mmari Head, DIT Mwanza Campus, Dar es Salaam Institute of Technology

Magu District Council

Mr. Yesse Kanyuma District Education Officer (Primary)
Peter Magessa Planning Department
Gideon Mshumbusi Health Department
Reuben R. Nkubu Ward Education Officer
Phabian S. Kabambara Economist
Wambura L. Kizito Social Welfare Department

Arusha Region: Mainland

Mr. Jowika Kasunga Acting Regional Commissioner, PMO/RALG
Mr. Mapunda Regional Administrative Secretary
Mr. Allan Kijazi Director General TANAPA
Mr. Ahmed Mbugi Outreach Manager, TANAPA
Tarangire Park Team Acting Chief Park Warden; Park Wardens - outreach, tourism, protection; park engineer; park accountant

Civil Society and Non-State Actors

Ms. Sia Charles Executive Officer, Tanzania Chamber of Commerce, Industry and Agriculture

Meru District Council

Health Management Team Medical Officer-in-Charge Meru District Hospital; District Malaria and IMCI Focal Person; Health Secretary; District Reproductive and Child Health Coordinator; Immunisation Focal Point

Longido District Council

Ms. Pamela Materu Home Economics Officer, Education Department

Longido Primary School Assistant Head Teacher; School Committee members; Ward Education Officer
Kimokova Primary School Head teacher; Teacher/Storekeeper; Head School Committee; Village
Chairperson

Kilimanjaro Region: Mainland

Mr. Gama Regional Commissioner, PMO/RALG

United Nations Staff

Mr. John Lyamuya UNDP project
Eng. Friedrod Mpanda UNDP project

Hai District Council

District Education Team District Education Officer; Integrated Post Primary Education Coordinator;
Education Management Information System team

Kigoma Region: Mainland

Eng. Dr. John S. Ndunguru Regional Administrative Secretary, PMO/RALG
Mr. Alexander Mpuya Technical Officer, Small Industries Development Organisation
Representative Kigoma Chamber of Commerce
Ms. Dorothy Takwe Chairperson Kigoma Cross Border Platform
Cross-border Women Traders Kigoma Region

United Nations Staff

Pius Nyarugenda National Operations Officer, IOM
Ms. Amah Assiama-Hiigartner Head of UNHCR Field Office Kasulu
Ms. Zenobia Mushi Associate Protection Officer and OIC for Field Unit, Kigoma
Mr. Saidi Johari Head of the WFP Sub-Office in Kasulu

Urban West Region: UNGUJA/Zanzibar

Bububu Primary Schools
Teacher Training Center
JKU Saateni Camp Climate Change Adaptation Project

North Region: UNGUJA/Zanzibar

Mahonda Police Gender and Children's Desk
VAC Committee and Shehia GBV Committee
Mokokotoni Civil Registration System
Kivunge Health Centre
Chaani Water Catchment Project
Prof. Amina, Assistant
Amina A. Ali/Chief Academic Officer, and Team; College of Health Sciences Zanzibar
ZAYEDSA Youth Center

Mombasa Sober House
DMD Base station Emergency communications system project

North Region: Pemba/Zanzibar

Bwagamoyo Primary School
Madrasa Nur Rahma Walhikma Schistosomiasis Awareness Center and School
Kinyasini Biogas Project
Shehia GBV Committee
Micheweni Community Radio
Seaweed farming site at KiuyuMbuyuni, Micheweni District

United Nations Staff and Structures

United Nations resident Coordinators Office

Mr. Alvaro Rodriguez	UN Resident Coordinator
Mr. George Otoo	Team Leader/Operations Advisor
Ms. Helga Gibbons	M&E Specialist
Ms. Aine Mushi	Non-Resident Agencies Coordinator
Ms. Hoyce Temu	Communications Specialist

United Nations Children's Fund

Mr. Paul Edwards	Chairperson POMPT/UNICEF Deputy Country Representative
Country Team	UNICEF

International Labour Organisation

Mr. Alexio Musindo	ILO Area Office Director
Ms. Annamarie K. Kiaga	ILO UNDP Coordinator
Programme Team	ILO Office Dar es Salaam

United Nations Development Programme

Mr. Philippe Poinot	Country Director
Mr. Titus Osundina	Deputy Director - Operations
Mr. Amon Manyama	Acting Head of Programmes

United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)

Ms. Maria Karadenizli	Deputy Representative
Freya Larsen	Coordination Specialist

United Nations Population Fund

Dr. Natalia Kanem	Country Representative
Country Team	UNFPA

Ms. Christine Mwanukuzi Assistant Representative
Ms. Felister Mayala Bwana Programme Specialist, Health Systems

International Organisation for Migration

Mr. Damian Thuriaux Chief of Mission
Tamara Keating Programme Coordinator

United Nations Organisation for Education, Science and Culture

Ms. Zulmira D. Rodrigues Country Director, UNESCO
Programme Team Unesco Office Dar es Salaam

United Nations Conference on Trade and Development

Mr. Jean-Philippe Rodde UNCTAD,(by video-conference)

International Trade Centre

Mr. Silencer Mapurage ITC (by videoconference)

UN Zanzibar Office

Ms. Anna Liboro Senga Head of the UN Sub-Office/Liaison Officer (RCO)
Ms. Francesca Morandini Field Officer, UNICEF
Mr. Jonathan Wolsey UNDP/Ministry of Finance
Mr. Soren Vester Haldrup Policy Analyst at Central Planning Commission
Mr. Ali H. Hamad United Nations Population Fund
Dr. Asa Amin Nofly HIV-Aids Liaison Officer, United Nations Populations
Ms. Amina Kheri United Nations Population Fund
Mr. Ali J. Shaile United Nations Development Fund
Dr. Girma Ande-Michael Liaison Officer, World Health Organisation

UNDAP Governance Structures

UN Country Management Team
Programme and Operations Management Team
Operations Management Team
Health and Nutrition Programme Management Committee
WASH Programme Management Committee
Emergencies Programme Management Committee
Emergencies Coordination Group
Economic Growth Programme Management Committee
Governance Programme Working Group
Social Protection Working Group
HIV/AIDS Programme Working Group
Programme Working Group Working Group Lead Agencies
Programme Monitoring and Evaluation Working Group

Interagency Gender Group
UN Human Rights Working Group
UN Communications Group
Tanzania One Procurement Team
Information Communication Technology Working Group
Harmonised Approach to Cash Transfer Working Group

Annex C -Bio Data (Evaluation team members)

- *Jan Sand Sorensen*, Team Leader, has worked in academia and the Danish Foreign Service before a 30 year career in the UN system which includes various positions in the ILO and serving as UN Resident Coordinator / UNDP Resident Representative in three countries (Latvia, Guyana and Romania). As an independent consultant he has worked for UNFPA, UNDP, UN DESA and NGOs, mainly in the area of early recovery. Evaluation experience includes i.a. serving as member on the Independent Evaluation of Delivering as One for the UN General Assembly and evaluation of the Area Coordination scheme in DRC.
- *Craig Naumann*, international expert, is an applied social scientist, strategic planner and education sector expert. Since 2001, he has been working in the field of programme design/management, RBM and coordination for UNDP, UN DOCO, Unicef, UN Women, WFP, USAID and the EU, mostly in Africa and Asia. His evaluation experience includes the UN Peace building Fund Comoros and the UNDP DRC Country Programme Action Plan. He was involved in the SOPs process (Guidance, HQ Plan of Action) and has extensive hands-on DaO experience.
- *Ikupa Akim*, national expert, is an epidemiologist with international training who has worked as public health specialist on a number of assignments for USAID, WFP and several NGOs. Her track record includes project/programme assessments and evaluations in the fields of HIV-Aids, health and nutrition and school feeding, in Tanzania and West African countries.
- *Ngila Mwase*, national expert, studied at the universities of Dar, Leicester and Newcastle where he earned a PhD in transport economics. He has served in various capacities in the UN, the World Bank, regional organizations, academia, mass media and government. He has designed and evaluated UN programmes including UNDAFs and CPDs and was a National Consultant for the evaluation of the JP on Disasters and the DaO in 2011 and 2012 respectively.