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EVALUATION OF UNDP CONTRIBUTION

UNITED REPUBLIC OF TANZANIA

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Independent Evaluation Office, August 2015
United Nations Development Programme

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ASSESSMENT OF DEVELOPMENT RESULTS: UNITED REPUBLIC OF TANZANIA

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This was the first ADR conducted in Tanzania. The evaluation would not have been possible without the commitment and dedication of a number of stakeholders, including the Government of Tanzania, national project implementing partners, civil society organizations and development partners. We express our sincere appreciation to Hon. Ms. Saada Mkuya Salum, Minister of Finance, who co-chaired the ADR stakeholder workshop held on 16 March 2015 in Dar es Salaam.

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FOREWORD

It is my pleasure to present the first Assessment of Development Results (ADR) in the United Republic of Tanzania. The Independent Evaluation Office (IEO) conducted the ADR in 2014 in collaboration with the Government of Tanzania, UNDP Tanzania country office and the UNDP Regional Bureau for Africa. The final stakeholder workshop, held in Dar es Salaam on 16 March 2015, provided an important platform for engaging in dialogue with various national stakeholder groups on evaluation results and receiving their feedback on the final report.

Tanzania's long-term development goals are outlined in the Tanzania Development Vision 2025, which aims at transforming the country into middle-income-country status by 2025, and Zanzibar 2020, which promises to modernize Zanzibar's economy and eradicate poverty by 2020. The respective medium-term strategies, known as 'MKUKUTA', the National Strategy for Growth and Reduction of Poverty, and 'MKUZA', the Zanzibar Strategy for Growth and Reduction of Poverty, are now in their second phase. Tanzania's development plans are also described in other instruments, such as the Five-Year Development Plan and the Big Results Now initiative.

One of the critical issues facing the country is the limited national capacity in translating those development goals into results. UNDP put particular emphasis on supporting the country's institutional and human capacity in various sectors in the past two programme cycles. Tanzania is also a pilot country for the Delivering as One initiative. UNDP has worked closely with other United Nations agencies under the United Nations Development Assistance Framework (UNDAF) 2007–2010 and the United Nations Development Assistance Plan (UNDAP) 2011–2015/2016.

The evaluation found that UNDP offered programmes that were strongly anchored in the country's development priorities as articulated in the long- and medium-term frameworks, as well as in its emerging needs. UNDP played a critical role in navigating sometimes sensitive policy discussions placing human development perspectives in development. It also contributed institutional capacity development by formulating relevant national policies and strategies, establishing necessary institutional infrastructure, building skills and knowledge of partners, and strengthening national coordination in the relevant sectors. At the same time, the evaluation highlighted that one-off support is not enough to ensure long-lasting results, and continual follow-up and measuring of progress made are needed as part of programmes. The importance of close partnership with development partners in the early stage of project design and attention to solving recurring efficiency issues were also highlighted.

I would like to thank the Government of Tanzania, other national stakeholders and development partners for their support throughout the evaluation process. I hope that this evaluation was useful not only in providing insights into UNDP Tanzania's programmatic activities, but also in prompting constructive internal discussions on ways forward, as critical input to the formulation of the new country programme.

Indran A. Naidoo
Director
Independent Evaluation Office

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ACRONYMS

ADR	Assessment of Development Results
AIDS	Acquired immune deficiency syndrome
AMICAALL	Alliance of Mayors and Municipal Leaders of HIV and AIDS in Africa
BRN	Big Results Now
CCPD	Common country programme document
CHRAGG	Commission for Human Rights and Good Governance
CPD	Country programme document
CPAP	Country programme action plan
CSO	Civil society organization
DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development
DaO	Delivering as One
DDTP	Strengthening Efforts to Deepen Democracy in Tanzania Project
DEP	Democratic Empowerment Project
DFID	UK Department for International Development
DIM	Direct implementation modality
ESP	Election Support Project
ESRF	Economic and Social Research Foundation
FAO	Food and Agriculture Organization of the United Nations
FYDP	Five-Year Development Plan
GDP	Gross domestic product
Global Fund	Global Fund to Fight AIDS, Tuberculosis and Malaria
HDI	Human development index
HDR	Human Development Report
HIV	Human immunodeficiency virus
IEO	Independent Evaluation Office, UNDP
ILO	International Labour Organization
IOM	International Organization for Migration
LGA	Local government authority
LSP	Legislature Support Project
LTPP	Long-Term Perspective Plan
M&E	Monitoring and evaluation
MDA	Ministries, departments and agencies
MDGs	Millennium Development Goals
MKUKUTA	National Strategy for Growth and Reduction of Poverty
MKUZA	Zanzibar Strategy for Growth and Reduction of Poverty

NACSAP	National Anti-corruption Strategy and Action Plan
NACOPHA	National Council of People Living with HIV and AIDS
NEC	National Electoral Commission
NHRAP	National Human Rights Action Plan
NIM	National implementation modality
NMSF	National Multi-sectoral Strategic Framework
ODA	Official development assistance
PCCB	Prevention and Combating of Corruption Bureau
PEPFAR	The United States President's Emergency Plan for AIDS Relief
PMO-RALG	Prime Minister's Office for Regional Administration and Local Government
POPC	President's Office Planning Commission
PUN	Participating UN agencies
RBA	Regional Bureau for Africa
REPOA	Policy Research for Development
RMS	Results management system database
ROAR	Results Oriented Annual Report
SAGCOT	Southern Agriculture Growth Corridor
SIDA	Swedish International Development Cooperation Agency
SME	Small and medium-size enterprises
TACAIDS	Tanzania Commission for AIDS
TAPAC	Tanzania Parliamentary AIDS Committee
THMIS	Tanzania HIV and Malaria Indicator Survey
TOMSHA	Tanzania Output Monitoring System for HIV and AIDS
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Populations Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UN REDD	United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries

UNV	United Nations Volunteer
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	United States Agency for International Development
USD	United States dollar
WFP	World Food Programme
WHO	World Health Organization
ZAC	Zanzibar AIDS Commission
ZAECA	Zanzibar Anti-corruption and Economic Crimes Authority
ZAPHMoS	Zanzibar HIV and AIDS Programme Monitoring System
ZEC	Zanzibar Electoral Commission
ZNSP	Zanzibar National HIV and AIDS Strategic Plan

EXECUTIVE SUMMARY

The first Assessment of Development Results (ADR) in Tanzania was conducted by the Independent Evaluation Office of the United Nations Development Programme (UNDP) in 2014. The objectives of the ADR were to:

- Support UNDP's accountability to national stakeholders and partners in the programme country
- Strengthen its accountability to the Executive Board
- Support the development of the new country programme document for UNDP Tanzania.

The ADR was carried out in collaboration with the Government of Tanzania, the UNDP Tanzania country office and the Regional Bureau for Africa. The ADR examined the country programme for the two programme cycles, 2007–2010/2011 and 2011–2015/2016. It addressed two main issues. First, UNDP's contribution to development results by programme outcome examined the performance of each of the programme portfolios with respect to relevance, effectiveness, efficiency and sustainability. Second, UNDP's strategic position in the country was examined from three aspects: UNDP's overall responsiveness and relevance to meeting the development priorities of the country; its use of comparative strengths and partnerships; and its contribution to promoting UN values such as gender equity, human rights, capacity building and South-South cooperation.

KEY FINDINGS

UNDP had 10 programme outcomes in the previous cycle and 14 in the current cycle in the areas of democratic governance, capacity development, private sector development and trade, HIV/AIDS, crisis prevention and recovery, environment and natural resource management, and energy and climate change. The programme budget and expenditures fluctuated significantly during the periods under review. The overall budget of $25 million in 2007 more than doubled in 2009 as the country prepared for its 2010 general elections. It peaked at nearly $69 million in 2010, due in particular to an increase in external non-core funds supporting election-related projects. By 2014 the budget was about $39 million. Between 2007 and 2013, governance-related efforts received the largest share of the budget (33 percent).

UNDP has served as a critical member of the UN team in Tanzania, which has collectively supported the Government in achieving its development objectives. The UNDP programmes for the two periods, 2007–2010/2011 and 2011–2015/2016, were based on the overall UN system strategies, the UNDAF and UNDAP, which were directly aligned with Tanzania's national development framework, articulated in Vision 2025 (mainland) and Vision 2020 (Zanzibar), MKUZA/MKUKUTA I and II, and corresponding sector-specific policies and strategies.

In all cluster areas reviewed, the programmes reflected the aspirations set out in those documents as well as the Millennium Development Goals (MDGs). UNDP responded to the emerging needs of the Government when required. For example, this was demonstrated by its support to Big Results Now, which was developed to fill gaps in the existing strategies and has facilitated the focus on growth. UNDP's strong leadership was shown by, among others, its role as managing agent for 5 of the 11 joint programmes in the previous cycle (Joint Programmes 3, 4, 5, 6.1 and 11) and as lead agency for 2 of the 10 UNDAP programme working groups (Governance and Environment).

Through its strong relationship with the Government, UNDP has established a solid founda-

tion for supporting the country in achieving its national development objectives and the MDGs, and promoting values that support human development. This relationship was essential in navigating discussions of sensitive issues among policymakers, such as on human rights principles and establishment of appropriate policies (e.g. the National Human Rights Action Plan); ensuring representation of people living with HIV in decision-making fora; strengthening anti-corruption efforts; and accelerating achievements of the MDGs by supporting gender and human rights.

UNDP was uniquely recognized for its contributions to strengthening institutional capacity in the context of Tanzania's complex development architecture. Given the institutional weaknesses, the use of the national implementation modality in many of the projects reviewed was appropriate, particularly in Zanzibar, where both financial and human resources were limited in all clusters. Through careful identification of sectoral 'catalysts', the national implementing partners were in the driver's seat, which promoted their ownership of the process and results.

UNDP particularly helped to strengthen national partners' ability to formulate sector-specific policies (e.g. National Anti-Corruption Strategy and Action Plan II, and policies on climate change, disaster management and trade integration) and development plans as required by the Government (e.g. Big Results Now, Five-Year Development Plan); better handle organizational mandates (e.g. National Electoral Commission and Zanzibar Electoral Commission in delivering successful elections; Prevention and Combatting of Corruption Bureau in addressing anti-corruption initiatives; Ministry of Industry and Trade in managing trade integration initiatives; Attorney General's Chamber in negotiating and regulating investment contracts in extractive industries; and Ministry of Finance in improving aid coordination and management of the aid management platform); and strengthen national response (on climate change, environmental degradation and HIV and AIDS). New institutional frameworks were put in place to meet needs identified by the Government, such as on anti-corruption efforts in Zanzibar and on coordination of agricultural service delivery.

Capacity building was embedded in all programme areas. This involved individual skills and knowledge building through training and workshops; training of trainers; and financial support to place UN Volunteers in important positions with partner institutions. It also involved provision of equipment. UNDP's support was extended to both national executive offices and regional and local authorities. This often took place in collaboration with other UN agencies participating in sector-specific work, as well as with non-State actors such as civil society organizations (CSOs) and the media. While these elements of institutional capacity have been put in place, they are a means more than an end. These efforts need to be continued and scaled up.

Programmes most likely to be sustainable were those that had a well-thought-out design; involved as partners the institutions and individuals likely to be drivers of change and emphasized their capacity development; and engaged CSOs and other non-State actors as key players in project delivery. But sustainability remained a concern in many programme areas reviewed. The reasons included structural weakness of institutions, such as a lack of financial and human resources in key positions at central and local level; competing mandates and strategies; a project design that lacked strategies for following up and scaling up activities after project completion; and uncertainty about how positions staffed by UN Volunteers would be filled in the long term. The projects reviewed generally lacked clear means for assessing the degree of accomplishment among the target groups, as evidenced by a lack of measurable indicators in the results framework and insufficient approaches for measuring the level of knowledge and skills gained.

Projects were efficient when thorough preparatory efforts were made before they were designed (e.g. they were based on needs assessment missions

with full stakeholder participation) and when there were synergies between projects under a programme (e.g. Governance and Environment, based on robust conceptualization of project design) or across programmes (e.g. Environment and Energy, and Energy and Crisis Prevention, based on structural proximity in oversight functions). This led to mutual reinforcement of the objectives and means of implementation. Critical efficiency issues were timeliness of project start-up; project oversight and reporting; stakeholder communication and transparency; and both sufficiency and timeliness of funds disbursements.

UNDP has contributed to gender equality and women's empowerment issues through the work of the inter-agency group on gender, which was reported as having made the issues more visible at UN level. Development of specific tools, such as the checklist for gender mainstreaming prepared for all thematic programme working groups under the UNDAP, helped raise awareness among programme staff about the need for consciously reflecting gender issues in their programmes.

Internally, the UNDP country office actively worked to promote gender. This was reflected in its Transformation Plan and the Gender Equality Seal exercise, through which the office was recognized as having shown transformative results. Strong leadership by senior management helped to drive these initiatives forward. At programme level, attention to gender was prominent in the programmes on Governance (e.g. women's political participation; gender-based violence awareness) and HIV and AIDS. However, the degree to which the reviewed projects incorporated gender in their project design was generally limited. More attention was needed in the project appraisal process; setting of gender-responsive indicators and strategies in project documents; and ensuring equal project participation and benefit sharing of women and men.

Under the current UNDAP, multiple agencies are meant to contribute to achievement of all the outcomes and outputs, and agency-specific work is defined only at the 'key action' level. For this reason, it is challenging to measure UNDP's results at the outcome level. Also, while each UN programme working group is expected to report outcome-level results, very few reports were available at the time of the ADR. Commonly reported project monitoring mechanisms consisted of, for example, project steering committees, quarterly project progress reports and joint supervision missions to project sites. In some programmes (e.g. Environment) routine midterm evaluations were conducted at project level. But overall, there was limited availability of reports that systematically documented UNDP's progress and achievements and assessed its specific contribution to the outcome-level objectives.

Other challenges also prevented the ADR from assessing the results. First, there was lack of consistency in the descriptions of outcomes, outputs and indicators across programmatic documents and lack of clarity in the assignment of projects to each of the outcomes. Second, many project documents and related reports from the previous cycle were lost in a flood in December 2011 and had not been recovered at the time of the ADR, although some were available at the offices of implementing partners. With high staff turnover at the country office during its Transformation Plan, limited data were available from the previous programme cycle.

UNDP has leveraged its networks with external partners to meet its needs and to implement programmes. It has effectively used its partnerships with: (i) professional networks in specific sectors, for example, for technical inputs to projects and programmes in the Private Sector Development cluster; (ii) the private sector and donors to strengthen its financial resource base in Governance (election) and Capacity Development (the agricultural sector); and with (iii) non-State actors such as CSOs and academic institutions for implementation of projects in the HIV/AIDS and Environment and Climate Change areas. Some collaboration with CSOs and other non-State actors did not fully materialize. For example, engagement with the

media during elections yielded favourable results, but efforts to involve CSOs and the media in anti-corruption efforts fell short.

Overall, consultation with development partners during project design appeared limited. The level and quality of discussions with partners, including donors, was often described as insufficient, particularly during the design phase. This resulted in a missed opportunity for engagement by partners interested in jointly contributing to specific projects, such as those covering elections and trade facilitation, and to other country-level initiatives, such as the post-MDG discussions.

Exchange programmes and joint studies were prominent in some programmes and helped in producing tangible results. South-South cooperation through the Capacity Development portfolio supported preparation of the Five-year Development Plan and integration of a budget system in the aid management platform. In Governance it was helpful with legal reform for anti-corruption; in Climate Change with developing financing mechanisms; and with HIV and AIDS through mayors' visits and a joint study in major cities. However, the use of such practices was limited in other programmes. The selection of countries that can offer lessons should be made carefully to ensure effective use of this mechanism.

CONCLUSIONS

Conclusion 1. In the two periods under review, UNDP programmes were strongly anchored in the development priorities of the country, articulated in Tanzania's long-term and medium-term national development frameworks, as well as in emerging needs of the Government.

Conclusion 2. By leveraging its strong relationship with the Government, UNDP played an important role in navigating policy discussions to support the country's development based on the human development perspective.

Conclusion 3. UNDP addressed the country's widely recognized weakness in institutional capacity in its programmes and made important contributions, such as by aiding formulation of relevant policies; establishing necessary institutions and frameworks; building the skills of personnel; and strengthening national coordination in sector work. These efforts require continuous follow-up to ensure lasting institutional capacity.

Conclusion 4. The prospect of sustaining programme benefits was fragile in some programmes. Moreover, programme efficiency could be further strengthened.

Conclusion 5. UNDP has contributed to promotion of gender equality and women's empowerment in the country, with leadership demonstrated by senior management. However, its systematic integration of the concept in project design remains limited.

Conclusion 6. There were challenges in measuring UNDP's programme effectiveness, including inconsistency in programme descriptions across documents and limited availability of project information and results from the period 2007–2010/2011. Knowledge management practices were relatively weak.

Conclusion 7. UNDP effectively established numerous partnerships with external partners during programme implementation and in mobilizing resources. However, consultation with development partners was relatively limited in the early phases of programme conceptualization.

Conclusion 8. South-South cooperation — the practice of seeking out lessons and best practices from other countries, and sharing Tanzania's lessons with others — took place in many programmes and had tangible results.

RECOMMENDATIONS

Recommendation 1. UNDP, with its strong partnership with the Government, is in a unique position to galvanize development efforts in Tanzania. UNDP should leverage this strength to continue

developing its programmes based on national development needs and on its own mandates.

Management Response. *The country office will provide support to: (i) the Government and stakeholders to review national development frameworks (e.g. Five Year Development Plan and MKUKUTA II); (ii) the Government and stakeholders to integrate Sustainable Development Goals in national development framework and their localization; and (iii) strengthen capacity of the Government for implementation of the Five Year Development Plan and monitoring and evaluation systems.*

Recommendation 2. To fully exercise Delivering as One, UNDP should strengthen its engagement with other development partners, including donors and UN agencies.

Management Response. *UNDP will strengthen the role of the Development Partners Group Secretariat it hosts; actively participate in dialogue processes as per development partners and government structures; and scale up its role in the next UNDAP.*

Recommendation 3. While results of the UNDAP outcomes are collectively reported at UN level, UNDP should also strengthen its internal practice of clearly demonstrating its programme performance and results.

Management Response. *The country office will recruit M&E/Gender Specialist to strengthen the M&E function of the country office and a Communication and Knowledge Management Specialist to strengthen advocacy and knowledge sharing. The office will continue to refine its programmes to align with the Strategic Plan 2014-2017.*

Recommendation 4. Following the favourable results achieved in the internal gender exercise, the country office should continue with gender mainstreaming efforts and ensure full integration of gender equality and women's empowerment components in all its programmes.

Management Response. *The country office will complete the assessment of gender baselines, and develop and implement its gender action plan as part of the Gender Seal exercise. New programmes that have explicit gender outcomes and outputs in line with the Strategic Plan will be developed. It will also further enhance partnership with UN-Women and other UN agencies for the inter-agency work and the development partner's working group.*

Recommendation 5. For current and future projects, UNDP should work urgently to resolve the key efficiency issues identified in this evaluation and to establish a sustainability plan for projects implemented through the national implementation modality.

Management Response. *The country office will: (i) ensure active use of evaluation reports, baseline studies and capacity needs assessments of implementing partners during the project formulation process; (ii) integrate measures of scaling up interventions during project formulation, as opposed to ex-post; and (iii) integrate exit strategies in projects.*

Chapter 1

INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted a country-level Assessment of Development Results (ADR) in the United Republic of Tanzania in 2014. This chapter presents the purpose and scope of the evaluation, its methodology and approaches, study limitations and the structure of the report.

1.1 PURPOSE OF THE EVALUATION

Independent of UNDP management, the IEO is responsible for (i) providing the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvements in programming and operations; and (ii) enhancing the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

The ADR aims at capturing and demonstrating evaluative evidence of UNDP's contribution to development results and its strategic positioning in the country. Its objectives are to:

- Support UNDP's accountability to national stakeholders and partners in the programme country
- Strengthen its accountability to the Executive Board
- Support the development of a new country programme document.

This is the first ADR conducted in Tanzania, which is a pilot country for the Delivering as One (DaO) initiative, begun in 2007. Results of the evaluation are expected to feed into the formulation of the next UNDP country programme within the framework of the country's United Nations Development Assistance Plan (UNDAP).

1.2 SCOPE OF THE EVALUATION

The ADR for Tanzania examined the UNDP Tanzania country programme for the periods 2007–2010/2011 and 2011–2015/2016. It assessed performance against a set of desired outcomes as defined in its country programme. For the period 2007–2010/2011, UNDP had a total of 10 outcomes as articulated in the results and resources framework of its country programme document (CPD)/country programme action plan (CPAP). The CPAP was drawn from the country's United Nations Development Assistance Framework (UNDAF) of the same period. For the current programme cycle, 2011–2015/2016, the common country programme document (CCPD) includes 14 programme outcomes for UNDP, based on the UNDAP. The CCPD is a joint document signed by UNDP, the United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF) and World Food Programme (WFP). The CCPD was based on the UNDAP 2011–2015/2016, which has a total of 58 outcomes to be addressed by 20 participating UN agencies.

In accordance with the terms of reference (Annex 1), UNDP's contribution in Tanzania was assessed in seven programmatic cluster areas based on the thematic breakdowns of the country programmes under the review periods as well as the current configuration of teams in the country office: Capacity Development; Democratic Governance; Private Sector Development; HIV and AIDS; Crisis

Prevention and Recovery; Environment and Natural Resource Management; and Energy and Climate Change. The annual programme budget of the Tanzania country office was $25 million at the start of the first period (2007) and $28 million as of 2013. There was significant fluctuation of funds between those dates due to the varied availability of external resources for specific programmes.[1]

1.3 METHODOLOGY AND APPROACHES

1.3.1 EVALUATION CRITERIA

Guided by the ADR Method Manual, the ADR had two main analytical components: the UNDP contribution to development results through its thematic/programmatic areas, and the strategic positioning of UNDP. The following criteria were used:

- UNDP's contribution to development results by programmatic area:
  - Relevance of UNDP projects, outputs and outcomes
  - Effectiveness of UNDP interventions in terms of achieving stated goals
  - Efficiency of UNDP interventions in terms of use of human and financial resources
  - Sustainability of the results to which UNDP contributes.
- UNDP's contribution through its strategic positioning, which assessed UNDP's position and niche within the development and policy environment in the country and the strategies it used to maximize its contribution:
  - Relevance and responsiveness of the country programme as a whole
  - Use of UNDP's comparative strengths
  - Promotion of United Nations values from a human development perspective.

Particular attention was paid to identifying factors that influenced UNDP's performance, such as integration of gender equality and human rights into programming; capacity development; implementation modalities; promotion of South-South cooperation; appropriate partnerships; support for coordination of assistance between the United Nations and other development partners; and the degree of ownership at national and local levels.

1.3.2 DATA COLLECTION AND ANALYSIS

The evaluation used a mixed method approach, including desk reviews of reference material, interviews (face-to-face and telephone) and field visits. Reference material included programme- and policy-related documents, past evaluation reports, self-reported data prepared by the UNDP country office (Results Oriented Annual Reports, or ROARs), information available at the UN Resident Coordinator's Office about UNDAP-related activities (from the Results Management System, or RMS, an online database that contains programme and financial information pertaining to the work of all UN agencies under the UNDAP), and other relevant documents and reports available from the Government and UNDP. Interviews were conducted with relevant stakeholders, including government officials, beneficiaries, donors, development partners, UN agencies and UNDP staff members. The interviews and site visits were conducted at national and community levels, both in the mainland and in Zanzibar.[2]

Data and information collected from various sources and methods were triangulated to strengthen the validity of findings. For example, to arrive at a finding on the level of project and programme achievements, the evaluation team examined information from the documents, material collected during the evaluation process

1 See section 3.2.2 on country office financial resources.

2 Field visits included Dar es Salaam, Dodoma, Zanzibar, Iringa, Kagera, Kilimanjaro, Mwanza, Pemba and Tabora.

and results of interviews with national implementing partners, participating UN agencies and donors, and UNDP programme practice leaders.

Projects were selected for in-depth reviews from each of the outcome areas. The selection criteria included balance in intervention areas, size of the budget, implementation modalities (national implementation modality [NIM] and direct implementation modality [DIM]), existence of critical lessons to be learned and size of the budget.

Under the DaO initiative, UNDP programmes stem from the UNDAF and UNDAP frameworks, under which multiple UN agencies contribute to achievement of thematic outcomes. Under Tanzania's current UNDAP, UNDP shares both outcomes and outputs with other agencies, and its agency-specific work is defined only at a lower level ('key actions'). Due to the complex nature of the programme structure, the evaluation team constructed a 'theory of change' model for each of the outcomes under review. The objective was to examine the level of plausible associations among the programme elements and ascertain the degree to which UNDP has made a contribution to the stated outcomes. Results from the individual outcome analyses were examined and synthesized to identify a set of conclusions and recommendations.

1.3.3 EVALUATION PROCESS AND MANAGEMENT

The evaluation manager from the IEO conducted a preparatory mission to Tanzania from 10–14 February 2014, after which the terms of reference for the evaluation were developed. They included an evaluability assessment and an overall evaluation plan for the ADR. A national reference group — a group of national stakeholders relevant to the country programme — was set up by the country office, and it received the terms of reference and other material produced through the evaluation. Following the recruitment of external experts, the evaluation team was formed, comprising the evaluation manager, associate evaluation manager and four external independent evaluators.

The team conducted a data collection mission to Tanzania from 5–25 July 2014, after which it collected follow-up data, conducted outcome analyses and prepared individual cluster reports. These reports were then synthesized to draft a final comprehensive report. The draft ADR report was internally reviewed at the IEO, then shared with the country office and the Regional Bureau for Africa (RBA) for comments on 22 December 2014. A stakeholder workshop was held on 16 March 2015 in Dar es Salaam, at which comments were solicited from the national reference group for use in finalizing the report.

1.4 LIMITATIONS

The evaluation had the following limitations:

- Availability of project-related documents: During the preparatory mission, the country office informed the evaluation team that many programme- and project-related documents for the period 2007–2011 were destroyed in floods that hit Dar es Salaam in December 2011. Based on the agreed list of projects for review, the evaluation team attempted to recover the project documents and other relevant documents from programme staff and implementing partners, during the preparatory work and the main data collection mission. Of the 22 outcomes officially registered in the country programme documents, 7 outcomes had one or more projects lacking project information in varying degrees.[3] This significantly affected the evaluation team's ability to fully assess the programmes, and in fact one of the outcomes was not assessed.

3 The seven outcomes affected by this were Outcomes 15 and 24 in the Capacity Development cluster; 22 in Disaster Risk Reduction and Management; 17, 18 and 19 in Governance; and 20 in Environment and Resource Management. The assessment of Outcome 18 was not possible due to lack of project-related information.

- Availability of updated information about the work and scale of other UN agencies: Given the strong DaO framework underlying the work, the team attempted to identify UNDP's unique role and contribution to the outcomes relative to other participating UN agencies, by reviewing the RMS. It is designed to store information on joint sector-level work (programme working groups). However, the information on the RMS was limited at the time of the ADR, in terms of programme working group reports and up-to-date budget and expenditure data at the key action and activity levels where each agency's specific efforts are defined under the UNDAP. This made it difficult to assess the relative scale of UNDP's position in each of the UNDAP outcomes.

1.5 STRUCTURE OF THE REPORT

The report comprises six chapters. Following this introduction, Chapter 2 provides an overview of the country's development context and challenges, national responses to those challenges and the development environment in which UNDP has operated. Chapter 3 presents the nature of UNDP's response and strategy in addressing national development needs, including the overview of the country programme framework. Chapters 4 and 5 present evaluation results — the former on the assessment of UNDP's contribution to development results through its programmatic interventions and the latter on UNDP's strategic positioning in the country. Finally, Chapter 6 presents conclusions and recommendations, drawing on the findings and evidence presented in the previous chapters.

Chapter 2

NATIONAL DEVELOPMENT CONTEXT

This chapter presents the country context within which UNDP has operated. It summarizes key development challenges faced by Tanzania, the country's response through its national strategies and the nature of the work conducted by other development partners.

2.1 COUNTRY CONTEXT AND DEVELOPMENT CHALLENGES

The United Republic of Tanzania was formed in 1964 as a union between mainland Tanzania (Tanganyika) and the Zanzibar isles. These consist of Unguja, also known as Zanzibar, which gained independence from the United Kingdom in 1961, and Pemba, which became independent in 1963. Located on the east coast of Africa, the country is bordered by Kenya and Uganda in the north; Rwanda, Burundi and the Democratic Republic of the Congo in the west; Zambia and Malawi in the south-west; and Mozambique in the south. The islands of Zanzibar are situated 30 kilometres from the Tanzania mainland in the Indian Ocean. The country covers an area of 945,000 square kilometres with a population of about 45 million people. It has an annual population growth rate of 2.7 percent per year, fuelled by a high fertility rate of 5.4 births per woman. Forty-four percent of the population is less than 15 years old, and life expectancy at birth is 56 years. Seventy percent of the population lives in rural areas.

2.1.1 POLITICAL BACKGROUND

Tanzania is a stable, peaceful, parliamentary democracy. It transitioned to a multiparty system in the mid-1990s, and multiparty elections have been held every five years since 1995. In the most recent election, which took place in 2010, the incumbent President was re-elected with 61 percent of the vote to his second and final term. The next general election is scheduled for October 2015. At the time of the evaluation, the country was going through a constitution review process, led by the Constitution Review Commission. The commission, appointed by the President in 2012, is responsible for reflecting public views on the new constitution. A double referendum on the new constitution (mainland and Zanzibar) is expected to take place in 2015.

Tanzania was among the top 10 best-governed countries in Africa in 2012, according to the Ibrahim Index of African Governance Summary, although its rank slid back in 2013. The country has faced a number of democratic deficits such as a limited environment for political competition and participation, corruption and poor access to justice. Equally, the concept of rule of law, including human rights and legal traditions, has not been widely understood and applied in Tanzania. The two legislatures — the National Assembly and the Zanzibar House of Representatives — are constrained in fully exercising parliamentary authority of oversight and representation. Improvement is needed in the performance of the electoral management bodies and the credibility of elections. Stakeholders such as the Registrar of Political Parties, police, judiciary, political parties, media and civil society need more capacity to engage with the electoral process.

2.1.2 ECONOMY

Tanzania's economy has grown steadily in the past decade. Between 2005 and 2010, it grew at 7 percent, in line with the country's target of 6–8 percent.[4] Gross domestic product (GDP) in

4 United Republic of Tanzania, Ministry of Finance and Economic Affairs, 'National Strategy for Growth and Reduction of Poverty (NSGRP) II,' July 2010.

2013 was at 7 percent, which is above regional and global averages, despite the slowdown in growth of many of the country's main trading partner economies. The country aims for a growth rate of 8 percent in its latest development plan. The main drivers of economic growth according to the World Bank are "a small number of fast-growing, capital-intensive sectors, particularly the communications, financial services, construction, manufacturing and retail trade sectors."[5]

The service sector grew by 8 percent in 2012, whereas the labour-intensive sectors, particularly agriculture, had an average annual growth rate of only 4.2 percent. The economy depends heavily on agriculture, which contributes 25 percent of GDP and employs almost 75 percent of the active workforce. Services contribute about 47 percent of GDP, with tourism the single largest contributor, while industry contributes roughly 25 percent. The recent discovery of significant quantities of natural gas is the source of much optimism regarding the country's economic prospects. But it also has created challenges for the Government in effectively managing this fast-growing industry.[6]

2.1.3 PRIVATE SECTOR AND TRADE

Although the private sector is regarded as the engine of development and is expected to play a key role in accelerating growth in Tanzania, it is still quite weak. The majority of private-sector entities are micro and small enterprises using suboptimal technology and having limited capacity to produce high-quality products to meet market demands. As such, significant potential exists to develop this sector to increase growth and employment opportunities. Improving the business climate is one key issue. According to the World Bank's 2014 'Doing Business in Tanzania' report, the country's business environment is ranked 145th out of 189 countries, below the regional average for sub-Saharan African.

Over the past decade, Tanzania's economy has become significantly more open, as exemplified by an increase in the trade-to-GDP ratio, from 13.5 percent in 2000 to more than 30 percent in 2011. Integration has been progressing steadily within the region and more specifically within the East African Community, but it remains limited. The untapped potential of trade as an engine for economic growth is therefore still enormous. According to the 'Diagnostic Trade Integration Study 2004', the following three sectors have the potential to bring the highest impact in terms of inclusive growth and poverty reduction: (i) Agriculture–traditional export crops, including coffee, cotton, cashews and tea; (ii) agriculture–non-traditional export crops, such as horticulture, floriculture and fruits; and (iii) tourism.

In response to the challenges and gaps identified in the study, the Tanzania Trade Integration Strategy 2009–2013 was developed. It has two main purposes: (i) to provide a single framework for strengthening national ownership of trade sector development; and (ii) to provide a mapping of current trade development needs and priorities.

2.1.4 NATURAL RESOURCES, ENVIRONMENT AND CLIMATE CHANGE

Tanzania is rich in natural resources, including large extractive resources (e.g. minerals, coals and gas), wildlife, forests, lakes, coastal zones and uncultivated arable land. The livelihood of the population is highly dependent on the environment and use of natural resources. These resources, however, have been affected by environmental degradation of various forms, including unsustainable farming, mining and fishing practices; rapid population growth; and lack of alternative energy sources. Land degradation, deforestation, scarcity of water and loss of biodiversity are among the serious environmental challenges facing the country. Tanzania is also

5 World Bank, 'Tanzania Overview', www.worldbank.org/en/country/tanzania/overview.

6 United Republic of Tanzania, 'The National Natural Gas Policy of Tanzania, 2013', Dar es Salaam, October 2013.

vulnerable to climate change. It has experienced the impact of extreme weather events, such as droughts and floods, which threaten the predominantly agrarian country. The sectors of agriculture, tourism, infrastructure, health, forestry, water and energy are particularly vulnerable. Biomass-based fuels such as fuelwood (charcoal and firewood) account for more than 90 percent of the primary energy supply.[7] Reduction of carbon dioxide emissions and rural electrification are on the development agenda.

Tanzania has various environmentally related national sector frameworks. These include the first National Environmental Policy of Tanzania (1997), National Forest Policy (1998), Forest Act (2002), National Energy Policy (2003) and the Environmental Management Act (2004). The National Climate Change Strategy, released in 2012, addresses challenges in climate change adaptation and allows Tanzania to participate in global efforts to reduce greenhouse gas emissions.

2.1.5 VULNERABILITY TO CONFLICTS AND DISASTERS

Tanzania is exposed to many hazards, among them drought, floods, epidemics, cyclones and tsunamis. All of these have the potential to disrupt communities, cause casualties and damage public or private property. North-western Tanzania has hosted refugees from Burundi, Rwanda and the Democratic Republic of the Congo fleeing internal conflicts in their countries since as early as 1972. Their numbers peaked in the mid-1990s, when there were over 500,000 refugees in 13 camps spread across the regions of Kigoma and Kagera. The large-scale humanitarian operation established in response to the massive refugee influx has hampered the social and economic development of the area.

In Zanzibar, floods and cholera outbreaks have occurred every few years recently, and the islands are increasingly vulnerable to disasters. The peripheral effects of the December 2004 Asian tsunami on the Tanzanian coast are a reminder of the risk. Zanzibar would likely be severely affected if a tsunami were to hit the East African coastline.[8]

A number of hazard-related policies have been developed for the Tanzania mainland and Zanzibar, including the Disaster Management Policy; Health Policy; Public Health (Sewerage and drainage) Ordinance Cap 336; Factories Ordinance Cap 297; Mining Act of 2010; Food Security Act (1991); Fire and Rescue Act No 14 (2007); and National Environment Management Act (2004). Yet emergency preparedness and response have not received systematic support, and the country lacks functional systems, mechanisms and tools for disaster preparedness and response.

The Government of Tanzania has worked to address the underlying causes of vulnerability among the people of Tanzania and Zanzibar. The current National Strategy for Growth and Reduction of Poverty includes disaster risk reduction components, and strategic direction is given by the Disaster Management Policy and National Operational Guidelines for Disaster Management.

2.1.6 POVERTY, HUMAN DEVELOPMENT AND THE MILLENNIUM DEVELOPMENT GOALS

Despite its economic growth, Tanzania remains one of the poorest economies in the world, with 2013 per capita income of $630. Poverty is predominant in rural areas, which are home to 87 percent of the country's poor people, and it particularly afflicts those who rely on agriculture. The 2007 National Household Budget survey reported that 16.6 percent of people lived below the food poverty line in 2007 and 33.6 percent lived below the basic needs poverty line (income poverty), only a slight reduction compared to

7 United Republic of Tanzania, Ministry of Energy and Minerals website. Electricity accounts for 1.2 percent and petroleum for 8 percent of the primary energy used. Renewable energy sources, coal, solar and wind account for less than 1 percent of energy used.

8 United Republic of Tanzania, 'National Operational Guidelines for Disaster Management', 2013.

2000/2001. Based on the most recent survey (2011–2012), approximately 28.2 percent of the population lives below the basic needs poverty line — a considerable improvement over 2007, although the comparison should be viewed cautiously, as survey methodologies have changed over the years.

Tanzania's ranking on the human development index (HDI) increased by 39 percent between 1995 (when it was at 0.352) and 2013 (0.488). However, it is below the average of countries in the low human development group (0.493) and of countries in sub-Saharan Africa (0.502). The country's rank is 159 out of 187 countries.

Progress towards achievement of the Millennium Development Goals (MDGs) has been uneven. Tanzania is on track to achieve the goals related to HIV and AIDS (Goal 6), primary school enrolment (Goal 2) and infant and under-five mortality (Goal 4). However it continues to lag in improving maternal health (Goal 5), eradicating extreme poverty and hunger (Goal 1), and ensuring environmental sustainability (Goal 7).

2.1.7 HIV AND AIDS

Tanzania is one of the countries severely affected by the HIV and AIDS epidemic. The first cases were reported in 1983, and prevalence increased from 1.3 percent to 7.2 percent between 1985 and 1990. In 1985, recognizing the epidemic's devastating social and economic impact, the country established the National AIDS Control Programme under the Ministry of Health. The National HIV and AIDS Policy, launched in 2001, promoted comprehensive health care for people living with HIV and AIDS, including antiretroviral therapy. The Tanzania Commission for AIDS (TACAIDS), established under the Prime Minister's Office through enactment of a law in 2001, is mandated to provide strategic leadership and coordination of the national response. The Zanzibar AIDS Commission (ZAC) was established in 2002 to lead and coordinate the national response in Zanzibar.

National HIV and AIDS surveys indicate a gradual decline in prevalence in recent years for both men and women.[9] However, demographic and geographic variations remain. Women are more likely to be infected with the virus than men (currently 6.2 percent versus 3.8 percent). Prevalence is higher in urban areas (7 percent) than rural areas (4 percent), with significant regional differences. It is particularly high among 'key population' groups, or those who engage in risky behaviors, including people who inject drugs (51 percent), men who have sex with men (42 percent) and female sex workers (31 percent).

Tanzania has depended heavily on international aid for its HIV and AIDS response, from both bilateral and multilateral sources, including the United States and the Global Fund to Fight AIDS, Tuberculosis and Malaria (the Global Fund).[10] The Development Partners Group on HIV and AIDS, comprising the World Bank, UN agencies and bilateral donors, has also actively supported the country to achieve the National Multi-sectoral Strategic Framework (NMSF) and related sector plans. For example, the World Bank, which launched its first global response to the epidemic in sub-Saharan Africa in 1999, implemented the Multi-Sectoral HIV and AIDS

9 United Republic of Tanzania, 'Tanzania HIV and AIDS Indicator Survey 2003–2004'; 'Tanzania HIV and Malaria Indicator Survey (THMIS)' for 2007–2008; and THMIS 2011–2012. The overall HIV prevalence among people aged 15–49 has declined from 7.2 percent in the first survey (2003–2004) to 5.7 percent in the 2007–2008 survey and 5.1 percent in the most recent survey (2011–2012). The prevalence declined among both men (from 6.3 to 3.8 percent between the first and third survey) and women (7.7 to 6.2 percent).

10 The United States President's Emergency Plan for AIDS Relief (PEPFAR) provided $1,076.4 million for Tanzania's comprehensive HIV and AIDS prevention, treatment and care programme between 2009 and 2011. Tanzania is also the second largest recipient of grants from the Global Fund and is expected to scale up universal access to HIV treatment by 2015 with its support. To date the Global Fund has approved $1.3 billion in grants to Tanzania for HIV and AIDS, malaria and tuberculosis. An additional grant agreement of $308 million was made in December 2012 to scale up antiretroviral treatment services by 2015, including HIV testing and counselling of pregnant women.

Project in Tanzania between July 2003 and March 2010, a $70 million emergency response.

The donor support landscape has been slowly changing in recent years, however, as many donor projects have ended. Donor funding for HIV and AIDS has started to decline, including from traditional donors.[11] Concerns have also been raised about the government's capacity to absorb and effectively use funding, as well as its poor oversight mechanisms. At the time the ADR was being conducted, an AIDS trust fund was being established for sustainable financing based on domestic resources. Despite the country's political commitment to curb the epidemic, institutional capacity remains relatively weak, stigma and discrimination against HIV and AIDS are widespread, and coordination at community level is inadequate.

2.1.8 GENDER

Tanzania ranked 123 out of 149 countries on the 2013 Gender Inequality Index, which measures gender-based inequalities based on reproductive health, empowerment and economic activity.[12] Women held 36 percent of parliamentary seats, and the overall labour force participation rate among women was 88 percent, compared to 90 percent for men. The maternal mortality ratio was 460 per 100,000 live births. Only 5.6 percent of women had reached at least some level of secondary education, compared to 9.2 percent for men.

Tanzania is a signatory to a number of international protocols, but incorporating women's rights into national laws has been delayed due to structural weaknesses in the justice system and inadequate attention to education. Women also face violence as well as discrimination in employment and entitlement to land and property.

The UNDAF and UNDAP address gender as a cross-cutting issue. For example, gender inequality and gender-based violence figure strongly in women's higher rates of HIV infection. Tanzania has developed the National Gender Operational Plan for HIV Response (2010–2012) in an effort to mainstream gender in all HIV and AIDS efforts. The UN Inter-Agency Gender Group, a working group under the DaO, aims to mainstream gender equality and women's empowerment in all UN system activities in the country.

2.2 NATIONAL DEVELOPMENT STRATEGIES

The country's long-term development goals are outlined in two frameworks: the Tanzania Development Vision 2025, for the mainland, which aims at achieving middle-income status by 2025; and Zanzibar Vision 2020, which promises to modernize Zanzibar's economy and eradicate poverty by 2020. In broad consultation with development partners, the respective poverty reduction strategy papers were prepared as the medium-term strategies, known as the National Strategy for Growth and Reduction of Poverty (or *MKUKUTA* in Kiswahili) for the mainland and the Zanzibar Strategy for Growth and Reduction of Poverty (*MKUZA*). MKUKUTA I covered 2005/2006–2009/2010) and MKUZA I covered 2007–2010. The second set of strategies, more oriented to growth and productivity, are now in effect — MKUKUTA II (2010/2011–2014/2015) and MKUZA II (2010–2015).

To fast-track the country's transition from low- to middle-income status, Tanzania has developed additional development plans. The Five-Year Development Plan, released in 2012 as the

11 For the 2012–2013 period, the majority of funds for TACAIDS came from UNDP/UNAIDS and DANIDA, due to limited disbursements from the largest funding agency, the Global Fund. Support from the Canadian International Development Agency and DANIDA are also reported as ceasing as of 2015. Source: United Republic of Tanzania, TACAIDS, 'Annual Report, 2012/13'.

12 UNDP, 'Human Development Report 2014'. Tanzania had a Gender Inequality Index of 0.553 in 2013. Reproductive health is measured by maternal mortality and adolescent fertility rates; empowerment is measured by the share of parliamentary seats held by each gender and attainment of secondary and higher education by each gender; and economic activity is measured by the labour market participation rate for each gender.

formal implementation tool for Vision 2025, is designed to be implemented in a series of three five-year plans, covering the period 2011/2012 through 2025/2026. Recognizing various institutional challenges in achieving Vision 2025, the plan attempts a paradigm shift away from aid dependence. It calls for implementation of "bolder socioeconomic reform initiatives" to transform the agriculture, manufacturing, infrastructure and education sectors. Tanzania has also adopted a 'Malaysian' model of development, launching the Big Results Now (BRN) initiative, for which implementation started in the 2013–2014 fiscal year. It focuses on six priority areas: energy and natural gas, agriculture, water, education, transport and resource mobilization. In Zanzibar, a similar initiative, Results for Prosperity, has been launched to implement the MKUZA.

One of the critical issues facing the Government is capacity challenges in managing development and achieving the MDGs. It acknowledges its limited capacity in policy analysis and planning, budgeting, and monitoring and evaluation of evidence-based policies. The Government notes in 'A Framework for Capacity Development' (2011) that the development plans "have not yet been translated into the envisaged level of results, relative to the country's resources and aid inflows."

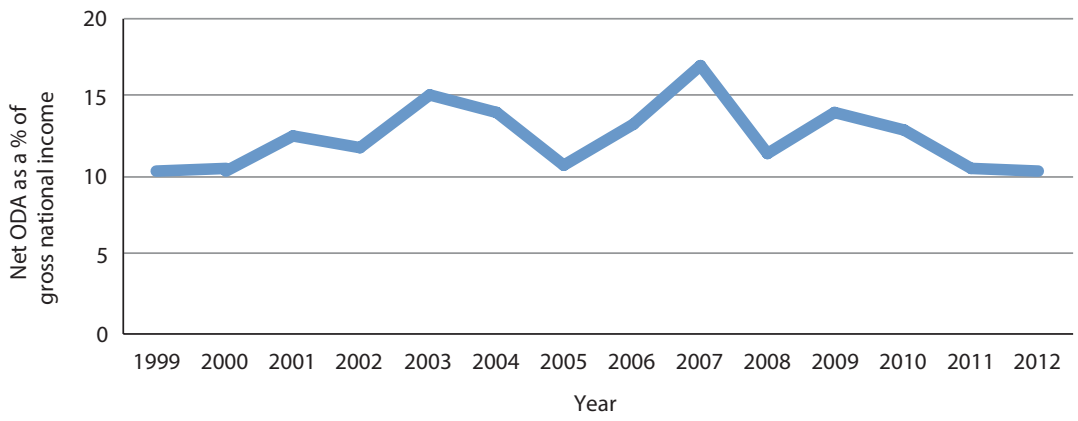
2.3 DEVELOPMENT COOPERATION

Tanzania is highly dependent on aid. It received $2.83 billion in official development assistance (ODA) in 2012, amounting to 10.1 percent of gross national income. Average ODA per capita is $59. Net ODA as a percentage of gross national income has declined in the last few years (Figure 1).

Top donors of gross ODA in 2008–2012 were the International Development Association, United States, United Kingdom, African Development Bank, European Union, Global Fund, Norway, Japan, Sweden and Denmark. Bilateral donors provided 63 percent of gross ODA in 2012. By sector, the majority of bilateral aid in 2008–2012 went to health and population, production, economic infrastructure and services, and other social sectors.

Tanzania has a long history of working with development partners, and its aid coordination and harmonization has been guided by various frameworks. These include the Tanzania

Figure 1. Net ODA received, 1999–2012



Source: World Bank, 'World Development Indicators'

Assistance Strategy (2002–2005) and the Joint Assistance Strategy for Tanzania (2006–2011). The main focus of the Joint Assistance Strategy for Tanzania was to promote government leadership in development cooperation and enhance joint actions to fulfil the goals of the MKUKUTA and MKUZA, the MDGs and other national policies and strategies.

In 2012 development began of a new framework for cooperation, the Development Cooperation Framework. It replaced the Joint Assistance Strategy for Tanzania, which concluded in 2011.[13] Overall donor coordination has been facilitated by the Tanzania Development Partners Group, established in 2004 by bilateral and multilateral partners. It aims to strengthen its partnerships with the Government of Tanzania and the effectiveness of development cooperation through various sector-specific working groups. The UN Resident Coordinator serves as the permanent co-chair of the group.

2.4 DEVELOPMENT ISSUES AT THE REGIONAL LEVEL

Tanzania is party to various regional integration and trade affiliations. It is a member of regional initiatives such as the East African Community and the Southern Africa Development Community. Regional integration brings with it multiple benefits and challenges. The common market is a potential engine for investments, trade, tourism and sustainable development of Tanzania's economy.

In addition to the socioeconomic impact on host communities caused by the influx of refugees from neighbouring countries, a border dispute with Malawi over Lake Nyasa (also known as Lake Malawi) is another issue fueling regional tensions. The two countries have accepted mediation from the Forum for Former African Heads of State and Government. If this mediation does not bring results, the matter may be referred to the International Court of Justice.

13 Through the review of the strategy's implementation, the Development Cooperation Framework (March 2014) is being drafted to reflect changes in Tanzania's development cooperation architecture. This includes the presence of new and emerging donors (including partnership opportunities with Brazil, Russia, India, China and South Africa and other non-DAC development partners); discovery of oil, gas and uranium; and the conceptual shift from aid effectiveness to development (trade and investment) effectiveness. Building on the Global Partnership for Effective Development Cooperation agreed in Busan (2011), the framework includes clearer integration of finance flows for development beyond aid. This could potentially match the rapid changes in the Tanzanian economy with high growth rates, increasing domestic resource mobilization and foreign direct investments as well as aid and non-concessional loans from non-DAC partners, such as Brazil, China, India, Indonesia and Turkey. At the time of the ADR, finalization of the framework was reported to be delayed.

Chapter 3

UNDP'S RESPONSE AND STRATEGIES

To support the Government of Tanzania in responding to its development challenges, the UN system articulated its collective work in the UNDAF 2007–2010/2011 and UNDAP 2011–2015/2016. Under these umbrella frameworks, UNDP defined its programme strategy in the CPD/CPAP and the CCPD, respectively. This chapter presents an overview of the UNDP programme of work in the past two programme cycles and its relationship with the rest of the UN system.

3.1 UNDP'S STRATEGIES AND COORDINATION WITH THE UN SYSTEM

UNDP support to Tanzania began in May 1978. Its assistance is strongly nested in the work of the UN system in Tanzania, particularly since a high-level panel appointed by the UN Secretary-General recommended in 2006 the establishment of 'One UN' at country level. As part of the UN reform process, the One UN concept aims to improve system-wide coherence, based on the principle of four 'Ones' — one leader, one programme, one budgetary framework and one office. In 2007 Tanzania became one of eight countries to pilot the DaO initiative.

The UNDP country programme during the two periods under review has been guided by the two UN-level frameworks. The UNDAF for the period 2007–2010 (later extended to 2011), signed by 17 UN agencies, outlined the participating agencies' support to Tanzania's development priorities as defined in Vision 2025 (mainland Tanzania), Vision 2020 (Zanzibar), MKUKUTA, MKUZA and the Joint Assistance Strategy. UNDP developed its CPD/CPAP 2007–2010/2011 based on the UNDAF, which included a total 11 joint programmes. As the UN agencies continued to implement their individual activities, the UNDAF accounted for only 60 percent of the entire work by the UN.

The UNDAP for the period July 2011–June 2015 was developed jointly by UNDP, UNFPA, UNICEF and WFP. It was designed to represent a single, comprehensive business plan for all UN agencies to encourage greater national ownership and UN accountability. The transition from the UNDAF to the UNDAP represented a strategic shift by the UN country team, from joint programmes to a joint programming approach. The UNDAP articulates the contributions of 20 agencies to the national development agenda as outlined in the MKUKUTA/MKUZA II 2011–2015. The four-year programme contains a total of 58 outcomes and 182 outputs, with multiple UN agencies contributing to each one. In addition, 369 key actions are defined at agency level. The total budget is $773 million, of which UNDP contributes 14 percent ($122 million). UNDP's work for the period is outlined in the CCPD 2011–2015/2016, which is based on the UNDAP.

3.2 UNDP'S PROGRAMMES AND OFFICE ORGANIZATION

3.2.1 PROGRAMME PORTFOLIOS

Based on the respective country programme documents, UNDP support in Tanzania for the two periods under review is summarized as follows:

2007–2010/2011

There were three key areas of support during this period, with corresponding outcomes.

1. Enhancement of pro-poor policy development and wealth creation. First, UNDP aimed at supporting the country to accelerate its poverty

reduction efforts by building national capacity to formulate and implement pro-poor policies, as well as through wealth creation. It included economic empowerment of marginalized groups; development of small and medium-size enterprises (SMEs); and attention to supply-side constraints to production, marketing and exports. The expected outcomes were:

- Strengthened budget, planning and MKUKUTA and MKUZA monitoring system that foster participation and gender equality (Outcome 15).
- Improved national productivity and competitiveness through decent employment opportunities, equitable access to effective use of productive resources and greater market access (Outcome 16).
- Increased adoption of equitable pro-poor and gender-sensitive economic policies and programmes (Outcome 24).

2. Support to democratic governance and development management. Second, UNDP aimed at facilitating the Government to fulfil its commitment to democracy and good governance, and to support reforms aimed at promoting the culture of constitutionalism, justice and the rule of law, along with national disaster preparedness and response. The focus was on addressing institutional deficiencies and enhancing the operational capacity of governance systems and processes. The outcomes were:

- Strengthened political, parliamentary and electoral systems that enhance effective participation and representation, bearing in mind gender considerations, and greater political tolerance and oversight and credible elections (Outcome 17).
- Enhanced and accessible systems of justice, law and order, public information and education that promote and protect human rights and freedoms (Outcome 18).
- Strengthened national and local structures and systems of governance that foster the rule of law, promote gender equality, combat corruption and promote accountability and transparency (Outcome 19).
- Enhanced government capacity for disaster preparedness and response and management of the transition from humanitarian assistance to development (Outcome 22).

3. Scaling up mainstreaming of cross-cutting issues. The third area aimed at addressing cross-cutting issues, such as energy and environmental management, gender and HIV and AIDS. It focused on providing support for capacity-building and ensuring sustained commitment at national and local levels. The outcomes included were:

- Effective mechanisms in place, including social protection that addresses institutional barriers and sociocultural dimensions, to promote and protect the rights of the poor and most vulnerable (Outcome 20).
- Improved community access to safe, clean water and environmental sanitation in rural and urban areas. (This outcome is not reported internally in the country office's Integrated Work Plan and ROARs.)
- Increased access to comprehensive prevention, care and treatment, and impact mitigation of HIV and AIDS and other major diseases (Outcome 23).

The ADR noted an additional outcome in the energy area, 'Low emissions energy technology including renewable energy, energy efficient and/or advanced fossil fuels (Outcome 21)', that was not mentioned in the CPD/CPAP but was reported in the internal ROARs.

2011–2015/2016

UNDP's interventions currently address the following five areas, with corresponding outcomes:

First, in the area of **economic growth and poverty reduction** (which includes the MDGs), UNDP aims to support capacity development of ministries, departments and agencies (MDAs) and local government authorities (LGAs) in their

ability to formulate and implement policies and strategies. This includes South-South cooperation to encourage exchange of approaches and initiatives with other countries. It also addresses support for contract management and the development of public-private partnerships across mainland Tanzania and Zanzibar. The expected outcomes are:

- Key national institutions develop or enhance evidence-based pro-poor economic development policies and strategies (Outcome 25).
- Relevant MDAs, LGAs and non-State actors enhance structures and policies to promote viable pro-poor business sectors and SMEs (Outcome 26).
- Relevant institutions improve national capacities to promote regional integration and international trade (Outcome 27).

Second, UNDP supports the Government and other partners to articulate an effective national response to **climate change and environmental degradation**. UNDP focuses on capacity development for improved enforcement of laws on the environment and of regulations protecting ecosystems, as well as sustainable management of natural resources; awareness-raising on the Environmental Management Act; and strengthening of national capacity for sustainable management of protected areas and coastal forest and marine ecosystems in partnership with the Global Environment Facility. The expected outcomes are:

- Key MDAs and LGAs integrate climate change adaptation and mitigation in strategies and plans (Outcome 29).
- Relevant MDAs, LGAs and non-State actors improve enforcement of environmental laws and regulations for the protection of ecosystems, biodiversity and sustainable management of natural resources (Outcome 30).

Third, UNDP supports capacity development for TACAIDS and ZAC to promote leadership and coordination of the national response to **HIV and AIDS**. Particular attention is planned for gender and human rights, including advocacy for people living with HIV and AIDS and to address stigma and discrimination. The expected outcomes are:

- Relevant civil society organizations (CSOs) and networks of people living with HIV and AIDS effectively coordinate and participate in decision-making forums (Outcome 37).[14]
- TACAIDS and ZAC provide effective guidance to the national HIV and AIDS response, based on evidence and per agreed human rights standards (Outcome 38).

During the ADR process, it was found that UNDP's work in reality covers two additional UNDAP outcomes not mentioned in the CCPD: 'Relevant MDAs, LGAs and non-State actors increasingly mainstream HIV and AIDS workplace programmes';[15] and 'MDAs and CSOs reach and mobilize most-at-risk persons to utilize appropriate user-friendly HIV and AIDS services'.[16]

Fourth, under **democratic governance,** UNDP is expected to strengthen key national institutions for policy coordination and planning. These include support for (i) financing, budgeting and MKUKUTA monitoring; (ii) MDAs, to improve coordination of public sector reforms with the goal of good governance; (iii) advancing key national strategies to combat corruption; (iv) increasing election management capacities; (v) strengthening the legislature to fulfil its responsibilities; (vi) completing the African Peer Review Mechanism and strategic support to governance needs in the emerging East African Community; (vii) aiding local-level reconciliation and dialogue in mainland Tanzania and Zanzibar; and (viii) promoting human rights.

14 According to the country office, this outcome was later deactivated, as the intended results can be achieved through the second HIV and AIDS-related outcome.

15 UNDAP Outcome 3; not reported in the CCPD results matrix (no outcome numbering in the ROAR).

16 UNDAP Outcome 7; not reported in the CCPD results matrix (no outcome numbering in the ROAR).

The expected outcomes are:

- The Tanzanian Government leads more effective aid management and aid coordination (Outcome 28).
- Relevant MDAs advance key national strategies for good governance (Outcome 33).
- Selected MDAs and LGAs have increased capacity for planning, budgeting, monitoring and reporting (Outcome 34).
- The Tanzanian Government advances fulfilment of its international treaty obligations (Outcome 35).
- Key institutions effectively implement their election and political functions (Outcome 36).

Fifth, in the area of **crisis prevention and recovery,** the United Nations is expected to collectively contribute to enhancing emergency preparation and response capacities of the Government and communities. UNDP's specific role is to strengthen government disaster risk reduction planning and coordination capacity, particularly in Zanzibar. The expected outcomes are:

- The disaster management departments in the Prime Minister's office and Chief Minister's office (currently Second Vice President's Office) effectively lead emergency preparedness and response, with a focus on areas most susceptible to disasters (Outcome 31).
- Selected communities participate in democratic and peaceful discourse (Outcome 32).[17]

After approval of the CCPD, the country office introduced further changes in the clustering of thematic programmes. The current structure includes a programme team focused on providing technical support and strengthening the government's ability to formulate and implement its development plans and strategies (the Capacity Development team, addressing the outcomes related to part of governance and poverty, i.e. Outcomes 15, 24, 25, 28 and 34). This recognizes the country's critical lack of institutional capacity to produce development results at the level and speed expected. Energy and environment efforts are managed by two separate teams, Energy and Climate Change (Outcome 29) and Environment and Natural Resources Management (Outcomes 20 and 30).

3.2.2 COUNTRY OFFICE FINANCIAL RESOURCES

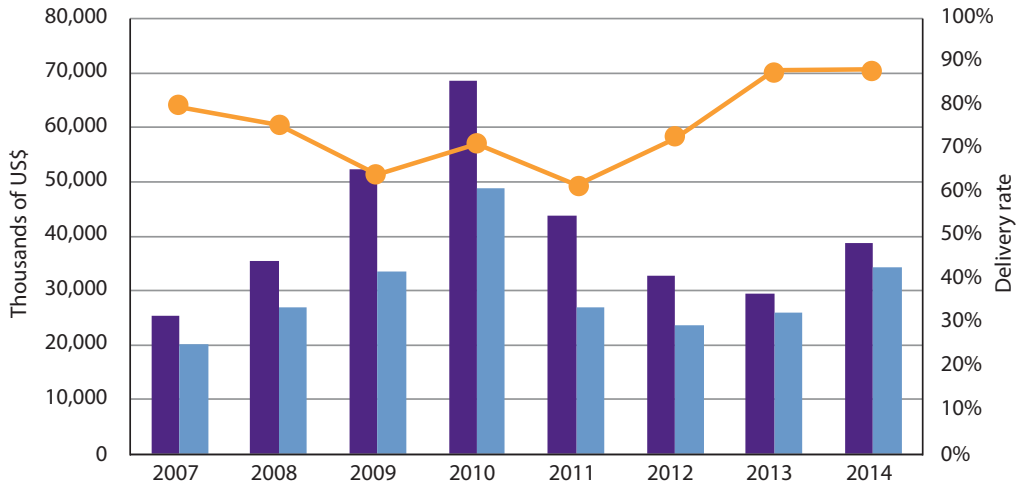
The UNDP programme budget and expenditures fluctuated significantly during the periods under review (Figure 2). The overall budget of $25 million in 2007 more than doubled in 2009 as the country prepared for its 2010 general elections. The budget peaked at nearly $69 million in 2010, due in particular to an increase in external non-core funds supporting election-related projects. By 2014 the budget was about $39 million. The programme delivery rate slowed down during preparation of the UNDAP.

Between 2007 and 2013, governance-related efforts received the largest share of the budget (33 percent), followed by poverty reduction (26 percent) and environment- and energy-related programmes (24 percent) (Figure 3). The programme for HIV and AIDS accounted for 7 percent, and crisis prevention and recovery for 5 percent.

Throughout the period, funds from external non-core sources covered an important component of country programme operations. This was particularly the case in addressing emerging issues such as preparation for the 2010 elections (Figure 4). Between 2007 and 2014, the major donors for the UNDP country office included bilateral and multilateral organizations and the private sector, as follows: One UN Fund (31 percent), United Kingdom (17 percent), Global Environment Facility (14 percent), Sweden (6 percent), Millennium Promise Alliance (5 percent), Government of Tanzania (5 percent), Bill

17 According to the country office, this outcome was later discontinued due to changes in government priorities.

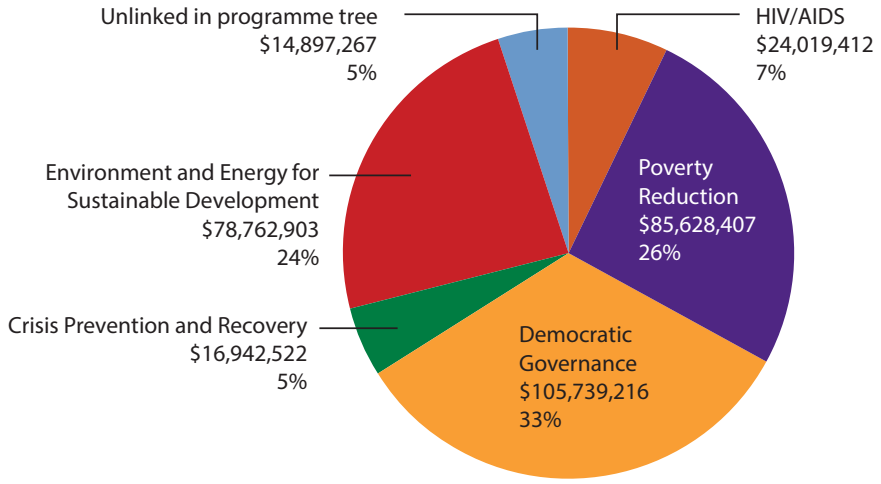
Figure 2. Programme budget and expenditure, 2007–2014



	2007	2008	2009	2010	2011	2012	2013	2014
Budget	25,377	35,531	52,304	68,548	43,754	32,698	29,429	38,712
Expenditure	20,204	26,847	33,565	48,875	26,978	23,636	25,946	34,372
Delivery rate	80%	76%	64%	71%	62%	72%	88%	89%

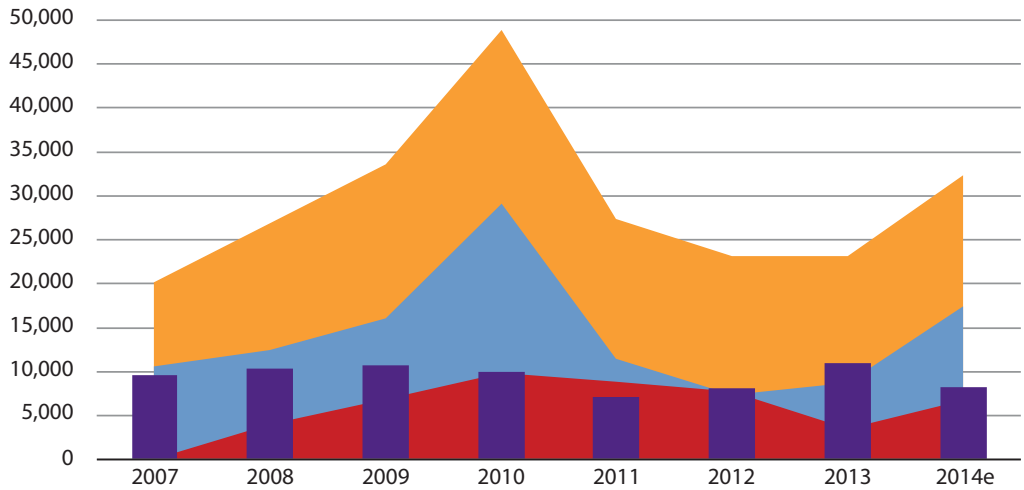
Source: Atlas Executive Snapshot, January 2015

Figure 3. Programme budget by practice area, 2007–2013



Note: Data are based on the list of projects compiled as of December 2013 using Atlas. Each figure is calculated based on the budget over total constituent project life cycles and therefore may include years preceding the corresponding CPD/CCPD periods.

Figure 4. Country programme spending by fund source, 2007–2014 (Thousands of US$)



	2007	2008	2009	2010	2011	2012	2013	2014e
Total	20,204	26,847	33,565	48,874	27,428	23,124	23,200	32,362
Non-core	10,590	12,474	16,025	29,078	11,504	7,366	8,686	17,396
One Fund	0	4,056	6,853	9,784	8,788	7,670	3,514	6,716
Core	9,615	10,317	10,687	10,012	7,136	8,088	11,000	8,250

Source: UNDP Tanzania country office. The 2014 figures are estimates as of January 2015.

& Melinda Gates Foundation (4 percent), Norway (4 percent), Denmark (3 percent), Germany (2 percent), Japan (2 percent), European Union (2 percent), Canada (2 percent) and Switzerland (1 percent).

In Tanzania, One Fund has been set up to support the coherent mobilization, allocation and disbursement of donor resources to unfunded elements of the UNDAP and new initiatives responding to emerging needs. As the administrative agent of the One Fund, UNDP is responsible for receiving and managing donor contributions on behalf of the participating UN agencies.[18]

3.2.3 COUNTRY OFFICE STAFF AND STRUCTURE

At the time of the evaluation, the country office comprised 67 staff members (on fixed term appointments and in temporary assignment), including 19 international staff and 48 national staff. Women, numbering 32, made up 48 percent of the staff.[19] The office is supported by 22 service contractors and 60 people under individual contracts.

The United Nations Volunteers (UNVs) have been a significant part of the Tanzania country programme operations. Between 2007 and 2009,

18 The Programme Management Support Unit of the office, comprising seven staff, including four on programme finances, is responsible for managing the One Fund. Contributions from countries are pooled and annually distributed among the participating UN agencies. About 40 percent of the Programme Management Support Unit focal point's time was reported as being spent on managing the fund, in addition to handling the regular financial transactions of UNDP programmes.

19 Of the eight members of the senior management team at the time of the ADR, two were women: the Deputy Country Director and the Programme Advisory and Management staff member for Environment.

59 UNVs were employed in implementing UNDP projects, but the number has gradually decreased over the years, falling to 28 at the time of the ADR.

The office went through a major 'change management' exercise between 2009 and 2012, known as the Transformation Plan. The objective was to position the office to better respond to emerging challenges facing the country. This addressed the increasing demand for UNDP participation in technical areas as well as internal challenges stemming from implementation of UN reform and the DaO initiative. The process involved, among other activities, recruitment of 40 new staff, revision of the profiles of professional positions and reconfiguration of programme units.

According to the 2013 general staff survey, staff feel that the key strengths of the country office include supervisors' people management skills and a sense of personal accomplishment. The ratings on the office's 'ability to retain high-quality people' and on the 'authority to make decisions about how to do your job' were lower than at the UNDP organizational level, and lower than the previous year. The office's challenges were discussed at a retreat in April 2014, which resulted in a recommendation to establish a staff-led mechanism (the Staff Engagement Committee) to identify and address challenging issues. At the time of the ADR, the committee was about to be launched.

3.2.4 PROGRAMME IMPLEMENTATION, MANAGEMENT AND MONITORING AND EVALUATION

Programme implementation during the two periods under review has been dependent on national process and systems, in which projects are executed by relevant national implementing partners. The Ministry of Finance is designated as the government coordinating agency, and programme resources are channeled through the government's Exchequer System. For joint programmes (2007–2010/2011), one of the UN agencies was designated as a managing agent, responsible for ensuring programmatic and financial accountability. Under the UNDAP, the UN organizations collectively report on achievements at outcome and output levels, and its annual report is presented to the government-United Nations joint steering committee. Programme working groups undertake all inter-agency coordination related to planning, monitoring and reporting against the UNDAP outcomes. Monitoring and evaluation (M&E) activities are undertaken in line with the results matrix and the M&E strategy of the respective UN framework (UNDAF or UNDAP). At the project level, the Government, implementing partners and UNDP are responsible for agreeing on the necessary M&E mechanisms and tools and developing an evaluation plan.

Chapter 4

UNDP'S CONTRIBUTION TO DEVELOPMENT RESULTS

This chapter presents a summary of UNDP performance based on the four criteria — relevance, effectiveness, efficiency and sustainability — by drawing on assessments of individual outcomes. Results are presented at the cluster level: Democratic Governance; Capacity Development; Private Sector and Trade; HIV and AIDS; Crisis Prevention and Recovery; Environment and Natural Resources Management; and Energy and Climate Change.

4.1 DEMOCRATIC GOVERNANCE

2007–2010/2011

- Strengthened political, parliamentary and electoral systems that enhance effective participation and representation, bearing in mind gender considerations, and greater political tolerance, oversight and credible elections (Outcome 17)
- Enhanced and accessible systems of justice, law and order, public information and education that promote and protect human rights and freedoms (Outcome 18)
- Strengthened national and local structures and systems of governance that foster the rule of law, promote gender equality, combat corruption and promote accountability and transparency (Outcome 19)

2011–2015/2016

- Relevant MDAs advance key national strategies for good governance (Outcome 33)
- Tanzanian Government advances fulfilment of its international treaty obligations (Outcome 35)
- Key institutions effectively implement their election and political functions (Outcome 36)

4.1.1 OVERVIEW

During the 2007–2010/2011 period, UNDP engaged in activities supporting three outcomes. The key objective of Outcome 17 was to support the government's reform initiatives by strengthening key democratic institutions, including Parliament, electoral management bodies, political parties and civil society. The goal was to help them develop capacities for addressing challenges to democracy and governance. Under this outcome, UNDP's work included four projects: Strengthening Efforts to Deepen Democracy in Tanzania (DDTP);[20] Election Support (ESP);[21] Legislature Support (LSP); and Strengthening Transparency, Integrity and Rule of Law.[22]

Under Outcome 18, UNDP had a broad range of goals, including (i) fair, transparent and speedy administration of justice; (ii) ratification

20 The key activities and outputs included the nationwide consultation on the National Civic Education Strategy; seminars and workshops for parliamentary staff and the media for the National Assembly and Zanzibar House of Representatives support; awareness-creation activities for political party leaders on the role of the Registrar of Political Parties; and civic education around the election, with training of 5,000 police officers.

21 The key deliverables included training of officers; provision of ICT equipment and development of a strategic plan and logistic plans to help the NEC and ZEC prepare and manage elections; development of voter education reference groups and informational materials; training of journalists and amendment of the Media Codes of Conduct; and identification of potential hot spots and risks of violence, which included public order courses with trainers from the British National Policing Improvement Agency.

22 See Annex 4 for a list of projects and related information. No project documents were available on the LSP or Strengthening Transparency Projects for this period.

and implementation of international human rights conventions and capacity building of rights-holders; (iii) harmonization of legal regimes in marriage, inheritance and land tenure; (iv) advancement of partnerships to address gender-based violence, sexual harassment and HIV and AIDS; (v) comprehensive response, advocacy and communication to address the AIDS epidemic; and (vi) strengthened government capacity to communicate its policies and strategies to the public. However, information pertaining to the project for this outcome was not available due to the loss of documents in the 2011 floods.[23]

Outcome 19 aimed at building more efficient, accountable and transparent public institutions with enhanced capacity to deliver services. The projects under the outcome included Strengthen Capacities to Combat Corruption and Strengthening Anti-corruption Strategies in Tanzania.

In the current period, UNDP is expected to contribute to three outcomes under the UNDAP. Outcome 33 aims at supporting MDAs to better coordinate core public sector reforms, with the goal of more coherent and rapid improvements in good governance; and to help the government of Zanzibar identify and support selected core reforms. UNDP's work under the outcome includes the Legal Sector Reform Project (Zanzibar) and Support to National Anti-corruption Mechanisms Project for both mainland, in collaboration with the Prevention and Combating of Corruption Bureau (PCCB), and Zanzibar, with the President's Office, Public Service and Good Governance.

Outcome 35 is designed to promote human rights through development of a comprehensive national human rights action plan and education strategy (Support to National Human Rights Action Plan [NHRAP]). The objectives of Outcome 36 are to enable members of Parliament to respond to the plans of each legislature, better fulfil their responsibilities to provide representation, develop legislation and provide oversight, including oversight of poverty reduction strategies, and support political parties to promote internal democracy and the leadership of women. UNDP's key projects include the LSP for both the National Assembly and the Zanzibar House of Representatives and the Democratic Empowerment Project (DEP), which is involved in building the capacities of election management bodies.

The projects in all outcomes were preceded with a needs assessment mission, background analysis or detailed evaluation of a previous relevant intervention. These initial activities were consultative to ensure the projects would reflect stakeholders' views and preferences. They allowed UNDP to design its projects from informed positions, facilitating a smooth link with national needs, development priorities and strategies. They also enhanced ownership of the projects by national stakeholders based on the shared understanding of the situations and emerging issues.

4.1.2 RELEVANCE

The objectives of the outcomes under the Governance Cluster were appropriately anchored in national policies and priorities. The approaches taken by UNDP, including the use of needs assessment missions and the emphasis on national implementation, were appropriate in improving programme relevance.

The objectives of Outcome 17 represented by projects such as DDTP and ESP were in line with the main MKUKUTA outcomes, especially good governance and the rule of law, and democracy and political and social tolerance. In Zanzibar these projects contributed to achievement of MKUZA's cluster III objectives on

23 Based on the ROARs for 2010 and 2011, the Strengthening Transparency, Integrity and Rule of Law Project was associated with this outcome, and Capacity for Conflict Mediation was grouped under this outcome under the Atlas classification of projects. However, no documentation was available for review on either of the projects (e.g. project content and implementing partners), except for a 'note to file' informing about the closure of the projects and loss of all files due to the December 2011 flooding.

promotion of participatory democratic governance and good governance practices at all levels. The approaches taken by UNDP in the projects were also relevant. The ESP commenced after a needs assessment mission that recommended a dedicated UN Electoral Assistance Project in support of the National Electoral Commission (NEC) and Zanzibar Electoral Commission (ZEC), including provision of technical expertise and advisory services. The DDTP trained trainers who, in turn, trained other police officers. It also provided training materials for their upscaling of the training over time.

The National Strategy for Poverty Eradication argues that reducing poverty and improving quality of life require effective, transparent and accountable use of resources in a fair and corruption-free system. This was the basis for Outcome 19, on pursuing anti-corruption efforts. The outcome was well aligned to one of the cross-cutting issues in MKUKUTA, fostering transparency. In Zanzibar anti-corruption efforts are anchored in MKUZA's cluster III on good governance and national unity. All projects under Outcomes 19 and 33 were implemented through NIM, in which national implementing partners take ownership of project implementation. This approach helped to strengthen the two implementing partners, the PCCB (in the mainland) and the Zanzibar Anti-corruption and Economic Crimes Authority (ZAECA), which serve as the centerpiece of anti-corruption efforts. Legal sector reform was also anchored in the Ministry of Justice and Constitutional Affairs, building its capacity and those of the Judiciary and the Director of Public Prosecutions.

At the start of the NHRAP Project (Outcome 35), UNDP undertook an analysis of the gaps in UNDP's human rights portfolio to ascertain the appropriate way to strengthen its role in supporting human rights and access to justice. This enabled project designers to link the project to existing needs and gaps. The result was a recommendation for the Government to develop a national human rights action plan with assistance from the Commission for Human Rights and Good Governance (CHRAGG), civil society, the UN and other development partners.[24] The goal of the project was also aligned to MKUKUTA Goal 3 on promoting and protecting human rights for all. ADR interviewees agreed that UNDP's approach to promoting consultations involving the Government, CHRAGG and civil society was relevant to the local situation. It allowed a good balance between upstream and downstream engagement with relevant stakeholders during project design.

The objectives of the LSP and DEP projects (Outcome 36) also reflect the values and goals underlined in national policies.[25] The interviewees agreed that these projects were relevant, noting the significance of developing the capacities of directly relevant entities, e.g. the National Assembly, Zanzibar House of Representatives, ZEC, NEC, civil society groups, the police force, political parties and the Registrar of Political Parties, with lessons drawn from the needs assessment missions.

4.1.3 EFFECTIVENESS

While there are variations across the outcomes, UNDP has broadly contributed to bringing about changes in the governance context in the country, influencing both upstream and downstream terrains.

24 United Republic of Tanzania, Ministry of Constitutional and Legal Affairs, 'National Human Rights Action Plan, 2013–2017', Ministry of Constitutional and Legal Affairs, 2013, p. 1.

25 For example, MKUKUTA's Cluster III goal 5 emphasizes reduction of political and social exclusion and intolerance; and goal 6 focuses on improved personal and material security, with the target of ensuring institutions of government (such as the police courts and prisons) observe human rights and ensure justice and security for all citizens. In Zanzibar, MUKUZA II focuses on promotion of broad-based and inclusive participation in the development process and promotion of gender equality and empowerment of special groups. The LSP is also in alignment with the National Assembly Corporate Plan and Strategic Plan.

The progress made in each of the Governance-related outcomes can be summarized as follows:

Under Outcome 17, progress was made in terms of the oversight and representation functions of the legislatures. For example, National Assembly staff members, including legal drafters and committee clerks, were reported as more knowledgeable and better at performing their functions following UNDP interventions. They were said to be providing well-researched inputs to support committees and the National Assembly. Members of Parliament and of the Zanzibar House of Representatives were also described as more knowledgeable on information and communication technologies (ICTs) and well-researched in their questions and contributions in the houses, citing authorities appropriately and scrutinizing the budget and other bills with rigour.

Through the DDTP, UNDP was recognized as having enabled the Tanzania Centre for Democracy, a civil society organization, to deliver training to over 800 political party leaders across the country. This strengthened the centre's capacity for training and spreading benefits to the regions and districts. Its support to civic and voter education worked with and benefited people across socioeconomic and gender groups, making it easier for women and poor people to understand the electoral system in both the isles and the mainland. Regarding efforts to reform laws that affect democratic practices, some analysis had been performed and recommendations made to merge electoral laws. However, the recommendations had not been carried through at the time of the assessment, pointing to a rather slow process of legal reform of electoral laws and procedures.

In terms of election support initiatives, the NEC and ZEC successfully carried out the 2010 elections with support from UNDP and development partners. At the time of the ADR, some political parties were beginning to hold party elections and bringing their disputes to the Registrar of Political Parties, recognizing its critical role in party politics. Support to election-related security was reported as having enabled the police to respond professionally to incidents of violence during the election. However, a few challenges were raised in terms of (i) the provision of support to electoral management bodies too close to the elections, when campaigns had already started; (ii) low voter turnout, especially of women, despite improvements in voter registrations compared to the 2005 election; (iii) limited government financial support to ZEC, leaving many activities underfunded; (iv) insufficient training of some polling clerks due to the limited time frame; and (v) lack of electoral management staff in the districts, hampering their ability to register and educate voters throughout the electoral cycle.

On Outcome 18 the evaluation team was unable to establish the extent of programmatic progress or achievements, as no records were available. There was no information about programme design and concept, status of implementation or results of specific projects designed to contribute to the outcome. As the objective of the outcome was too broadly and generally defined, the team noted that some aspects of the envisaged objectives have been addressed in other outcomes under the Governance and HIV and AIDS Clusters.

Under Outcome 19, UNDP contributed to (i) development of the National Anti-corruption Strategy and Action Plan (NACSAP) II, and its report mechanism, which has strengthened public service delivery, transparency and accountability in the conduct of public affairs; (ii) training in investigative journalism; (iii) establishment of a new anti-corruption agency in Zanzibar, ZAECA; (iv) public awareness on corruption across the mainland, through establishment of anti-corruption clubs in 1,688 primary and 7,330 secondary schools; (v) establishment of integrity committees in the MDAs and LGAs;[26] and (vi) training and ICT equipment support to PCCB.

26 The integrity committees constitute a major shift in how public officers' transparency is reviewed in the work place and in creating awareness about anti-corruption in the conduct of public affairs.

The factors contributing to success were reported as UNDP's strong working relationship with the Government, based on mutual respect and trust; political will; and UNDP's financial support, particularly to Zanzibar, where the UNDP programme was the single most important source of funding for anti-corruption efforts. The capacity of PCCB was reported as having improved. Positive results were noted in investigating corruption cases and securing convictions; creating public awareness through creation of anti-corruption clubs in schools;[27] and training of Integrity Committee members and even journalists.

However, UNDP's overall contribution to the outcome was mixed. Despite the initial intent to have strong participation by CSOs and the media in improving institutional capacity, the actual involvement of these groups appeared limited in combatting corruption and creating awareness. For example, the implementation reports primarily addressed how institutions such as PCCB implemented fights against corruption in CSOs, the private sector and the media, rather than how it worked with these actors in synergizing efforts against corruption. The groups' work and results, in terms of the extent of change, were poorly documented by UNDP and implementing partners.

Many of the initiatives under Outcome 33, on advancing national strategies for good governance, were ongoing at the time of the ADR and were on course to achieve their outcome. The legal sector reform programme in Zanzibar, supported by a UNDP technical specialist, facilitated the realization of the Children's Act and created awareness of gender-based violence as a crime. A comprehensive legal sector reform programme, complete with an implementation strategy and action plan, was endorsed by the cabinet. The reform was firmly in place in Zanzibar, and officials reported that it has started to pay dividends. For example, the case backlog in the courts has been reduced and judiciary staff has become more motivated.

Regarding national anti-corruption mechanisms, under NACSAP II awareness increased, especially through anti-corruption clubs (NACSAP III had been formulated through an inclusive consultation process, but was yet to be launched at the time of the ADR). In Zanzibar, ZAECA was reported as having taken charge of anti-corruption efforts. With support from UNDP it has developed a strategy and action plan, recruited staff and sent some staff, from PCCB and other units, on short training courses in Switzerland. Awareness of anti-corruption efforts had also increased and citizens were reporting corruption tendencies to ZAECA.

Overall, the projects under the outcome have reached a broad audience. Based on the interviews, the anti-corruption clubs in schools and colleges have broadened citizen involvement in anti-corruption efforts downstream; and the development of an anti-corruption strategy and action plan in Zanzibar plus enactment of the Children's Act have advanced the overall policy approach with regard to anti-corruption and juvenile justice.[28]

Efforts to achieve Outcome 35, on fulfilling international treaty obligations, were on course. While it was still too early to ascertain the extent of policy change and the breadth of the outcome, critical elements for broad-based change exist. The main outputs thus far included

27 The anti-corruption clubs across the country and the extent to which members used the forums to discuss the corruption scourge, as well as the rapport they enjoy with PCCB, brought about broad positive changes. Source: M. Wang'ati and R. Shah, 'Evaluation of the Enhanced Anti-Corruption Strategy and Action Plan II (NACSAP II) 2008–2011 for the Republic of Tanzania', UNDP Tanzania, 2012, p. 17.

28 As envisaged in the MKUKUTA/MKUZA, the projects contribute to poverty alleviation and benefit both the poor and the rich, and both young and old. In Zanzibar the legal sector reforms were reported as having enabled women and children to start accessing justice. Government officials reported that the quality of services delivered to citizens has improved due to awareness campaigns on State responsibilities to the people, also benefiting both the poor and the rich across age groups.

formulating and launching the NHRAP as well as its M&E system, by enhancing the capacity of CHRAGG and training MDAs and LGAs on human rights principles and awareness creation. The NHRAP will be implemented by, among others, MDAs, LGAs, CSOs and villages. They are expected to integrate and institutionalize the activities in their annual work plans and budgets. Thus the outcome straddles local, regional and national levels and anticipates change in policy and practice at all levels of Tanzanian society. Changes have already occurred, such as the launch of the NHRAP by the Vice President and his call for support for its implementation. The media was one of the groups approached during the process of developing the NHRAP M&E system, thus becoming part of the implementation mechanism.

The NHRAP also directly and indirectly reaches and benefits people across gender, class and sector lines. It was developed in the context of strategies for national development and poverty eradication, including Vision 2025, MKUKUTA II and MKUZA II. In addition the NHRAP is based on the premise that human rights are indivisible, interrelated and interdependent, so that better realization of one right facilitates realization of the others. Likewise, deprivation of one right adversely affects the others.

Continuing with the projects implemented under Outcome 17 of the previous cycle, the legislative and election support efforts under Outcome 36, on effective implementation of institutional functions, were on track. In the Legislatures Support Project, both the Zanzibar House of Representatives and the National Assembly have received technical assistance in the form of training for members and staff, as well as ICT equipment. Their improved performance and capacity to exercise better oversight of the executive, particularly in representing respective functions and budget and bills analysis, was favourably reported at the time of the ADR. In particular, the National Assembly had completed workshops for members and staff on MKUKUTA and MDGs, with a view to giving them an edge in analysing development strategies.

On women's participation in politics, it was reported that the National Assembly Women's Caucus trained and mentored women leaders in villages, who have begun to aspire to positions of local authority. The caucus has also lobbied for women in higher party offices, which led to appointment of women as Deputy Secretary General of the Civic United Front party and Vice Chair of the National Convention for Construction and Reform (Mageuzi) party.

Through the DEP programme, NEC and ZEC have received ICT equipment and training, logistical planning support and financial resources. Interviewees reported that this had increased stakeholders' faith in the work of electoral management bodies, particularly in Zanzibar.

The overall level of outreach of the projects under the outcome has been high. The role of the Media Council of Tanzania in monitoring the media around election times and in training media representatives on the code of ethics was reported as having successfully encouraged media outlets, both city-based large entities and FM radio stations, to cover elections in a responsible manner. This has led to more neutral reporting on elections and politics, and media owners acknowledged that quality reporting drove sales up. The ADR also noted strong links between efforts under Outcome 36 and UNDP's overall efforts in pursuing equity and poverty reduction.[29]

29 The interviewees generally noted that all initiatives under the projects – e.g. attempts at supporting peace architecture and preventing post-election conflict by training police officers on human rights and their role in elections; strengthening political parties and promoting inter-party dialogue; carrying out voter and civic education; and sensitizing the media on their code of conduct – have contributed to security for people and property. This ultimately offered a conducive environment for the pursuit of livelihoods for men and women, poor and rich, youth and old, and across ethnic groups.

4.1.4 EFFICIENCY

The degree of managerial and programmatic efficiency was mixed across outcomes. Efficiency results of projects were affected by the timeliness of project start-up, appropriateness of project monitoring and reporting practices, and consultation processes. Financial disbursements were largely timely from UNDP, but government red tape slowed some implementing partners' access to funds.

Most of the projects under the Governance Cluster have taken the NIM approach in project implementation, whereas the ESP was under the DIM. In both cases, the practices pertaining to project oversight, reporting, stakeholder consultation and timing of funds were highlighted in discussions about efficiency, with implementing partners and development partners often having different views. Key issues raised under the outcomes are summarized as follows:

Outcome 17 had mixed results with regard to managerial efficiency. For example, the DDPT Project was reported as generally efficient owing to sufficient resources and timely disbursement of funds. In the election support area, critical challenges were raised regarding UNDP's weaknesses in financial reporting, such as delays in closing accounts and incomplete reports, and timely project start-up, due to delays in recruitment of staff. Other issues raised were the ESP monitoring reports, which were reported as of good quality but often delayed, and the insufficiency of efforts to reflect development partners' views in project design.

On support to anti-corruption, Outcome 19, favourable mention was made of UNDP's approach of concentrating its resources on activities that produced results, in terms of creating awareness and deterrence through investigations and prosecution. Some delays were reported in disbursements to implementing partners, but the problem was not reported as significant. The evaluation report, however, highlighted weaknesses in NIM, including poor reporting practices and lack of communication and transparency between UNDP and contributing development partners.[30]

Implementing partners delivering projects under Outcome 33 reported mixed experience in terms of timely receipt of funds, although all were eventually received as per budgets and work plans. This inefficiency affected the quality and consistency of activities. NIM-delivered projects are anchored by implementing partners such as PCCB, which, without being independent from the Government, are required to receive UNDP funds from the Treasury. This increases red tape, leading to longer wait times and consuming more resources. Development partners also mentioned the need for significant improvement in the quality of monitoring reports.

NHRAP-related activities under Outcome 35 were largely viewed as efficiently handled. Interviews revealed that resources were used as budgeted to implement planned activities on time and to achieve expected results. As of the first quarter of 2013, up to 95 percent of objectives had been achieved on schedule. UNDP monitoring of NHRAP activities was also seen as efficient. UNDP provides technical assistance and works closely with the Human Rights Commission to ensure that activities run as planned and expected results are achieved. Respondents said that it was "easy to discuss" things with UNDP and to come to agreement on the way forward. Resource use in the NHRAP programme was found to be efficient and served to catalyse government funding for human rights work by CHRAGG. It in turn handled NHRAP activities and planned emerging human rights activities whose budget was approved by Parliament although the Government did not cover it all. CHRAGG helped MDAs to build their capacities on human rights issues and M&E principles.

30 C. Vaillant, I. Ahmed, D. Mansfield, A. Bartholomew and I. Kiwango, 'Joint Evaluation of Support to Anti-Corruption Efforts Tanzania Country Report', SIDA and Norwegian Agency for Development Cooperation, Dar es Salaam, p. 28.

The start-up of the LSP (Outcome 36) was relatively smooth, and it thoroughly reflected the analysis from a needs assessment mission.[31] But the DEP had a difficult start, with budget shortfalls and delays in staff recruitment (partly due to UNDP regulations, which did not allow recruitment until all funds were in the system). The delayed start reflected the weak results framework in the underlying project design, which did not sufficiently reflect the local landscape and was not accepted by other development partners. Once launched, the project was reported as having been implemented efficiently. The efforts under the outcome have started producing positive results, especially in the legislatures and the electoral management bodies. The DEP is in a way a continuation of the ESP, and the LSP has DEP components. Hence the three projects fostered sectoral synergy.

4.1.5 SUSTAINABILITY

Some outcomes in the cluster contain strong elements of sustainability, stemming from well-conceived project design, strong capacity-building components and national ownership. In other cases, structural weaknesses of institutions and lack of resources were raised as challenges in ensuring sustainable results.

Based on the analysis of the theory of change, the underlying design of projects under Outcome 17 indicates a strong synergy between strengthening legislatures for oversight, strengthening CSOs and the media for advocacy, and strengthening electoral management bodies for free and fair elections. The ESP also commenced after a consultative needs assessment mission involving the electoral management bodies, political parties, CSOs, non-State actors, the media and development partners.

The projects are also geared towards developing capacity and enhancing ownership by implementing partners and stakeholders. For instance, UNDP provided resources to build the capacity of the police in contributing to free, fair and violence-free elections while respecting human rights. The approach was two-pronged, involving direct training of some officers and training of trainers in the police ranks plus provision of training materials. As a result, the Tanzanian police force now has not just the results of the training but also the means to perform it perennially.

The anti-corruption project completed under Outcome 19 was designed to be implemented through PCCB with collaboration from other actors, such as the media, civil society and the private sector. This did not fully materialize during the implementation phase, limiting the opportunity for sustainable results.[32] Nonetheless, the NIM approach has empowered the Government in the area of governance, through improved technical capacity in PCCB (and the government's commitment to fund up to 80 percent of its budget and establish PCCB offices across the country), creation of Integrity Committees, and UNDP provision of training and ICT equipment. One factor constraining sustainability is the limited financial and operational independence from the President's office.[33]

The sustainability of efforts under Outcome 33 was mixed. In the mainland PCCB was properly linked upstream to the national government (especially the Presidency) and down-

31 For example, the needs assessment mission showed where the National Assembly required capacity building for staff and members, allowing proper alignment to the House strategic plan. The House attended the mission, engaging with project designers to define priorities. This provided the foundation for ownership and active participation of required stakeholders.

32 The media was described as having been only haphazardly involved in the anti-corruption activities, lacking clearly defined activities such as those in the Election Support Project.

33 At the analytical level, the President's Office Good Governance Unit has handled anti-corruption activities and purported to coordinate and oversee the work of PCCB, as well as offered policy direction in ways that undermine the authority of PCCB and significantly duplicated efforts.

stream to schools and teachers' colleges through the anti-corruption clubs. However, PCCB's links with civil society were questioned by some interviewees because of their "lack of openness" in dialogue and lack of transparency. In Zanzibar the Ministry of Justice and Constitutional Affairs was reported to be working closely with Women Lawyers of Zanzibar, Legal Service Centre, the Chamber of Commerce and the Alliance of Non-governmental Organizations of Zanzibar. This expands the prospects for capacity development for and ownership of reform work in Zanzibar.

The process of developing the NHRAP (Outcome 35) was preceded by a thorough needs assessment mission.[34] A consultative approach was used, involving a wide range of stakeholders (e.g. academia, civil society and government), even in developing the M&E system. The project has contributed to improved capacity of CHRAGG and entrenched the protection and promotion of human rights in the Government and Tanzanian society in general. UNDP financial and technical support enabled CHRAGG to spearhead formulation of the NHRAP and enabled it to have the Vice President launch the plan in December 2013. The project is a successful scaling-up of a pilot initiative (ended in December 2012) that had supported formulation of the NHRAP 2013–2017. The current project was formulated to support implementation of the human rights action plan and development of an M&E system for it.

Efforts under Outcome 36 are promising in terms of sustainability. The projects were anchored in national needs and priorities, but more importantly, the overall programme design is robust, self-propelling and sustainable due to synergies and connections between components (e.g. DEP, legislative support and election support).[35] National capacity and ownership were also visible in the projects. For instance the electoral management bodies were reported as having improved their ICT capacity through additional assets and training and their logistical planning capacity through technical support. The political parties have also been sensitized on their relationship with the Office of the Registrar of Political Parties and have started to engage in inter-party dialogue. CSOs have participated in providing voter and civic education, especially through the Foundation for Civil Society, with the result that they understand their role and have sharpened their skills to do their jobs better in the future.

4.2 CAPACITY DEVELOPMENT

2007–2010/2011

- Strengthened budget planning and MKUKUTA/MKUZA monitoring systems that foster participation and gender equality (Outcome 15)
- Increased adoption of equitable pro-poor and gender-sensitive economic policies and programmes (Outcome 24)

2011–2015/2016

- Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies (Outcome 25)
- Government of Tanzania leads more effective aid management and aid coordination (Outcome 28)
- Select MDAs and LGAs have increased capacity for planning, budgeting, monitoring and reporting (Outcome 34)

34 The needs assessment mission analysed gaps within the human rights portfolio and possible ways forward by UNDP to strengthen its role in supporting human rights and access to justice in Tanzania.

35 For example, electoral management bodies are being strengthened through training and provision of ICT equipment, as well as through evaluation of past support, drawing recommendations for reform of laws and practices. This strengthens the legislatures in terms of their oversight of the executive and their accountability to citizens in instituting the legal reforms required to position electoral management bodies to deliver peaceful, free, fair and credible elections. But even that depends on another aspect of the DEP, strengthening of political parties to articulate their policy platforms. This takes place through engaging each other in inter-party dialogue with support from the Registrar of Political Parties, a robust media and the CSO sector (in terms of voter and civic education).

4.2.1 OVERVIEW

The theory underlying the Capacity Development Cluster is that enhanced institutional and human capital development is essential for achieving development results, resulting in more robust institutions, systems and mechanisms. Based on the CPAP, under Outcome 15 UNDP was expected to (i) support the Government to redesign and strengthen its national data collection instruments by incorporating data on cross-cutting themes (a comprehensive MKUKUTA Monitoring Master Plan); (ii) implement communication strategies to widely disseminate and raise awareness on results of the monitoring of MKUKUTA/MKUZA goals; and (iii) strengthen capacity of technical staff in the policy and planning departments of MDAs in effective management and reporting on public resources, including external resources. Key projects included two joint programmes for which UNDP was the managing agent: Joint Programme 4 on Capacity Strengthening for Development Management (JP4) and Joint Programme 5 on Capacity Building for Zanzibar (JP5).[36]

JP4 was designed to strengthen national ownership and government leadership of the development agenda by supporting knowledge generation, analysis and use; planning, budgeting and reporting; and M&E and communication. UNDP's main activities included (i) a review of MKUKUTA (with the Ministry of Finance); (ii) localization of public expenditure review, MDGs and other data collection and policy planning for LGAs (Prime Minister's Office for Regional Administration and Local Government [PMO-RALG]); (iii) supporting the post-graduate diploma course in poverty analysis (Economic and Social Research Foundation/ Policy Research for Development [REPOA]); (iv) advocacy of MKUKUTA/MDGs (Tanzania Association of Non-Governmental Organizations); and strengthening of M&E (Tanzania Training and Facilitation Centre).[37]

With the JP5 focus on Zanzibar, UNDP's outputs were primarily concentrated on one of the three pillars on National Capacity for Development Management.[38] Outcome 24 aimed at improving participation by the Government and civil society in policymaking, analysis and implementation (participatory mechanisms) and improving capacity in pro-poor policy development. UNDP worked on capacity building of regional and local government authorities in delivery of public services and budget planning (National Development Management) and on aid management (Capacity Building for External Resources and Development Management).

In the current period, Outcome 25 (pro-poor policies), under the UNDAP's Growth for Reduction of Income Poverty goal (Cluster I), UNDP is expected to achieve one output: 'selected national policies incorporate strategies for enhancing job-rich dividends and poverty

36 Also included were Strategic Support to Poverty Reduction in Zanzibar, Pro-poor Policy Development and Wealth Creation, and Zanzibar Pro-Poor Policy Development. No documentation was available on Pro-poor Policy Development and Wealth Creation, the largest project budgeted on the list of projects for Outcome 15, except for a project completion checklist signed in April 2012. The Strategic Support to Poverty Reduction in Zanzibar Project was shown as financially closed in 2005 but the final outcome evaluation was completed in October 2008, hence it was included.

37 Other participating agencies were UNICEF, UNFPA, UNESCO, UN-Women and ILO.

38 Under this pillar, UNDP was expected to strengthen Zanzibar's capacity to plan, implement, monitor and report on development results; promote good governance principles of MDAs and participation of non-State actors (including women and vulnerable groups) in decision-making; and improve respect and observance of rule of law and justice and stronger oversight institutions (Director of Public Prosecutions). The other two pillars were Pillar I, wealth creation ('wealth creation, employment and economic empowerment' with ILO, FAO, UNIDO, WFP and UNICEF); and Pillar II, social services ('reduction of maternal, newborn and child deaths and improved social services', with UNFPA, WHO, UNICEF, UN-Women and UNESCO. In addition to the three pillars, support to Micheweni (Millennium Village), one of the most disadvantaged areas of Zanzibar, took place under JP5 to improve social services (health, water, sanitation, education, food and agriculture), supported by UNICEF, UNFPA, WHO and UNESCO with management support by UNDP.

reduction'.[39] Two ongoing projects are (i) Pro-poor Economic Growth and Environmentally Sustainable Development,[40] for which UNDP financially and technically supports the President's Office Planning Commission (POPC), which is responsible for monitoring, analysing and providing guidance on long-term sectoral and development policies;[41] and (ii) the Catalysing Agricultural Development Project, which aims at transforming the agricultural sector to increase productivity and job opportunities, through support to establishment of the Agriculture Delivery Division in the President's Delivery Bureau of BRN.[42]

Outcome 28 (aid management)[43] and Outcome 34 (MDA/LGA capacity in planning, budgeting, monitoring and reporting)[44] are both under Cluster III in the UNDAP, on Governance and Accountability. The aid management project, implemented in both the mainland and Zanzibar, aims to strengthen an appropriate system for managing ODA through use of the aid management platform, related capacity-building and the government's improved ability to communicate with and report to donors.

Under Outcome 34 UNDP's three designated outputs were (i) an enhanced role of the Planning Commission for national policy coherence; (ii) operationalization of national development (MKUKUTA/MKUZA) monitoring and reporting systems; and (iii) MDA/LGA capacity in policy and poverty analysis, public finance and management. The project Capacity Development for Results-Based Monitoring and Auditing is designed to respond to the government's need to facilitate the public financial management reform agenda. It also addresses capacity gaps in M&E, particularly at sub-national and community levels, and supports localizing MDGs through the use of the MDG Acceleration Framework and ICT.[45]

UNDP has worked with the National Audit Office to help strengthen its functions, including its follow-up of recommendations with MDAs/LGAs (Support to Capacity Development in Public Financial Management); supported the Zanzibar President's Office, Finance, Economy and Development Planning in tracking and assessing the progress of MKUZA and MDGs through the MKUZA Monitoring System (Evidence-based Planning and Monitoring of

39 ILO also contributes to the output. The outcome was supported also by UNIDO, FAO, UNFPA, UN-Women, UNEP and UNESCO.

40 It aims at reducing poverty through promotion of inclusive, sustainable and employment-generating activities and development and management of pro-poor, environmentally sustainable policies.

41 The Planning Commission, a think tank, was restructured into the President's Office in 2008, when the planning function was moved out of the (then) Ministry of Finance and Economic Affairs. Out of its mandate, POPC developed the Five-Year Development Plan (FYDP) and the Long-Term Perspective Plan (LTPP) 2011–2025 to guide the key investment areas and help implement the MDGs and Vision 2025. It links the Vision 2025 (long term) and the FYDP (medium term) plans. UNDP agreed to support the 'pro-poor' project (2012–2015) to support POPC implement the FYDP and LTPP. POPC's analytical work is supported by the Department of Economics of the University of Dar es Salaam, with which it established a memorandum of understanding (signed in June 2012) designating the department as the managing and coordinating institution for many of the project components.

42 The three-year project ($9.5 million) is jointly funded by the Bill & Melinda Gates Foundation and UNDP.

43 Only UNDP contributes to this outcome.

44 At the outcome level, this outcome is contributed to also by UNICEF (with MoFEA and PMO-RALG on operationalization of the integrated planning, budgeting and monitoring and reporting guidelines and tools in LGAs; and with the National Bureau of Statistics on improved data monitoring on children); and United Nations Capital Development Fund (UNCDF) (with the Ministry of Finance and Economic Affairs and PMO-RALG on LGA capacity in identifying funding for infrastructure and services).

45 Economic and Social Research Foundation (ESRF), 'Development for Results-Based Monitoring, Evaluation and Auditing Project: Mapping Rural ICT Adoption, Knowledge Management, Ecosystems and Livelihoods in the Context of MDG Acceleration Framework Pilot Project – Bukoba Rural District,' 2014. To fast-track the achievement of MDGs, UNDP has collaborated with POPC, the Netherlands Development Organization and other partners to focus on access to information and localization of MDGs.

MKUZA I); and supported production of the Tanzania Human Development Report as a way of monitoring MKUKUTA implementation (Tanzania HDR Project).[46]

4.2.2 RELEVANCE

The objectives of UNDP support were aligned with the national priorities identified in the Tanzania Development Vision 2025 and Zanzibar Vision 2020, MKUKUTA and MKUZA, and the Five-Year Development Plan. UNDP's focus on building strong institutional capacity, pursued through its projects, was relevant to the successful implementation of those national development frameworks.

The outcomes related to capacity-building were geared towards direct support for government efforts to reduce poverty and achieve the MDGs, or for creating the enabling conditions for them to do so. UNDP's primary area of support appropriately concentrated on filling critical gaps and strengthening institutional and human capital in policy analysis, planning, coordination, implementation and monitoring of poverty strategies, as the successful implementation of national development goals requires a strong foundation in those areas.

The principles of the outcome objectives are aligned with MDG 1 on eradication of extreme poverty and hunger, as well as the country's MKUKUTA and MKUZA.[47] However, capacity gaps have continued to be raised and highlighted in key national strategy papers. This includes the review of the first MKUKUTA/MKUZA and the Five-Year Development Plan, particularly in the areas of public finance management and participation by stakeholders in addressing multi-dimensional poverty and related national policy planning and implementation.

UNDP's projects under the review period address those issues. Support to aid management and aid effectiveness is critical, given that over 40 partners financially support development goals in Tanzania and the country depends significantly on foreign ODA, which requires coordination in planning and monitoring. Capacity strengthening for public finance management has been carried out with the key audit institution in Tanzania, the National Audit Office, as the implementing partner.

The Tanzania HDR Project is designed to aid in monitoring progress towards achievement of Vision 2025 and the relevant medium-term strategies. The theme of the 2014 report was appropriately chosen as 'Economic Transformation for Human Development', reflecting the country's limited progress in reducing poverty despite its economic growth.[48] UNDP's support to the agriculture sector through establishment of the Agriculture Delivery Division to oversee and implement national plans for agriculture, under the Catalysing Agricultural Development Project, supports operationalization of one of the key sectors, agriculture, stipulated in BRN. Hence it also supports the country's aspiration of becoming a middle-income country by 2025.

4.2.3 EFFECTIVENESS

Specific deliverables were produced in the programme in the areas of support to the national monitoring system, formulation of development plans, aid management and facilitation of

46 The project, implemented by a think tank, ESRF, in collaboration with the National Bureau of Statistics, the University of Dar es Salaam, and a policy research institution (REPOA), is expected to produce two reports, in 2014 and 2016.

47 For example, MKUKUTA Goal 1.2, 'reducing income poverty through promoting inclusive, sustainable and employment-enhancing growth', and Goal 3.2, 'improving public service delivery to all, especially to the poor and vulnerable'; and MKUZA Goal 1.2, 'promotion of sustainable and equitable pro-poor and broad-based growth', and Goal 3.3, 'strengthened rule of law, respect for human rights and access to justice'.

48 Tanzania HDR 2014, Concept Note, August 2013, p.1. It notes that "the country attained a growth rate of above 6 percent annually between 2001 and 2012 against the target of 8 to 9 percent per annum set in the Development Vision 2012," prompting internal discussions ("serious soul searching") on why Tanzania has not made progress reducing poverty of its people despite its sound economic performance.

the MDGs, among others. The capacity of local authorities remains insufficient.

The major contributions in monitoring MKUKUTA/MKUZA (Outcomes 15 and 34) included (i) review of the first national strategy for growth and poverty reduction and development of the second round of strategies, MKUKUTA II and MKUZA II, informed by disaggregated data on gender, environment and HIV and AIDS from the Household Budget Survey and the National Accounts, both successfully endorsed by the Government; and (ii) development of a new platform (MKUKUTA II Monitoring Master Plan) following review of the MKUKUTA monitoring system. It includes a new indicator framework and communication strategy, promoting gender equality, inclusiveness and participation of all relevant stakeholders. An important factor supporting these was the sense of ownership demonstrated by the Government and its commitment to achieving the long-term development agenda. In Zanzibar, MKUZA II has also incorporated its Monitoring Master Plan, established through stakeholder consultation. In providing financial and technical guidance, UNDP played a role in facilitating preparation of analytical studies, CSO consultations and process coordination. This ensured that cross-cutting issues were reflected in activities.[49]

On support to aid management and effectiveness, the reported achievements at the close of the 2007–2010/2011 programme (Outcomes 24 and 28) were an independent analysis of the effectiveness of UNDP programme support in aid management, preparation of the ODA manual and roll-out of the aid management platform.

The aid management platform, a web-based application to manage external resources, was developed by the Ministry of Finance, with UNDP financial support and support for training government staff. It has enabled the concerned departments at the ministry in both mainland and Zanzibar to generate and disseminate aid information regularly, helping to improve data access and systematic planning, tracking and reporting of development assistance flows. At the time of the ADR, officials reported favourably on the benefits of this readily available information for monitoring, budgeting and planning, in alignment with MKUKUTA/MKUZA.

Officials also applauded the improvement in data accessibility, transparency and accountability, particularly in relation to donors. However, the system requires continual upgrading and monitoring to improve data quality. Some users reported lack of consistency compared to other data in the country, and called for improved harmonization of data overall. M&E training has been delivered to government officers, including those in the Department of Policy and Planning at MDAs, and the M&E units have been set up in all ministries. Yet overall MDA/LGA capacity to undertake the tasks was reported as still weak.

The true utility of the system is also yet to be demonstrated, as transparency issues remain significant.[50] To improve coordination and effectiveness, UNDP financially supported the Ministry of Finance (through NIM) to develop the Development Cooperation Framework, which replaced the Joint Assistance Strategy for Tanzania.[51] While UNDP's support to building the capacity of the Ministry has been critical, interviewees also highlighted the need for deeper engagement and dialogue with development partners on aid management and effectiveness. Currently, the Development Partners Group is the main mechanism for coordinating and harmonizing the partners'

49 UNDP, with other development partners, supported the establishment of a multisectoral committee on gender, a mechanism that oversees the systematic mainstreaming of gender in the new MKUKUTA/MKUZA (ROAR 2010).

50 In October 2014, some donors announced suspension of funds, citing corruption and misappropriation of funds. The investigation by the Controller Auditor General was under way at the time of the ADR.

51 At the time of the ADR, the Development Cooperation Framework was on track for cabinet approval. It is expected to enhance the government's aid effectiveness and its global partnership for effective development cooperation.

policy priorities, and it serves as the anchor point to ensure dialogue between the Government and development partners. UNDP hosts its secretariat, coordinating the Group's work.

UNDP supported the POPC (Outcome 25) by providing opportunities to learn about best practices in other countries in developing pro-poor development policies. This support has contributed to development of Big Results Now, launched by the President in February 2013, and to prioritization of the six sectors that can contribute significantly to economic growth. The performance indicators for each sector were defined, and recruitment of a project manager was in process at the time of the ADR. In further follow-up of BRN, UNDP support to the Agriculture Delivery Division, which falls under BRN, was launched with signing of the project Catalysing Agricultural Development in October 2013.

Results were yet to be available, but at the time of the ADR, three of the seven division staff had been recruited, its strategic plan was in development and stakeholder consultations were taking place to improve coordination across the line ministries.[52] Challenges reported included (i) the difficulty of establishing a unified strategy in the agriculture sector across existing plans;[53] (ii) constraints on project funding arising from the fact that BRN activities were not fully aligned with the government budget processes, so some of the ministries had not allocated resources for the 2013–2014 BRN agriculture initiatives; and (iii) lack of clarity on how to strengthen local capacity for strategy development.

Tanzania is one of the MDG Acceleration Framework pilot countries. The compact signed by the Ministry of Finance and UNDP is designed particularly to address MDG 1, on reduction of hunger and poverty. To address regional disparities in MDG progress, POPC selected two districts (Bukoba and Bunda) to implement MDG Acceleration Framework solutions and actions after 2012. In Bukoba the pilot activities were making progress in terms of raising awareness among farmers on the new farming practices (e.g. sunflowers, cassava, upland rice and fish-farming. Particularly helpful was establishment of ICT-based information and agricultural resource centres and demonstration sites, and increased use of communication tools, particularly mobile phones. A recent study also recognized the critical importance of linking all relevant societal issues, from national poverty policies to gender and environment issues, as part of awareness-raising efforts among farmers and agricultural extension officers.[54] The post-MDG discussions were under way, led by the POPC.

As part of Outcome 34, which supports MDGs/LGAs in capacity-building for planning, budgeting, monitoring and reporting, UNDP has taken some distinctive approaches that have produced tangible results. For example, the Post-Graduate Diploma Programme in Poverty Analysis has graduated 192 students since its inception in 2004.[55] This has increased the pool of personnel trained in designing and implementing pro-poor growth strategies and performing analysis at both public and private institutions. The research entities collaborating with the programme were reported as having increased their capacity to conduct research and in teaching and advocacy.

In addition, the primary focus under the Tanzania HDR Project has been on putting

52 The agricultural sector line ministries include Agriculture, Food Security and Cooperatives; Livestock and Fisheries Development; Industry and Trade; Water; and PMO-RALG.

53 There are, for example, the Southern Agriculture Growth Corridor and the *Kilimo Kwanza* (Agriculture First) initiative of the Agriculture Sector Development Programme, in addition to BRN.

54 ESRF, 'Development for RBM, Evaluation and Auditing', Bukoba report, pp. 8-9, 2014.

55 This part-time one-year course is delivered by ESRF, REPOA and the International Institute of Social Studies in the Hague, through distance learning with workshops. ESRF is financially supported by UNDP.

human development at the centre of economic transformation and development. Key outputs delivered so far include a completed concept note for the 2014 report and publication of 6 of the 10 planned background research papers. Good partnership between the Economic and Social Research Foundation (ESRF) and its research networks and individuals, as well as financial and technical support from UNDP, were reported as having been essential for operations. However, at the time of the ADR, limited interventions were observed at community level. This is an area requiring attention in the new country programme, given the economic growth expected following the recent discovery of natural gas.[56]

4.2.4 EFFICIENCY

The use of NIM for project implementation, attention to the utility of South-South cooperation and partnerships with local institutions have contributed to programme efficiency. Challenges were identified in fund disbursements, affecting programme implementation, as well as in M&E and staff turnover.

All projects under review were implemented by national implementing partners, including government ministries, research and academic institutions, and CSOs, under the NIM modality. This modality was appropriate as it builds national capacity and ownership. UNDP's role has included providing technical and financial assistance, supporting procurement of goods and services, and developing terms of reference for recruitment of consultants, as requested by the implementing partners.

Partnerships in various forms have been a critical element in the cluster. South-South cooperation has been key to establishing links between the Government and non-DAC donors, such as with China and its business and poverty research communities. Partnerships have also been useful in making lessons accessible for use by implementing partners, such as the Ministry of Finance and POPC. The BRN initiatives have strongly benefited from this approach. Collaboration with UNVs has also been an integral part of UNDP support for building local capacity. UNVs, for example, have conducted programme needs assessments and developed project proposals to support capacity-building in health, education and income-generating activities, such as bee-keeping, goat-rearing, seaweed harvesting and rice farming in Zanzibar.

The projects under review have also been implemented through collaboration with research and academic institutions based in the country. ESRF and University of Dar es Salaam, for example, have been assigned to coordinate and manage project activities themselves. In this regard, UNDP should coordinate establishment of a clear oversight mechanism for project implementation involving all players. For example, the post-2015 discussion is an important subject among all partners, and implementation of the MDG Acceleration Framework has been under way by the UN and the World Bank. However, some development partners felt the consultation process for the post-2015 discussions was insufficient. They said that important discussion material was submitted to them at the last minute, leaving little opportunity for them to prepare and contribute to the substance of the plans.

In many projects, delayed disbursement of funds was highlighted as a key bottleneck to programme efficiency, interrupting project activities planned for a given period. Interviewees noted a systemic problem with the timing of funds released through the government Exchequer System and other issues delaying

56 The 2014 Tanzania HDR, titled 'Economic Transformation for Human Development', is expected to be used for monitoring specific human development indicators, including human capacity requirements in the emerging extractive industry. The discovery of natural gas promises economic growth that would require appropriate human capacity to lead the economic transformation.

implementation. These were also reported in the evaluation reports of JP4 and JP5.[57]

As the managing agent for the two joint programmes, UNDP was responsible for coordinating all agencies' work and ensuring accountability and achievement of results. Both programmes faced challenges in programme operations. One was that activity planning was based primarily on the mandate of the individual participating UN agencies, resulting in a fragmented programme framework. Another challenge was weakness in M&E and reporting. In the case of JP5, the administrative burden on UNDP staff (operating out of Zanzibar) was reported as having been significant, with staff overwhelmed by reporting responsibilities on both programme content and administrative aspects, for UNDP and for other UN agencies. The coordination of M&E activities and reports prepared by all implementing partners was said to impose a particularly heavy burden, and a clear M&E plan was lacking. Frequent staff turnover and constant shifting of responsibilities at UNDP were also reported as challenges by the implementing partners and other UN agencies.

4.2.5 SUSTAINABILITY

The prospect for sustainability was seen as relatively weak, due particularly to financial constraints among implementing partners.

Many of the project documents under review implied that capacity-building efforts would continue after completion of the projects. However, these documents did not clearly articulate an exit strategy or identify how those efforts should be carried out and scaled up in the future.

On aid management and effectiveness, support to the aid management platform has not been officially included in the government budget, and the contract with Development Gateway, the consultants who manage the system, is due to end in June 2015. While the Ministry of Finance is expected to take over the system, as noted in the project document, clear continuation plans have not been made. Efforts to build M&E capacity among MDAs and LGAs have just begun, and these entities do not yet have the capacity to be self-sufficient in their duties. The Ministry of Finance and POPC have improved their skills for effective engagement in dialogue, but they also require continued efforts.

The ESRF, which is responsible for providing technical and administrative resources to produce Tanzania's HDRs, has been instrumental in continuing with the project. Yet budget has not been allotted to this as a government-owned initiative, and UNDP is expected to continue its financial support. On support for the BRN-Agriculture Delivery Division, the division is meant to be a key focal point to lead agricultural development, but issues have already been raised concerning adequacy of resources at regional and district levels.

4.3 PRIVATE SECTOR DEVELOPMENT

2007–2010/2011

- National productivity and competitiveness are improved through decent employment opportunities, equitable access to and effective use of productive resources, and greater market access (Outcome 16)

2011–2015/2016

- Relevant MDAs, LGAs and non-State actors enhance structures and policies to promote viable pro-poor business sectors and SMEs (Outcome 26)
- Relevant institutions improve national capacities to promote regional integration and international trade (Outcome 27)

57 The JP4 final evaluation noted, "Less than 20 percent of UN exchequer transfers are completed within 20 days; and 50 percent of transfers reach implementing partners within the time span of 21-50 days." During the ADR, the UNDP country office indicated that transfers are completed in the Mainland within 42 days on average, compared to 12 days for Zanzibar. The JP5 final evaluation (p. 61) reported a "cycle of delays" in funding, activities and reporting, due to issues such as problems with decision making, disbursements to UN partners, late reporting from implementing partners, etc.

4.3.1 OVERVIEW

UNDP's approach to achieving Outcome 16 (improvement in national productivity and competitiveness) in the period 2007–2010 involved the following six expected outputs:

(i) Enhanced capacity for implementation of Mini-Tiger Plan 2020 (through special economic zones); (ii) upgraded organizational and supply capacity (internal operations, leadership, resource mobilization, partnerships and gender responsiveness) of SMEs, small-scale farmers, agro-processing enterprises, producer groups and cooperatives; (iii) strengthened and increased public-private partnerships in new pro-poor business models; (iv) improved capacity of the Ministry of Industry, Trade and Marketing (later changed to Ministry of Industry and Trade) to coordinate implementation of national SME policy for pro-poor growth and poverty reduction; (v) better and efficient service delivery due to increased use of ICTs by private and public institutions; and (vi) improved access of youth, women and vulnerable groups including people living with HIV and AIDS and their caregivers to microfinance, micro-insurance, business development services, research and extension services, and agricultural inputs to engage in productive activities.

During the implementation phase, UNDP narrowed its approach to supporting the Ministry of Industry and Trade to implement interventions in horticulture, tourism, fisheries and livestock sectors through the project Capacity Building for Trade Development and Integration in Tanzania.[58] Horticulture and tourism were identified by the diagnostic trade integration study as among the sectors that would bring the highest impact in terms of inclusive growth and poverty reduction. An additional aspect of UNDP's approach to achieve this outcome was its participation in Joint Programme 1 on Wealth Creation, Employment and Economic Empowerment in Tanzania (2008–2011). As part of the DaO, the joint programme was managed by the International Labour Organization (ILO), with UNDP as one of the participating agencies. The programme promoted rural and private sector development, with a particular focus on youth employment and rural livelihoods.[59]

UNDP's approach to achieving Outcome 26 (enhanced structures and policies for promoting pro-poor business sectors and SMEs) involved six major actions: (i) Support for South-South exchanges on the private sector and the rural economy; (ii) support for design and implementation of Millennium Village models; (iii) support for the design of financing modalities through public-private partnership; (iv) training of government legal experts on investment contracts in extractive industries; (v) establishment of a resource centre for contract management; and (vi) strengthening of the public-private partnership dialogue in Zanzibar.

Two UNDP projects contribute to this outcome: Support Attorney General's Chambers on Contract Negotiation, directly linked to action (iv) above on training government legal experts on investment contracts in the extractive industries; and Southern Agriculture Growth Corridor (SAGCOT) Capacity Development (2013–2015), which is linked to action (iii) above on support for design of financing modalities through public-private partnership. This is because the SAGCOT initiative is a private-public partnership that aims to mobilize private sector invest-

58 The project, implemented during 2008–2010, included three key interventions: (i) develop the institutional infrastructure and build its capacity in the Ministry of Industry and Trade; (ii) work with Tanzania's private sector to help it meet international technical standards; and (iii) undertake analytical work to support implementation of the full-scale Trade Integration Strategy programme.

59 The expected shared sets of outputs were: (i) strengthened institutional capacity to implement the national employment creation programme and make employment and incomes central to national policies; (ii) strengthened capacity of MDAs/LGAs and other stakeholders to monitor and manage food and nutrition security; and (iii) increased and equitable opportunities for decent work and rural livelihoods with improvement in agricultural productivity, product quality and market access.

ment to achieve rapid and sustainable growth. It works by facilitating the development of agricultural businesses through economies of scale, synergies and increased efficiencies.

Three other UNDP projects also are meant to contribute to this outcome: (i) Catalysing Agricultural Development in Tanzania–Agricultural Delivery Division,[60] formally classified under Outcome 25, on national institutions' development of pro-poor policies and strategies; (ii) UNV Support to the Strengthening of the Tanzania Chamber of Commerce, Industry and Agriculture for Innovative Business Support Services (2012–2015);[61] and (iii) African Training and Management Services, a UNDP regional project aimed at capacity building for SMEs.

UNDP's approach to achieving Outcome 27 (on improving national capacities to promote regional integration and international trade) involves two key actions: (i) Support trade policy formulation, coordinate related assistance from UN agencies, support national policy dialogues and strengthen intra-government coordination and efforts on trade; and (ii) support national analysis on East African Community Common Market implications and opportunities, consensus-building on recommendations and key MDAs in implementing community harmonization and simplification procedures. The key assumptions are that the Ministry of Industry and Trade coordinates with other MDAs on trade-related interventions and that other East African Community member states harmonize or make policy adjustments in a timely fashion.

So far, only one project has been designed to contribute to this outcome. The Capacity Development for Mainstreaming Trade Project aims to (i) strengthen the capacity of Tanzania's institutions and stakeholders to mainstream trade and formulate and implement pro-poor trade policies that support inclusive and sustainable growth patterns; and (ii) enable Tanzania to become a fully integrated and active player in and beneficiary of the global trading system through mainstreaming trade.

4.3.2 RELEVANCE

UNDP's expected outcomes and activities in this area are fully aligned with national strategies and are relevant to local needs. However, the relevance of the approaches taken is mixed, particularly with regard to the appropriateness of the activities planned. The configuration of the programme portfolio could also be clearer in some cases.

UNDP's expected outcomes and activities in the area of private sector development and trade are fully aligned with national strategies. Its focus is in line with the country's long-term development goals (as established by the Tanzania Development Vision 2025, Zanzibar Development Vision 2020, as well as the medium term goals set forth in the MKUKUTA, MKUZA, and the Five Year Development Plan 2011-2016) in terms of its support to the Government to enhance national productivity and competitiveness; enhance structures and policies to promote viable pro-poor business sectors and SMEs; and improve national capacity for trade integration.

The projects and activities are also well aligned with specific sector strategies and initiatives. These include the Tanzania Trade Integration Strategy, *Kilimo Kwanza* (Agriculture First) resolve, BNR and SAGCOT initiative. All three outcomes are also consistent with the UNDAF and UNDAP, as well as UNDP's major documents such as its Strategic Plan 2014–2017, Private Sector

60 The project has the following expected outputs: (i) Improved coordination and efficiencies across agriculture sector lead ministries; (ii) improved agricultural sector growth, markets and productivity; and (iii) enhanced implementation capacities in agriculture sector lead ministries.

61 The project aims at enhancing the capacity of the Tanzania Chamber of Commerce, Industry and Agriculture, as well as small and medium size enterprises in consumer and market analysis, distribution and positioning for competition and market development.

Strategy 2012 and Strategy for Supporting Sustainable and Equitable Management of the Extractive Sector for Human Development 2012.

The activities are also relevant to local needs. Tanzania's private sector is still weak and characterized by many micro- and small enterprises using suboptimal technology. It has limited capacity to produce high-quality products to meet market demands. Thus UNDP's attention to trade and private sector development is particularly relevant, because significant potential exists to increase growth and employment opportunities through innovative approaches to developing this sector, including public-private partnerships. The activities were designed in close consultation with government partners and other stakeholders, thereby capturing their demands and needs.

Government partners and other development partners interviewed during the ADR mission all found UNDP's expected outcomes and activities highly relevant. For example, support to the Attorney General's Chambers on contract negotiation is relevant as it fits well with the need for capacity development in the Government, so it can benefit more from extractive industries. Similarly, the Capacity Development for Mainstreaming Trade Project is a direct response to the first component of the Trade Sector Development Programme, which was formulated to implement the Tanzania Trade Integration Strategy. A regional project, African Training and Management Services, provides much-needed managerial capacity to help develop private sector enterprises in Tanzania.

Though the objectives are all highly relevant, the relevance of the approaches taken is mixed. This is particularly the case with regard to the appropriateness of activities planned to achieve the expected outcomes. In some cases, there is close linkage between the projects and the planned outcomes/key actions; in other cases the linkage is less clear and the gaps are bigger.

An example of close links between the project and the expected outcome is the project Capacity Development for Mainstreaming Trade and Outcome 27, on improving institutional capacities to promote regional integration and international trade. On the other hand, the gap is much bigger in the case of the very broad and ambitious Outcome 16, on improving productivity through employment opportunities and market access. It was reduced to just one project, Capacity Building for Trade Development and Integration in Tanzania, due to lack of funding. The activities planned in this case, though relevant, were not sufficient to achieve the expected outcome. Similarly, Outcome 26 and the related key actions identified in the UNDAP are broad. The projects designed so far, though relevant, will not be sufficient to achieve the outcome, as further discussed under section 4.3.3, addressing effectiveness. At project level, the choice of implementation modalities and implementation partners is generally appropriate.

The configuration of the programme portfolio could be clearer in some cases. The above-mentioned project under Outcome 16 of the 2007–2011 cycle, Capacity Building for Trade Development and Integration in Tanzania, is directly linked to the project Capacity Development for Trade Mainstreaming under Outcome 27 of the current cycle.[62] This effectively intertwined implementation of the two outcomes and left no distinction between them. In another area, the project Catalysing Agricultural Development in Tanzania–Agricultural Delivery Division is listed under the Private Sector and Trade Cluster, but is officially classified as contributing to Outcome 25 under capacity building.

Another example is the project Support Attorney General's Chambers on Contract Negotiation,

62 The first project was designed under the Integrated Framework–Window II as a response to the recommendations of the Diagnostic Trade Integration Study. The second project was designed under the Enhanced Integrated Framework, which aims at mainstreaming trade into national development strategy and building capacity to trade.

officially classified as contributing to Outcome 26. However, this project is the initiation plan for a three-year project on Investment Contract Management for Natural Resources and Extractive Industries, aiming to provide support with its design and start-up. The new project was recently approved, under the title Capacity Development in the Energy Sector and Extractive Business. It is officially classified under the Climate Change and Energy Cluster.

4.3.3 EFFECTIVENESS

The extent to which UNDP has contributed to its intended objectives as identified through the three outcomes in the Private Sector and Trade Cluster is mixed, and overall limited. However, there is improvement in the current cycle as compared to the previous cycle. Some notable, tangible and specific outputs were produced between the two programme cycles under evaluation. The programme has a strong focus on upstream activities.

For the programme cycle 2007–2010, Outcome 16 was achieved to a very limited extent. None of its six expected outputs were touched upon, and none of the indicators (establishment of functional special economic zones; business development services; and sustainable business projects) were achieved. The main reason was the wide and ambitious scope of the outcome relative to the limited resources available. As a result, only one project was planned.

However, this project contributed to improving national productivity and competitiveness in three sectors — tourism, horticulture and livestock/fisheries — that are all priorities as per the recommendations of the Diagnostic Trade Integration Study. Joint Programme 1 on wealth creation, employment and economic empowerment also contributed to this outcome through (i) "introducing or strengthening systems and capacities for improved growth and employment policies" and (ii) "supporting relevant and effective initiatives for enabling employment and income-generating opportunities at local level, but the duration and scope of the intervention have not allowed to generate 'systemic' effects as yet."[63] UNDP's specific contribution was not clear, as it was constrained by UNDP's role as a participating agency in a programme managed by ILO.

For the current cycle (2011–2015), Outcome 26 has so far been achieved only to a limited extent. Just two of the six planned key actions have taken place: (i) support to designing financing modalities through public-private partnership, implemented within the context of the SAGCOT Capacity Development Project, in which UNDP supported the SAGCOT Centre and the Rufiji Basin Development Authority to address land issues for private sector investment; and (ii) training of government legal experts on investment contracts in the extractive industries, in the context of the project Supporting the Attorney General's Chambers. Both the expected output and the indicator for this outcome, as identified in the CCPD 2011–2015, are broad and difficult to measure.[64] However, the outcome indicator was redefined in the ROAR to be more specific,[65] and some progress has been made.

The project contributing to Outcome 27, on improving national capacities to promote regional integration and international trade, started late in 2013. Nevertheless, project outputs are being produced as planned and key actions are on track. The trainings organized for the staff of the Ministry of Industry and Trade

63 ILO, 'Evaluation Summary: Wealth Creation, Employment and Economic Empowerment in Tanzania', 2011.

64 The expected output as in the CCPD 2011–2015 is: 'Relevant MDAs, LGAs and private sector collaborate in promoting investment and local economic development'; the indicator is 'LGAs supported in local economic development plans'; and the target is 'Guidelines for private and public investment-targeting prepared and adopted'.

65 The country programme outcome indicator for Outcome 26 as defined in the ROAR 2013 is 'Number of resource centres at ward (sub-district) level providing technical/incubator services to smallholder producers/entrepreneurs in the Southern Agricultural Corridor (SAGCOT) initiative'.

in mainland and Zanzibar as well as staff from other trade-related institutions are essential for 'effective coordination of trade-related initiatives by the Ministry of Industry and Trade', the indicator identified in the CCPD for this outcome. The ROAR 2013 includes another outcome indicator, the 'number of trade-related initiatives with clear focus on promoting inclusive markets and poverty reduction for small producers/entrepreneurs,' for which two value chain studies, on honey and avocado, have been completed. They provide the basis for integrating small producers in the value chains and the required policy impetus for upscaling and replication with other products.

While the degree of outcome achievements has been limited, some notable, tangible and specific outputs have been produced in the two programme periods. The key contributing factor is the relevance of the areas supported. This has led to commitment and a high degree of ownership by government partners, as well as active involvement by all stakeholders. Some of the most successful elements of the private sector and trade programme during the two cycles are as follows:

- Through the project Capacity Building for Trade Development and Integration in Tanzania, UNDP has contributed to formulating the coordination and implementation mechanism for the Tanzania Trade Integration Strategy.[66] The capacity of the Ministry of Industry and Trade has been enhanced, leading it to effectively assume leadership in preparation of a comprehensive trade sector development programme. The ongoing Capacity Development for Mainstreaming Trade Project is a direct response by UNDP to support implementation of the first component of this programme.
- Through the SAGCOT Capacity Development Project, the SAGCOT Centre was established and is functioning. Also, an Act to reform the Rufiji Basin Development Authority was finalized and submitted to the Cabinet Secretary for approval. A total of 11,000 hectares of land has been identified for agricultural investments and mapped in the SAGCOT corridor. Eighty-six field extension officers from 78 BRN rice schemes and 55 lead farmers from 11 BRN schemes in Iringa have been trained in the system of rice intensification techniques.
- Under the Supporting the Attorney General's Chambers Project, government legal experts were trained to formulate and negotiate investment contracts. They also reviewed and contributed to formulation of the Mining Act 2010. The Contracts and Treaties Division at the Attorney General's Chambers was established. The 2012 project report noted that the country is now able to collect a 5 percent royalty in mining development from the mining companies, compared to 3 percent before 2010.
- Through the regional project African Training and Management Services, managerial capacity was provided to the beneficiary organizations by the African Management Services Company. This improved profitability, job creation and tax revenue.[67]

The current programme on private sector development and trade has a strong focus on upstream activities, especially policy and institutional capacity development. The main beneficiaries are national institutions, though smallholder farmers also have benefited, through the SAGCOT project. They have received training on the system of rice intensification techniques and on agricultural inputs supply to enhance agricultural

66 The Trade Integration National Steering Committee, comprising 14 members from relevant sectors, was inaugurated in May 2008. In April 2009, the Tanzania Trade Integration Coordination Office was formed in the Department of Policy and Planning at the Ministry of Industry and Trade.

67 Tax revenue from the project beneficiaries to the Government of Tanzania was reported as amounting to $20.57 million. Source: UNDP Tanzania, 'Sustainable Human Development Pathways', 2013.

productivity. UNDP's strategy of concentrating on upstream policy work has been appropriate. Its support for downstream activities has also produced some initial results. In particular, the productivity of the farmers trained and provided with agricultural inputs has increased significantly.[68] However, to extend the intervention to cover the entire value chain would require more resources and partnerships with other relevant development agencies.[69] If the pilot projects are successful, this should be properly publicized and promoted for scaling up.

4.3.4 EFFICIENCY

Measures have been taken to ensure managerial efficiency in the programme, but further improvements could be made in some areas. In terms of programmatic efficiency, UNDP has largely concentrated its resources in areas that can produce significant results and show value for money. To enhance programmatic efficiency, UNDP should consider exploring cooperation opportunities with other UN agencies, international organizations and bilateral donors. This would likely reduce overlaps, strengthen synergies and enhance the prospect of scaling up the successful pilots.

Various measures have been taken to ensure managerial efficiency in the programme. For example, all the projects under review were implemented under NIM, in which implementing partners (government ministries and other national entities) are tasked with implementation of project activities, while UNDP programme/project staff are responsible for securing and disbursing funds, ensuring the quality of programme/project design and providing oversight. UNDP provides technical support and facilitates procurement of services as needed and requested by implementing partners. UNDP also provides advisory support to implementing partners on their work plan activities including development of terms of reference. In some cases, a project coordinator was recruited to support day-to-day management of the project.[70] A project steering committee, chaired by senior officials, serves as a mechanism to address key issues.[71] UNDP is also part of the project board. In general, partners had favourable views about UNDP's ability to manage projects efficiently in terms of the timeliness of its response, regularity of communication and ability to provide guidance.

All projects include an M&E framework, though some are more elaborate than others. Risk analyses are also undertaken, which cover the probability and impact of risks and mitigation measures. All projects are monitored through quarterly progress reports and work plans. A review of the available reports revealed variable quality, but they generally provided detailed descriptions of the activities undertaken in the periods under consideration. Implementation partners and project coordinators (based in Dar es Salaam) also make periodic field monitoring visits. Records showed that a terminal evaluation took place for the Trade

68 Discussion with the farmers during the field visit to Iringa showed that those who had applied the sustainable rice intensification techniques and used the agricultural inputs provided had significantly increased rice productivity, on average an increase from 2 to 4 tons per hectare.

69 The entire value chain would include: (i) support to farmer production (provision/supply of seeds, pest-weed control inputs, new techniques, etc.); (ii) strengthening of farmer producer and marketing cooperatives; (iii) provision of microfinance services to farmers; (iv) support to SMEs for processing and packaging to add value to products; (v) transportation, insurance and storage; and (vi) marketing. If the products are for export, additional items will be: (vii) customs clearance, forwarding and shipping services; (viii) export agency services; (ix) cargo handling services at destination markets; and (x) distribution agency services.

70 For example, in the case of the SAGCOT Capacity Development Project, a project coordinator is recruited and sits in the Prime Minister's Office (the implementing partner).

71 For example, in the case of the Capacity Development for Mainstreaming Trade Project, a project board chaired by the Permanent Secretary of Ministry of Industry and Trade is convened twice a year to review progress and recommend adjustments to the intended project outputs and activities.

Integration Project, but the report was not available at UNDP. For ongoing projects, it is anticipated that midterm evaluations will be carried out by independent consultants.

Managerial efficiency could be further improved. Some projects experienced delays during start-up, mainly due to the time taken to recruit project staff[72] and late disbursements of funds through the government's Exchequer System.[73] This led to the extension of the project schedule with the same budget in some cases. Both the Capacity Building for Trade Development and Integration in Tanzania Project and the Strengthening TCCIA[74] for Innovative Business Support Services Project were extended by a year. Some ongoing projects (SAGCOT Capacity Development, Capacity Development for Trade Mainstreaming and Catalysing Agricultural Development) are trying to make up for initial delays. The delay in fund disbursement through the Exchequer System was identified as a risk in various project documents. Mitigation measures identified included efforts to ensure adequate understanding of the Exchequer mechanisms, timely request by implementing partners and timely disbursement by UNDP. However, interviews conducted during the mission showed that these delays remained a concern.

It was reported that there was a lengthy process for procurement of an international consultant to develop the Trade Sector Development Programme, as well as lengthy decision-making procedures and delays in planning some activities in the Capacity Building for Trade Development and Integration in Tanzania Project. The SAGCOT Capacity Development Project, as mentioned in ROAR 2012, was the subject of protracted discussions with partners, particularly on the matching grant facility component, which delayed its approval. Turnover of staff on the TCCIA project[75] has also affected project implementation.

In terms of programmatic efficiency, UNDP has largely focused its resources in areas that can produce significant results and show value for money. Three findings are relevant: (i) the results achieved by the programme are significant relative to the budgets spent, given the strategic choice of areas of intervention; (ii) UNDP has been able to leverage resources from other donors to contribute to the projects it supports (in the case of the Catalysing Agricultural Development in Tanzania Project, approved in October 2013, approximately $9 million was mobilized from the Bill & Melinda Gates Foundation, a major addition to UNDP's contribution of $500,000); and (iii) UNDP has been successful in partnering with others and obtaining their support for its projects. For example, in the Supporting the Attorney General's Chamber Project, UNDP has partnered with the International Senior Lawyers Project to provide pro-bono training for the Attorney General's Chamber on contract negotiation. In general, UNDP has achieved value for money by focusing on its areas of comparative advantage (institutional capacity building), its choice of areas to support and its ability to mobilize resources from and forge partnerships with other donors.

To enhance programmatic efficiency, reduce overlaps and strengthen synergies, UNDP should consider exploring more cooperation opportunities with UN agencies, international organizations and bilateral donors. UNDP is part of the Development Partners Group working group on private sector development/trade and agriculture, but interviews with development partners suggested that UNDP had only limited consultations

72 For example, the Catalysing Agricultural Development Project and the Strengthening TCCIA for Innovative Business Support Services Project.

73 For example, the Capacity Building for Trade Development and Integration in Tanzania Project was approved for funding in January 2008 (the project start date) but funds were not released until September 2008.

74 Tanzania Chamber of Commerce, Industry and Agriculture.

75 One of the UNVs did not get her contract extended beyond August 2013.

with key partners in some cases. This was particularly the case during the early phase of project formulation, resulting in uncoordinated support to the Government by UNDP and other donors, such as in the area of trade facilitation. Cooperation with others also enhances the possibility of scaling up successful pilot initiatives. This is particularly important given the ongoing challenge of limited funding and the fact that UNDP's activities are meant to be catalytic.

4.3.5 SUSTAINABILITY

Project documents do not necessarily include a clearly articulated exit strategy or approach agreed upon by partners to ensure post-project sustainability. While elements of sustainability are evident, including national and local ownership of UNDP's interventions, these are not sufficient to ensure long-term sustainability. Some pilot and catalytic interventions have been replicated and scaled up, but more needs to be done.

Project designs do not always include a clearly articulated exit strategy or an approach agreed upon by all partners to ensure sustainability. However, elements of sustainability exist. From a political standpoint, all the sectors and themes supported by UNDP in Tanzania—such as trade integration, SAGCOT, investment contracts for extractive industries, and agricultural development—are considered important in several government policies and strategies. This is unlikely to change in the near future, since these are all key issues/initiatives with much potential to support the country's economic growth. Moreover, in some cases the projects were designed to be preparatory initiatives for follow-up interventions.

For example, one of the key interventions of the Capacity Building for Trade Development and Integration in Tanzania Project is 'additional analytical work in support of the implementation of the full-scale Tanzania Trade Integration Strategy Programme'. Similarly, the Support to the Attorney General's Chambers Project is meant to set the stage for implementation of a larger UNDP project, Investment Contract Management for Natural Resources and Extractive Industries. Thus there is in fact a continuation plan.

In terms of the implementation phase, national and local ownership of UNDP interventions provides a strong but not sufficient platform for sustainability. UNDP projects include numerous institutional capacity-building activities at national level. Project interventions have largely been aligned with the institutions' core functions, hence ensuring ownership and sustainability. In the area of trade integration, the necessary institutional structure for trade has been developed with the National Steering Committee and the Trade Integration Coordination Team. The Contracts and Treaties Division has been established in the Attorney General's Chambers, with responsibility for negotiating investment contracts for extractive industries. The project resulted in these institutional structures, and they are an important element of its sustainability.

Other factors affecting the sustainability of institutional capacity-building activities include (i) availability of financial resources to continue the efforts; (ii) ability to retain trained staff; and (iii) existence of an institutional 'home', such as an entity that can provide continued training and capacity building after completion of the project. Interviewees generally had positive feedback on the quality of the training and capacity-building activities provided. But they also expressed concern about the availability of financial resources at the institutions to continue these efforts. This is a constant need, given the importance of keeping staff current on developments in their field and the frequency of staff turnover. Having an institution that can continue to provide training after the project is completed is important. An example, from the Supporting the Attorney General's Chambers Project, is the Uongozi Institute. This local institution can train staff on negotiating and preparing government contracts, one of the capacity-building activities provided under the project.

At community/end-beneficiary level, one of the downstream activities currently supported by the UNDP project is the training of village extension officers and lead farmers from rice irrigation schemes on the system of rice intensification techniques. The trained farmers who are using the new techniques have increased their productivity significantly. Others have learned from them and will apply this new technique for the next season. This ownership and commitment at community level helps to enhance the sustainability of interventions. The key remaining issue is to ensure that farmers can obtain the agricultural inputs needed to apply the newly learned techniques.

Some pilot and catalytic interventions have been replicated and scaled up, but more needs to be done. In the area of trade, following the Capacity Building for Trade Development and Integration in Tanzania Project, the Trade Sector Development Programme has been developed and approved. The ongoing UNDP Capacity Development for Mainstreaming Trade Project directly supports the first component of this programme. Another component of this, related to tourism and horticulture, is supported through the project Market Value Chains Relating to Horticultural Products for Responsible Tourism Market Access. It is being implemented by the Swiss Secretariat for Economic Affairs and the UN Inter-Agency Cluster on Trade and Productive Capacity.

Availability of financial resources is a key factor affecting the scale-up of successful pilot interventions. Stakeholders interviewed mentioned that the pilot activities have shown positive results, and the Government wants to replicate or scale them up, but budget limitations have made this difficult in a wider area.[76] More measures need to be taken to promote and facilitate scaling up of pilot activities to support smallholder farmers such as in the context of the SAGCOT project. Activities currently take place in small geographic areas, but they demonstrate promise in terms of innovative practices and approaches, and they have potential to generate substantial results if replicated or scaled up.

4.4 HIV AND AIDS

2007–2010/2011

- Increased access to comprehensive prevention, care and treatment, and impact mitigation, of HIV and AIDS and other major diseases (Outcome 23)

2011–2015/2016

- Relevant CSOs and people living with HIV networks effectively coordinate and participate in decision-making forums (Outcome 37)[77]
- TACAIDS and ZAC provide effective guidance to the national HIV and AIDS response, based on evidence and per agreed human rights standards (Outcome 38)
- Relevant MDAs, LGAs and non-State actors increasingly mainstream HIV and AIDS workplace programmes (not mentioned as outcome in ROAR)
- MDAs and CSOs reach and mobilize most-at-risk persons to use appropriate user-friendly HIV and AIDS services (not mentioned as outcome in ROAR)

4.4.1 OVERVIEW

Development partners in Tanzania have designed their HIV and AIDS interventions to complement government policies and strategies. Guided by the UNDAF and UNDAP, UNDP's work in

76 For example, expansion of the grading of accommodation work by the Ministry of Natural Resources and Tourism from the current Manyara region to the entire northern part of Tanzania, where there are many tourist attractions.

77 In the ROAR, Outcome 37 is indicated as 'deactivated' because the intended results are achievable through Outcome 38. This is misleading since this outcome is included as one of the four HIV and AIDS outcomes UNDP is expected to pursue.

HIV and AIDS has covered several areas during the period under review. First, it worked to improve the ability of civil society groups to coordinate their constituencies and participate in decision-making forums. Second, in order to help the two AIDS commissions to strengthen their national response, UNDP (i) supported data monitoring and reporting systems; (ii) facilitated the development of policies responsive to gender rights and human rights and their integration in MDAs, LGAs and CSOs; and (iii) facilitated the commissions' ability to mobilize resources. UNDP also contributed to integration of HIV and AIDS policies in the workplace, for example at MDAs, LGAs and non-State actors. In addition it supported MDAs and CSOs to provide client-friendly HIV and AIDS services by reaching out to the populations most at risk (key populations) and mobilizing their efforts for a joint response.

UNDP's interventions were delivered through two major projects. First, during the 2007–2010/2011 period, UNDP participated in the UN Joint Programme on HIV and AIDS. This represented a collaborative exercise by the UN system in Tanzania to support the country's response to HIV and AIDS in four areas: prevention; care, treatment and support; impact mitigation; and creation of an enabling environment. Two agencies, UNAIDS as the coordinating agency and UNDP as the managing agent, led UN efforts to establish and strengthen the enabling environment for the national response in Tanzania.[78] Guided by the principles of the 'Three Ones' in HIV and AIDS — one national coordinating authority (TACAIDS for mainland, ZAC for Zanzibar), one national strategy (NMSF and ZNSP, respectively) and one national M&E framework (one for mainland and one for Zanzibar) — the programme aimed at implementing each principle to improve coordination and harmonization of efforts for an effective national response.[79]

Under the Joint Programme, UNDP's focus was on (i) building the capacity of the two central AIDS commissions, including their resource mobilization skills; (ii) enhancing the capacity of local authorities, CSOs and people living with HIV for nationwide coverage of prevention, care, treatment, support and impact mitigation; (iii) strengthening national monitoring systems; and (iv) strengthening workplace programmes for public and private institutions.

Second, UNDP developed a project under the UNDAP titled Strengthening Institutional Capacity for Gender and Human Rights Responsive Policies and Strategies to Combat HIV and AIDS in Tanzania mainland and Zanzibar. Through it UNDP aimed to address four of the eight HIV-related UNDAP outcomes.[80] Many of the efforts started in the Joint Programme have continued into the present period.

The specific objectives of the project include (i) capacity building to implement the NMSF and ZNSP; (ii) supporting gender-responsive programming and the human rights-based approach in the HIV response; (iii) supporting expedited disbursement of funds to implementing partners; (iv) performing a mapping study to track all HIV and AIDS funding in Tanzania from all sources; (v) supporting the PMO-RALG and the corresponding MDA in Zanzibar to develop institutional capacity to improve coordination and oversight of the LGAs; and (vi) prioritizing and scaling up interventions targeting key populations (e.g. men having sex with men, female sex workers and people who inject drugs). In Zanzibar, the project objectives included capacity building of ZAC; programme management support for ZNSP, AIDS policy and a draft AIDS bill; advocacy for government leaders, CSOs, faith-based organizations and members of the House of Representatives;

78 The three remaining areas were assigned as follows: UNFPA on prevention; WHO on care, treatment and support; and UNICEF on impact mitigation.

79 Project Document, Joint Programme on HIV and AIDS. The participating agencies included FAO, ILO, UNAIDS, UNICEF, UNDP, UNESCO, UNFPA, UNHCR, UNIDO, UNIFEM, WFP and WHO.

80 The CCPD mentioned only two of the four UNDP-relevant UNDAP outcomes in its results matrix.

and technical support to address the rights of key populations.

Throughout the review period, UNDP worked on non-health aspects of the national HIV response, particularly by providing technical and financial support.[81] An overview summarizing the four outcomes and seven outputs to be contributed by UNDP under the UNDAP, UNDP's specific areas of actions (key actions), as well as the UN agencies collaborating in the achievement of the same outcomes and outputs is presented in Annex 6 (Table A1).

4.4.2 RELEVANCE

The objectives of the HIV and AIDS portfolio align directly with Tanzania's national and sectoral policies and strategies, as well as UNDP's own corporate strategy. The approaches taken by UNDP to address the issues were relevant, including its collaboration with other development partners and its balance of upstream and downstream support.

UNDP support in HIV and AIDS is directly aligned with the UNDAF/UNDAP, Tanzania's poverty reduction strategies, MKUKUTA and MKUZA, which support improvement of the quality of life and social well-being of its citizens, particularly those marginalized and vulnerable, and the country's overarching development frameworks. Currently, an estimated 1.6 million people are living with HIV in Tanzania. The country's commitment to addressing the epidemic as a national development issue affecting all sectors of society is articulated in numerous national strategies.

These include the National HIV Policy (2001, revised 2011); HIV and AIDS Prevention and Control Act (2008); NMSF I (2003–2007), II (2008–2012) and III (2013–2017) for mainland Tanzania; and Zanzibar National HIV and AIDS Strategic Plan (ZNSP) I (2004/2005–2008/2009) and II (2011–2016). Its efforts have direct links with multiple MDGs, including Goal 1 (on poverty) and Goal 3 (on gender) in addition to Goal 6, which directly addresses HIV and AIDS. The objectives of UNDP's HIV and AIDS portfolio in Tanzania also directly corresponds to the corporate Strategic Plan. It recognizes the wide-ranging social and economic impacts of the epidemic and the need to protect the rights of people living with HIV as part of the human security and global development agenda.

Given the multifaceted nature of the AIDS challenge, it has been dealt with as a cross-cutting issue under Tanzania's UNDAF and UNDAP. During the period under review, UNDP has joined forces with other UN agencies working on the epidemic to collectively address the common programmatic goals as set forth in the Joint Programme 3 (covering the period 2007–2010/2011) and in four of the eight HIV-relevant outcomes in the UNDAP period. UNDP support has been focused on both upstream and downstream work. It has targeted (i) operationalization of the country's central AIDS coordinating mechanisms to facilitate a national response; (ii) awareness raising and training of policymakers, including parliamentarians; and (iii) support for community capacity enhancement initiatives, particularly through placement of UNVs with district and municipal councils. UNDP's decision to focus on key populations to both devise solutions and improve outreach was critical, particularly in Zanzibar, where over 98 percent of the population is Muslim and the issues of key populations are sensitive.

81 On financial support, it was noted that among the agencies comprising the HIV and AIDS programme working group, UNDP has been the second largest funding source for the HIV and AIDS work under the UNDAP, after UNICEF. In 2011/2012, UNDP covered 17 percent ($906,976) of the total HIV and AIDS expenditure of $5,385,183.35, in 2012/2013, 28 percent ($2,172,661) of $7,836,821.29, and in 2013/2014, 18 percent ($1,557,511.13) of $8,643,149.94. Source: RMS, 'Annual Review – Working Group Budget: Planned, Allocated, and Spent.' The figures include the agency core and non-core funds and the One Fund.

4.4.3 EFFECTIVENESS

UN support to the HIV and AIDS epidemic in Tanzania has been highly intertwined with that of its partners, and thus it is difficult to isolate UNDP's contribution. Nonetheless, the ADR found that as part of this collaborative response UNDP has contributed to the creation and strengthening of an enabling environment for the national response. UNDP's role in several areas was critical, particularly in institutional capacity building of the two AIDS commissions, LGAs, CSOs and networks of people living with HIV; and in raising awareness about the importance of addressing the epidemic from human development perspectives. Efforts to capture, record and report UNDP's achievements, challenges and lessons have been limited, and further efforts are needed to better demonstrate its results.

Under the principle of One UN and within the UNDAF/UNDAP framework, UN agencies are expected to work in a harmonized, complementary manner, based on a clear mapping of work areas agreed to by the agencies and the Government. In this landscape, multiple agencies are expected to jointly contribute to common outcomes and outputs, and there is no single outcome or output contributed by UNDP alone.[82] During the period under review, other partners' large-scale HIV and AIDS interventions were in full swing in the country, such as the prevention, treatment and care programme of the United States President's Emergency Plan for AIDS Relief (PEPFAR) and the multisectoral project by the World Bank. UNDP's work on HIV and AIDS has always been focused on non-health aspects of the response, but given the highly intertwined nature of donors' AIDS support in Tanzania, it is difficult to isolate UNDP's achievements, particularly at outcome level.[83]

At the UN level, several achievements have been reported. First, the Joint Programme established the foundation upon which national stakeholders have built their work. Its final evaluation reported that the structural framework for the national response to HIV and AIDS, including its legal and political grounds, was significantly enhanced by the programme. This was due to revision and enactment of relevant laws; formulation of operational strategies for both mainland (NMSF) and Zanzibar (ZNSP); strengthening of political will through formation of the Tanzania Parliamentary AIDS Committee (TAPAC) and Zanzibar House of Representative Coalition on HIV and AIDS; and integration of gender and HIV and AIDS into workplace programmes at MDAs, LGAs and business coalitions in both the mainland (AIDS Business Coalitions for Tanzania) and Zanzibar (AIDS Business Coalitions for Zanzibar).

Second, under UNDAP, achievements were made on the four outcomes in which UNDP has participated. The achievements included:

- Better mobilization of constituencies and advocacy with the Government for effective HIV services by civil society groups and networks of people living with HIV, particularly in Zanzibar, where more key populations were reached with HIV information, testing and counselling, and condom distribution[84]

82 On four of the eight HIV and AIDS-related UNDAP outcomes in which UNDP was directly involved, the outcome related to CSOs and people living with HIV networks also involved contributions from UNAIDS; the outcome on support to the two AIDS commissions involved seven other agencies (UNAIDS, WHO, UNICEF, UNFPA, UN-Women, UNODC and the International Organization for Migration [IOM]); the outcome on the workplace programme involved five agencies (FAO, ILO, UNAIDS, UNESCO and WHO), and the outcome on user/client-friendly HIV and AIDS services was shared with six other agencies (WHO, UNICEF, UNAIDS, UNFPA, UNODC and UNESCO).

83 This was noted in a Global Fund report: "Indeed, the success – or failure – of each of the three partners [Global Fund, PEPFAR and Government] has a direct bearing on the others and the HIV programme in general." Global Fund, 'Programme Scorecard, Tanzania – HIV and AIDS', 2013.

84 ZAC, supported by UNDP and UNFPA, reached 586 individuals from key population groups in Zanzibar in the mid-year review period.

- Finalization of the report on the inventory of civil society groups working with key populations in 10 regions of the mainland, which is expected to facilitate coordination among the National Council of People Living with HIV and AIDS (NACOPHA) and CSOs and other relevant networks
- Development and finalization of the new NMSF III and the Third Health Sector HIV and AIDS Strategic Plan
- Training of regional and council health management in health-sector HIV data quality assurance
- Collection of HIV data using the Zanzibar HIV and AIDS Programme Monitoring System (ZAPHMoS) from all its 280 implementing partners (200 in Unguja and 80 in Pemba) and their regular validation of data
- Incorporation of gender (particularly young girls) and human rights concerns in important documents of the national response and in governance forums as well as development of tools for monitoring and planning of gender and human rights mainstreaming (including gender-based violence) and testing in select ministries, local HIV and AIDS committees, and police gender focal points in 25 regions
- Review of the HIV and AIDS bill in Zanzibar and approval by the House of Representatives
- Increased efforts to integrate HIV in the workplace in Zanzibar by training LGAs and MDAs; supporting the Ministry of Labour, Economic Empowerment and Cooperatives to develop its first HIV strategy; and supporting the public sector Technical AIDS Committee and District AIDS Coordination Committees in coordination meetings and field visits to track HIV mainstreaming efforts
- Reflection of key populations in the new ZNSP II (2011–2016)
- Conduct of studies and interventions targeting specific vulnerable groups.[85]

During the ADR field visit, interviewees highlighted a number of areas where UNDP support has been particularly significant in achieving progress. These have been fundamental in raising institutional capacity in the central and local coordinating offices; strengthening internal capacity of CSOs and umbrella networks to support the national response; and shaping the country's policy ground and enabling environment. All of these were promised in the outcomes under review:

- **Strengthening institutional capacity by ensuring the availability of important technical personnel:** UNDP financed the placement of a national programme coordinator in both of the AIDS commissions. They are responsible for supporting the commissions with day-to-day planning, implementation and monitoring and oversight of their respective programmes. They play a central role in ensuring coordination among all parties working on HIV and AIDS in the country. They also bridge the partnerships, bringing together national stakeholders at all levels, along with the UN programme working group and other development partners.

  UNDP also supported the recruitment of 28 UNVs with needed technical skills. They were placed at key offices in both mainland and Zanzibar, including central coordinating offices (TACAIDS, ZAC, PMO-RALG and TAPAC), LGAs of all regions and CSOs and umbrella networks of people living with HIV (AMICAALL and NACOPHA). UNDP organized orientations and regular meetings to ensure good performance by the UNVs.

85 For example, a rapid situation assessment of HIV prevalence and related risk factors in prison settings in mainland Tanzania (TACAIDS, Ministry of Home Affairs and UNODC); support to children affected and infected by HIV (UNICEF with CSOs, such as ZAPHA+ and ZAYEDESA); provision of youth-friendly services and support (sexual and reproductive health and HIV) to men having sex with men and female sex workers by ZAYEDESA.

- **Addressing policy gaps to improve access to prevention, care and treatment by vulnerable, high-risk populations, and facilitating the establishment of national HIV and AIDS policies, protocols and guidelines:** By supporting the review of the HIV and AIDS Prevention and Control Act (2008), UNDP helped pave the way for the prohibition of discrimination against people living with HIV. This included removal of discriminatory clauses and decriminalization of HIV transmission. It also helped in securing the rights of key populations to access prevention, care and treatment under the law. UNDP facilitated the review of the 2001 National AIDS Policy, leading to establishment of the NMSF II. Both the AIDS policy and the Prevention and Control Act were translated into Swahili with UNDP's financial support to increase awareness and dialogue among key sectors, including parliamentarians.

  UNDP also ensured continuation of the work under the national framework by funding the evaluation of NMSF II, which led to preparation (ongoing now) of the new NMSF III, covering 2013–2017. It aims to reduce HIV incidence by half by 2017. UNDP has also supported development of the Stigma Index in collaboration with UNAIDS, as well as the National Multi-Sectoral Quality Improvement Framework (2013–2018) to improve the quality of HIV and AIDS services and interventions, targeting service providers and managers. In collaboration with the UNDP Regional Service Centre for Eastern and Southern Africa, efforts have been made to assess the country's legal environment to better reflect the rights of key populations in the policy framework.[86]

- **Supporting special needs in Zanzibar:** While Zanzibar's overall HIV prevalence is much lower than on the mainland, it is also vulnerable in terms of prevalence among high-risk populations and lack of resources. It is crucial to scale up outreach, service delivery and structural interventions for those groups. UNDP was reported to have played a catalytic role in building the capacity of ZAC to fulfil its mandate and in extensively supporting implementation of its activities in Zanzibar.[87]

  Among the areas specifically credited to UNDP were (i) sensitization and education of members of the House of Representatives on AIDS-related bills and ZNSP II;[88] (ii) review of the HIV policy, prompting a shift from targeting the general population to a more focused response addressing key populations; (iii) development of tools for gender, human rights and HIV mainstreaming at MDAs, LGAs and non-State actors and translation of the material into Swahili for wider public dissemination; (iv) implementation of a training course for CSOs in proposal writing to help them in mobilizing resources; and (v) consistent financial support that enabled the conduct of regular coordination meetings and local workshops and training; ZAC staff participation in regional and international conferences;

86 A UNDP regional effort, the 'UNDP Legal Environment Assessment for HIV: Practical Manual' (2014) provides guidance on how to support national efforts on reviewing laws, policies and practices related to HIV and AIDS. The invitation extended to the AIDS commissions to participate in the legal assessment workshop in South Africa in 2012, where human rights and key population issues were highlighted, was received as highly successful and viewed as a unique contribution of UNDP.

87 In Zanzibar, the UNDAP project objectives included capacity building of ZAC; programme management support for ZNSP, AIDS policy development and drafting of the AIDS bill; advocacy for government leaders, CSOs, faith-based organizations and members of the House of Representatives; and technical support to address the rights of key populations.

88 This was reported as having contributed to reduced use of stigmatizing language among the members and facilitated the approval of the HIV and AIDS bill without the provision on criminalization. Also included was training of the House of Representatives standing committee members on public sector accountability, improving their knowledge of their expected oversight role on HIV and AIDS-related budgets at ZAC, MDAs and LGAs.

and advocacy and outreach activities by CSOs targeting most at-risk populations.[89]

- **Ensuring representation of people living with HIV in decision-making fora:** Through UNDP's support to CSOs and umbrella networks, people living with HIV are now represented in national and local planning processes. They have official representation on the board of the two AIDS commissions, *shehia* (villages) and district-level AIDS coordination committees, and at the Global Fund country coordinating mechanisms of mainland and Zanzibar.[90] This has provided a forum for people living with HIV to have their voices heard and has improved communication during planning and conduct of the HIV response.
- **Ensuring the availability of data for strategic decision-making and planning:** UNDP has contributed to strengthening the central M&E data systems for non-health indicators managed by TACAIDS and ZAC.[91] Data related to non-medical HIV activities are collected at national level every quarter through CSOs, LGAs and MDAs, to inform implementation of the national HIV response. National and local officials interviewed as part of the ADR all reported the significance of these systems, as they are the only ones collecting data directly from the population, including people who are hard to reach. It was reported that the data were used for prevention and treatment planning (e.g. estimation of need for antiretroviral medicines and condoms; input for community peer educators) and for national surveys. Donor partners expressed more caution, indicating the need to harmonize the indicators used in the systems with other data sources. They also suggested that the utility of the data collected through such systems needed to be demonstrated.

Key factors supporting UNDP's contribution included (i) trust and transparency established between national implementing partners and UNDP over a long-term cooperative relationship; (ii) continuous, direct financial support; (iii) the technical knowledge, experience and skills of the country office staff, who have provided guidance to implementing partners and collaborated with other UN agencies through the programme working group; (iv) the strategic choice to engage with all relevant national actors who could play a role in reducing HIV prevalence (including parliamentarians, government MDAs/LGAs and the business community), with the application of community capacity enhancement modalities at community level; (v) effective use of UNVs in critical coordinating positions for direct technical support, day-to-day project planning, budgeting, administration and as catalysts for expanding community education and outreach, including among groups most at risk; and (vi) continued advocacy to place gender equity and human rights on the national agenda, ensuring appropriate attention is given to the country's vulnerable groups.

At the same time there were challenges in achieving programme objectives. These included limited funds, insufficient skills among implementing partners and persistent low acceptance of key populations among communities and families.

UNDP Tanzania reported that all outcomes are making positive progress. However, the ADR

89 Through the HIV prevention programmes for most-at-risk persons, a total of 2,381 individuals from key populations were reported as having been reached between 2012 and 2014, including female sex workers (1,070), men who have sex with men (218) and people who inject drugs (1,094).

90 The Global Fund Country Coordinating Mechanism is a multi-stakeholder partnership between the Global Fund and the fund recipient country through which grant proposals are developed and submitted to the Global Fund based on priority needs at the national level. NACOPHA and ZAPHA+ participate in the Country Coordinating Mechanism. At the local level, ZAPHA+ members have been included in the *shehia* and district AIDS coordination committees.

91 Tanzania Output Monitoring System for HIV and AIDS (TOMSHA) collects data from all 133 councils in the mainland, and Zanzibar HIV and AIDS Programme Monitoring System (ZHAPMoS) from Zanzibar's 280 partners (i.e. CSOs, *shehia* coordination committees and schools).

found some major challenges in the current programme documents and practices that preclude tracking of UNDP-specific progress and measurement of its results. This diminishes the opportunity to demonstrate results.

First, the results framework in the country programme documents is both ambiguous and inconsistent across documents. As a result, these strategic documents do not fully and carefully describe the scope of UNDP's work. For example:

- In the UNDAF, HIV and AIDS were addressed as cross-cutting issues and the UN's planned response was spread across all three thematic clusters (Cluster I on growth and income poverty, Cluster II on quality of social life and Cluster III on governance and accountability). In defining its work, UNDP cited an outcome statement from Cluster II, though in reality much of its work (in terms of outputs and activities) belonged to Cluster III.[92]
- No performance indicators were defined to measure the outcome, either in the CPAP document or in the UNDAF results matrix. However, three indicators were mentioned in the 2011 ROAR, and they were rated as having made significant or some progress.[93] Also, in some cases the outputs and targets in the CPAP/Results and Resources Framework were those to be addressed by other development partners, meaning they were inappropriate or unrelated to UNDP operations.[94]
- The CCPD/Results and Resources Framework needs to be consistent with the descriptions of the relevant UNDAP outcomes, outputs and key actions. However: (i) the current one does not fully portray the work assigned to UNDP under the UNDAP, lacking descriptions of two outcomes (3 and 7) and their corresponding outputs; (ii) the descriptions of outputs — which by design have joint contributions from other agencies — are misleading, without reference to the agency-specific key actions designated only to UNDP; and (iii) the descriptions of the indicators, baselines and targets in the CCPD are not always those used for official reporting, and they sometimes differ between mainland and Zanzibar.[95]
- There is lack of consistency in describing where the programme (and programme team) fits in. For example, the country brochure includes HIV and AIDS as part of the Capacity Development Cluster, although the cluster does not contain outcomes related to HIV and AIDS.

Second, the progress, achievements and lessons from programme operations are not clearly captured, recorded and reported, which hampers sound internal reporting. For example:

92 The CPAP cited the description of an outcome from Cluster II (Quality of Social Life), 'increased access to prevention, care and treatment', as its own HIV and AIDS outcome for the period (CPAP Outcome 23). However, much of its work, such as on capacity building of the two AIDS commissions, MDAs and LGAs for multisectoral response and the realization of 'Three Ones' principles belongs to Cluster III (governance and accountability) activities.

93 "Significant progress" made on indicators 'HIV and AIDS and gender mainstreamed in public- and private-sector policies and programmes' and 'operational and costed plans at all levels available for all partners involved in the national response.' "Some progress" made on indicator 'policies, regulatory and operational procedures on HIV and AIDS law in place and duty-bearers trained.'

94 For example, the indicated support to the National AIDS Control Programme for its electronic medical records system was supported by PEPFAR in support of the Ministry of Health. Capacity building of TACAIDS and ZAC in accessing and disbursing funds from the Global Fund was included in the CPAP, but the overall development and implementation of a resource mobilization strategy (including the Global Fund) and oversight has been predominantly supported by UNAIDS.

95 For example, for output 2.2, 'TACAIDS and ZAC have appropriate technical capacity to support MDAs, LGAs and non-State actors to mainstream human rights and gender', the indicator defined in the CCPD is '(the number of) staff in TACAIDS and ZAC trained', while the data reported in the ZAC report is the 'number of MDAs/LGAs trained'. There are other similar examples of discrepancy between stated and reported (actually used) indicators.

- At the end of the 2007–2011 programme cycle, the country office did not perform a formal evaluation of its CPD/CPAP, which would have assessed UNDP performance on each of the programme areas (outcomes). On the HIV and AIDS area, a terminal evaluation of the Joint Programme was conducted, but the results were reported at the UN level, meaning that UNDP's performance was not independently assessed for the period. Also problematic was the vague descriptions of targets (such as 'increased willingness of HIV-positive staff to declare their status' for the output on the HIV workplace policy).
- The ROARs have contained a general summary of the programme, but have not tracked the changes over the course of a year in the designated indicators and targets.
- TACAIDS and ZAC have submitted quarterly project progress reports on the four outcomes in which UNDP has been involved, but the readability and coverage of the reports are poor. For example, they should capture the status of programme progress for all UNDAP key actions (where UNDP's specific work is defined) and their contributions to the output level where multiple agencies come into play. They should not only report on the types of activities implemented, but should also contain the project coordinators' assessments, including the challenges and lessons learned. UNDP should explore the use of a standardized project progress report format for the two AIDS commissions, instead of similar but different formats as currently used, to ensure more coherent and consistent reporting from the two agencies.
- The RMS is also an important tool for inter-agency communication and should be carefully and fully utilized. At the time of the ADR, two years into the programme, the status of activities and progress was blank for many UNDAP outputs and key actions. Even those entries that are filled in lack details and sometimes contain incorrect descriptions.
- Under UNDAP, the status of the achievements and progress made for all HIV and AIDS-related outcomes has been made available by the programme working group twice a year. However, the current report format is difficult for readers to use in that (i) results are presented by outcome, but the information is often presented based on what has been done (or achieved) without comparing the status with the baseline and targets, making it difficult to know, for example, how close the status is to the targets; (ii) reports on outputs comprising an outcome are sometimes grouped together, rather than separately reported; and (iii) results are reported at the collective UN level, sometimes without explicitly naming the contributing UN agencies, and this aggregate level of reporting is not always suitable for determining performance by a specific agency.

UNDP's contribution was positively recognized by many interviewees, particularly by national implementing partners, LGAs and CSOs who are receiving direct and indirect support through its financial and technical resources. At the same time, some views were expressed about UNDP's lack of clear organizational vision and direction regarding what it intends to achieve in the HIV and AIDS response in Tanzania. Difficulty in measuring UNDP's contribution on the ground also remains, as multiple partners have engaged in one way or another in the common objectives.[96]

The comprehensive assessment of all outcomes is expected later through a UNDAP evaluation led

96 Throughout the interviews with direct beneficiary groups such as LGAs, CSOs and umbrella networks of people living with HIV, many anecdotal 'success' stories were associated with UNDP, e.g. an increasing number of community members reached, disclosing their HIV-positive status and visiting clinics and seeking counselling, care and treatment. But these organizations have also received support from other UN agencies operating at community level (e.g. UNFPA and UNICEF). USAID, which has supported the legal and policy environment for HIV efforts in Tanzania with its policy project (2000–2006) and other initiatives, also contributed to the establishment of the HIV law following passage of the HIV and AIDS Prevention and Control Act by the Parliament.

by the UN country team. But given the current setting in Tanzania, with multiple UN agencies jointly contributing to achievement of UNDAP outputs and outcomes, UNDP needs to be more explicit about the results it seeks to achieve. This should include the underlying assumptions and risks within which it operates. Careful development of its interventions based on the 'theory of change' exercise would be critical in the next programme cycle. While several monitoring mechanisms are in place (e.g. quarterly project progress reports, project steering committees, joint supervision missions to project sites by AIDS commissions and UN agencies), UNDP needs further and more explicit efforts to capture, assess and report its own programme performance.

4.4.4 EFFICIENCY

UNDP's emphasis on long-term community capacity enhancement, provision of technical support to national stakeholders and flexibility in project implementation were reported as having contributed to programme efficiency. Challenges included overlaps with other UN agencies' work as well as with its own; insufficient presence in coordination meetings; inadequacies in its oversight role; and the need to support harmonization between similar operational work in the mainland and Zanzibar. Delays in fund disbursements and lack of skilled personnel in national partner institutions were also raised.

National stakeholders, including implementing partners, generally reported favourably on the efficiency of UNDP interventions. Facilitating factors noted were UNDP's long-term focus and engagement in community capacity enhancement and its flexibility in project implementation, which has allowed implementing partners to make adjustments as necessary. The provision of technical guidance to national partners was also highly appreciated, although some felt that UNDP had relied too much on external consultancies in providing technical advice.

National partners often noted that there has been clear understanding of the division of labour among the participating UN agencies, a feature of the Joint Programme and in the current phase under the UNDAP.[97] Yet duplication of work among UN agencies was also reported. The programme working group, for example, meets monthly in the mainland and every two months in Zanzibar to share information about the status of individual activities. But the current UNDAP structure does not necessarily encourage all partners to collaborate during the programming phase, and each agency is reported as having focused on its own planning and implementation of individual activities, sometimes creating overlaps.

The extent of consultations during the design and implementation of each agency's projects appeared limited. In UNDP initiatives, overlaps with other UN agencies in community-based activities were reported. The design and approaches of the current UNDP project were developed primarily by UNDP and the two AIDS commissions. Consultations with other UN agencies on the substantive aspects of UNDP activities should be strengthened at the beginning of project formulation to ensure that UNDP does not engage in areas where other agencies would be better placed. This would also help UNDP to sharpen its programme focus.[98]

97 Under the Joint Programme, a clear division of labour in terms of coordination existed: UNAIDS and UNDP on the creation of enabling environment; UNFPA on prevention; WHO on care, treatment and support; and UNICEF on impact mitigation efforts. UNDP's focus continues to be on the non-health areas, including institutional capacity building, policy coordination and governance and accountability.

98 UNDP's key activities included: Support to CSOs on construction of a multi-purpose drug dependence treatment centre for people who inject drugs; support to the Department of Substance Abuse to formulate the substance abuse policy; and orientation of the 'sober house' managers on developing sober house guidelines. The extent of collaboration on these activities with UNODC, which is also a contributing UN partner to the HIV and AIDS response, was not established during the ADR.

Overlaps were seen also in UNDP's own work across different outcomes. For example, activities targeting similar audiences, such as support to most-at-risk populations, should be consolidated, but they are currently scattered under multiple outcomes.[99] UNDP needs to take a more strategic approach to defining what it can and should contribute to, developing a more distinct set of well-conceptualized initiatives under each outcome. The strategy should be reflected in an appropriate allocation of budget across the outcomes.[100]

Other areas for further improvement include the need for UNDP to more proactively share its progress and achievements with other partners; increase its attendance at coordination meetings with UN agencies; and increase its oversight role in project activities delivered through the NIM modality where funds are provided to implementing partners. The reduction in the number of programme staff in the current cycle (currently only one staff member) was raised as a concern by some partners, who felt it limited UNDP oversight capacity on projects implemented through the NIM modality, as well as limited presence in regular partner meetings. The need to improve coordination between UN agencies and the AIDS commissions was also raised.

Specific challenges faced by the national coordinating agencies (the two AIDS commissions) included (i) delays in receiving funds (from the Ministry of Finance), which delayed activities by sub-implementing partners; (ii) shortage of skilled human resources; (iii) difficulty in coordinating the work of UN agencies with diverse work plans and reporting requirements; (iv) limited and unpredictable financial resources, including a gap between planned and actual disbursement of funds from donors; and (v) allocation of funds to UNDAP activities that don't necessarily reflect the priorities of the AIDS commissions. The ADR noted that some of these challenges were identified during preparation of the current programme document and have remained problematic over two years into the programme period.[101]

Among the CSOs and umbrella networks who work directly with key populations, the challenges included (i) insufficient funds to complete activities or to plan innovative activities; (ii) lack of peer educators, skilled counsellors and trainers; and (iii) limited ability to negotiate with potential donors due to lack of language and proposal writing skills.

Tanzania, with its two AIDS commissions, has maintained two separate database systems supported by UNDP (TOMSHA at TACAIDS and ZAPHMoS at ZAC), even though they were built for the same purpose of non-health response. As a result, UNDP project activities have supported two separate sets of data collection efforts, training for sub-implementing partners and oversight activities. This limits the efficient use of UNDP resources. Further

99 The outcome to improve coordination between CSOs and people living with HIV networks (Outcome 37, or UNDAP Outcome 1) has a component on capacity building of CSOs working with key populations to develop and implement interventions for key populations (key activity 1.2.2.3). Yet another outcome on mobilization of CSOs (and MDAs) for user-friendly services to key populations (UNDAP 7) has similar activities, e.g. recruitment of a consultancy firm to build capacity of CSOs working with most-at-risk persons to develop and implement interventions for them (7.1.4.5) and provision of financial support to these networks to implement a prevention programme among men who have sex with men and commercial sex workers (7.1.4.8).

100 Based on financial data from the country office, among the four HIV-related outcomes under the UNDAP, UNDP has contributed most in strengthening the two AIDS commissions (approximately $3.3 million), followed by the mainstreaming of HIV in the workplace (approximately $805,000), improved participation in decision-making by CSOs/people living with HIV ($608,000) and mobilization of most-at-risk persons ($278,000).

101 The project document 'Strengthening institutional capacity for gender and human rights responsive policies and strategies' (UNDAP project) listed the key challenges facing Tanzania as, e.g. 'utilization of Exchequer system in disbursement of funds contributing to delays in implementing partners accessing and disbursing funds to responsible partners', and 'increasing transactional costs to the two national AIDS commissions due to separate demands for accountability, monitoring and reporting of activities supported by participating UN agencies'.

attention is needed to ensure the quality of M&E data, also identified in a review of the ZNSP II.[102] There is room for more collaboration between the two commissions, particularly in building skills in routine monitoring surveillance and M&E among implementing partners. UNDP could facilitate collaboration of the commissions to improve their efficiency in resolving common operational issues and supporting programmatic synergy. Also needed are more equal opportunities to participate in regional and international conferences.[103]

4.4.5 SUSTAINABILITY

National recognition of the importance of the national response to HIV and AIDS and the operational framework for joint work under UNDAP has laid the groundwork for sustainability. Operationally, however, there is uncertainty about the availability of human and financial resources among key and sub-implementing partners, which was raised as a threat to the sustainability of the benefits produced to date. No clear strategies or practices exist in partner institutions to ensure proper transfer of knowledge and skills.

The fact that the UNDAP is based on the country's national development goals has given legitimacy to the work carried out by the UN, and this includes the areas related to the national response to HIV and AIDS. During the two country programme cycles under review, UNDP has consistently supported the UN goals in HIV and AIDS, together with other participating agencies. The common framework of operations has been set, and the political will exists to tackle the issue. This has been shown, for example, in the ongoing efforts to establish a sustainable HIV financing mechanism through the AIDS Trust Fund.

However, from a programme point of view, there are concerns about the sustainability of benefits produced by UNDP efforts. One uncertainty concerns the availability of personnel, including UNVs. The HIV and AIDS work contributed by UNVs was crucial and of high quality, according to all stakeholders interviewed, particularly at district level.[104] At the time of the ADR, however, the contracts of some UNVs supported by UNDP had been terminated or were about to close. Concerns were expressed by host organizations, as they had not developed plans for filling the gaps.

Limited financial and technical capacity was also raised among implementing and sub-implementing partners at both central and local levels.[105] Most of these entities reported a lack of clear exit strategies should UNDP terminate the project support. They indicated they would explore other partners' donors and community volunteers to sustain their work. Among the implementing partners interviewed, the ADR team was not able to obtain concrete plans for transferring skills and knowledge from core staff.

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102 The midterm review of ZNSF II noted several critical challenges that still remained an issue during the ADR. These included inadequate funds to support M&E functions at all levels and to facilitate routine supervision to monitor and improve the quality of data collected by implementers; lack of a long-term research strategy; and inadequate M&E skills among key implementing partners to measure results and perform data management and quality assurance activities.

103 The shortage of funds at ZAC prevented its participation in the HIV and AIDS conference held in Australia in July 2014, while multiple staff from TACAIDS were able to attend.

104 For example AMICAALL, which is responsible for coordinating the work of all cities and municipalities, has been led (and assisted) by UNVs. Although it is housed in the Prime Minister's Office, as a CSO it is highly vulnerable to the availability of external funds, given the financial constraints facing the municipalities, which are required to support AMICAALL.

105 For example, limited capacity for technical work at the AIDS commissions in terms of providing gender guidance and leading the Global Fund proposal process. Among the LGAs and CSOs responsible for coordinating their constituencies for community outreach, advocacy, counselling and data collection and reporting to central database systems (TOMSHA and ZAPHMos), challenges included lack of financial and technical support to develop and retain skills among members and ensure implementation of all activities.

4.5 CRISIS PREVENTION AND RECOVERY

2007–2010/2011

- Enhanced government capacity for disaster preparedness and response and management of transition from humanitarian assistance to development (Outcome 22)

2011–2015/2016

- Disaster management departments in the Prime Minister's Office and Chief Minister's Office (currently the Second Vice President's Office) effectively lead emergency preparedness and response, with a focus on areas most susceptible to disasters (Outcome 31)
- Selected communities participate in democratic and peaceful discourse (Outcome 32)[106]

4.5.1 OVERVIEW

UNDP's approach to disaster risk management has been based on Priorities 1 and 5 of the Hyogo Framework of Action 2005–2015, which called for ensuring that 'disaster risk reduction is a national and a local priority with a strong institutional basis for implementation' and for strengthening 'disaster preparedness for effective response at all levels'.

Outcome 22, as outlined in the CPAP results framework, was expected to contribute to strengthening government capacity to (i) achieve sustainable development in Kegara and Kigoma, two regions with large-scale refugee camps; (ii) reduce the harmful impact of illicit small arms and light weapons in refugee-hosting areas near the Great Lakes region; and (iii) address disaster risk management. During the period 2007–2010/2011, two projects were registered. One was the Disaster Risk Management (Zanzibar), aimed at ensuring that Zanzibar had an updated emergency preparedness and response plan and that stakeholders adopted a disaster communication policy with accompanying actions. The key outputs included support leading to approval of the Zanzibar Disaster Management Policy (2011); finalization of the emergency preparedness and response plan and disaster communication strategy; and establishment of the Zanzibar Emergency Operations Centre.

The second project, Joint Programme 6.1 on North Western Tanzania Transition from Humanitarian Assistance to Sustainable Development (2009–2011), focused on support to Kigoma and Kagera, with UNDP serving as the managing agent.[107] JP 6.1 had three clusters of results to which various UN agencies were to contribute: wealth creation and income generation, led by WFP; social services, led by UNICEF; and governance and natural resource management, led by UNDP. [108] UNDP's cluster had responsibility for two results areas: planning and M&E capacity at regional and district levels, with emphasis on gender-sensitive budgeting and implementation; and sustainable management of natural resources and conflicts.[109]

Though not officially registered in UNDP's internal Atlas system, Joint Programme 6.2, Strengthening National Disaster Preparedness and Response Capacity (2007–2011), was another initiative under the outcome. UNICEF was to lead it, as managing agent, with participation by the Food and Agriculture Organization of the United Nations (FAO), UNDP, WFP

106 This outcome was discontinued due to change in government priorities, according to UNDP Tanzania.

107 Based on the memorandum of understanding signed by the heads of the participating UN agencies, UNDP as the managing agent had "…full programmatic accountability for the results of the Joint Programme and financial accountability," including coordinating technical inputs by the participating UN agencies (PUNs), following up with the implementing partners and PUNs on activity implementation, and preparation of 'narrative (activity/output)' and financial reports (MoU for JP 6.1, Article 1). UNDP was also responsible for providing a programme manager to coordinate all activities.

108 The participating UN agencies were as follows: Cluster 1, WFP (lead), ILO, UNCDF, FAO and UNIDO; Cluster 2, UNICEF (lead), WHO, UNESCO, UNHCR; and Cluster 3, UNDP (lead), IOM and UNHCR.

109 The third cluster's objective was to strengthen government capacity in planning and analysis, border management, conflict management, sustainable use of natural resources, rule of law and gender.

and the World Health Organization (WHO). It was aimed at supporting the Government, both mainland and Zanzibar, to prepare for and respond to natural disasters, epidemics and civil unrest by focusing on three areas: disaster risk assessment; preparedness planning and early warning mechanisms; and response capacity.[110]

UNDP's role was in (i) identifying disaster risk and capacities; (ii) strengthening planning capacity for pandemic preparedness and response; (iii) improving early warning and action at national, district and community levels (mainland); (iv) establishing strategic frameworks for disaster risk management and strengthening the capacity of the Disaster Management Department (DMD; Zanzibar); (v) strengthening intersectoral coordination/communication and mainstreaming disaster risk reduction into national development processes (mainland); and (vi) strengthening the expertise of emergency focal persons (mainland).

During the UNDAP period, Outcome 31 aims at building capacity in disaster management coordination, preparedness and response of the DMD in the Prime Minister's Office in mainland and the Second Vice President's Office (formerly Chief Minister's Office) in Zanzibar. The strategy is to establish a disaster management policy and M&E framework at national level, with the aim of cascading capacity to the regional and district levels. The Disaster Management Project has been implemented in the mainland and Zanzibar to support the country as it transitions from ad-hoc approaches to having a stronger capacity in disaster planning, coordination and preparedness. UNDP's work focuses on (i) building the institutional capacity of the two DMDs, the central bodies responsible for coordination in the mainland and Zanzibar; (ii) providing technical guidance for formulating disaster management policies, national operational guidelines and an M&E framework; and (iii) supporting the formation of a national disaster risk reduction forum for coordinating disaster management stakeholders in Tanzania.[111] UNDP is expected to use its global expertise in governance by establishing the appropriate policy framework for disaster management.

4.5.2 RELEVANCE

The objective of the outcomes is relevant to national and sectoral priorities, MKUKUTA/MKUZA and regional and international frameworks. UNDP's approach of engaging directly with the central government entity responsible for disaster management coordination is relevant in contributing to the outcomes. Engagement with other critical partners, such as CSOs, appeared limited in the programme design.

The key framework for reference includes Vision 2025, MKUKUTA I and II,[112] and Big Results

110 The main implementing partners in the mainland included the Prime Minister's Office, Ministry of Livestock and Fisheries, Ministry of Food Security and Cooperatives, and Ministry of Health and Social Welfare; and in Zanzibar the Second Vice President's Office, Ministry of Livestock and Fisheries, Ministry of Health and Social Welfare, and Ministry of Agriculture and Natural Resources. Many of the interventions from JP 6.2 have continued into the current programme period.

111 Other UN agencies contributing to Outcome 31 include: WFP in offering technical assistance to revise the national operational guideline to ensure coordinated food assistance in food security emergency; UNFPA on technical assistance for inclusion of reproductive health, gender and population variables in the review/development of the national operational guideline; UNICEF on technical assistance in ensuring linkages between sectors for emergency assessment, information sharing during emergencies and monitoring; and UNICEF on technical assistance to develop emergency preparedness and response plans in high-risk districts and *shehias* (villages).

112 Vision 2025 (Target 3.1 High quality livelihood); MKUKUTA II (Cluster III, Goal 4, Operational Target III: Capacity to mitigate the adverse impacts of climate change and natural and human-caused disasters enhanced); MKUKUTA I (Cluster II, Goal 3, Operational Target 3, Section E on Vulnerability, Environmental Conservation and Disaster Management). For Zanzibar, Vision 2020 (Target of improving the quality of life, economic viability, environmental sustainability); MKUZA II (Cluster III, Goal 2, cluster strategy for developing and implementing disaster management strategy); and MKUZA (Cluster I, Goal 3 Operational Target 1.3.2, key intervention of promoting initiatives that lessen the vulnerability of certain groups to food insecurity; Cluster III Goal 4 Operational Target 3.4.2 focusing on disaster management and early warning system improved).

Now, which focuses on water and water-related disasters for mainland, and Vision 2020, MKUZA I and II for Zanzibar. The programme objectives are directly linked to operationalization of the Disaster Relief Coordination Act No. 9 (1990) and the Disaster Management Policy (2004) in mainland, and the Disaster Management Policy (2011) and Disaster Management Act 2 (2003) in Zanzibar. These policy documents focus broadly on government capacity to prepare for and respond to disasters through effective institutions and resources. UNDP's support is also aligned with regional and international frameworks, such as the East African Community's Disaster Risk Reduction and Management Strategy (2012–2016). It envisions resilient communities where hazards, whether natural or induced by humans, do not hamper socioeconomic development. It is also consistent with the Africa Union Strategy in Disaster Risk Reduction and the Hyogo Framework of Action.

UNDP has been implementing its projects through the NIM modality in both periods, using government agencies as implementing partners. Considering that UNDP's main focus is to build institutional capacity, its approach of directly engaging with the central government (through the DMD) is relevant.

However, it was noted that UNDP has had limited engagement with CSOs at community level during project implementation, even though the Disaster Management Acts recognize the key role of CSOs in disaster management. Under the DaO setting, UNDP support is meant to complement the work of other UN agencies (mainly UNICEF and WFP) at district and community levels. However, the lack of inclusion of critical partners in its programming calls into question the comprehensiveness of UNDP's conceptual approach, which should ensure collective responsibility in managing disasters.

4.5.3 EFFECTIVENESS

Lack of records on UNDP activities under Outcome 22 along with limited institutional memory among staff posed a challenge in establishing the results of UNDP performance. Based on assessment of the current cycle, which continues implementation of initiatives from the previous cycle, the ADR found that the disaster management policy and guidelines and the platforms for stakeholder dialogue, established with UNDP help in the mainland and Zanzibar, have now become reference points for disaster management efforts. The improvements in the skills and capacity of government focal points have started to become evident at national level, but gaps remain at local levels.

Due to the limited availability of documentation on Outcome 22 (e.g. JP 6.1 and 6.2) and limited institutional memory at UNDP and among implementing partners resulting from staff turnovers, the ADR team was not able to fully establish UNDP's specific achievements by the end of the first cycle (2007–2010).[113] It should be noted that many of the UNDP interventions from the first cycle have been carried over into the present cycle under the UNDAP.[114] The interviews and available documents revealed the following findings about the outcome.

UNDP substantially contributed to establishment of a strategic framework for disaster risk management and strengthening of capacity at the DMD in Zanzibar. Its support included provision of one vehicle and eight motorcycles for monitoring purposes. More importantly, the Disaster Management Policy (2011), Emergency

113 On JP 6.1 the only existing documents made available were the 'note to file' (indicating the closure of the programme but without any supporting documents due to the loss of files in December 2011) and the terminal evaluation report. No reference to JP 6.2, nor any documents related to the programme, existed in the Atlas system. Some of the relevant outputs were obtained during the assessment, e.g. the disaster management policy, pandemic preparedness plan and operational guidelines.

114 The JP 6.2 terminal evaluation report noted that a number of activities planned under the programme were not completed within the time frame and would be carried forward under the UNDAP.

Preparedness and Response Plan, and Disaster Communication Strategy were developed. These have served to operationalize Zanzibar's political commitment to effective disaster management. An emergency situation room is now operational in Unguja, linked to three other operation centres, one in Unguja and two in Pemba. The designation of the DMD as the central coordinating point was critical in those efforts.

Among the emergency focal points at subnational level (representatives from ministries, departments and CSOs), understanding about the urgent need for emergency planning and response was improved following establishment of the National and Sub-National Platforms for Disaster Risk Reduction. The Platforms provided a forum for exchanging information on disaster risk reduction activities, achievements, challenges and best practices among relevant stakeholders. Information sharing also improved significantly with production of information and communication materials by the DMDs in the mainland and Zanzibar (such as disaster risk reduction pamphlets, newsletters and a website) and workshops. It was reported that these efforts were focused on people with disabilities and primary and secondary schools, improving their knowledge on risk reduction and preparedness through workshops and community awareness raising.

Regarding support to Kagera and Kigoma, the terminal evaluation revealed that key achievements included an analysis determining the root causes of conflict with the host communities (the quest for land, a diminishing resource) and support to LGAs on land use planning based on existing land laws. The LGA officers trained on land use planning, dispute resolution and environmental management were reported as on course to achieve results such as reduction in land disputes; improved access to credit; enhanced environmental management and protection; and formulation of development plans and budgets reflecting gender issues. The ADR team could not obtain documentation definitively linking those results with UNDP. However, given that UNDP was the only agency designated to work on those results areas in the programme, it is plausible that UNDP's contribution was significant.

Through UNDP support under Outcome 31, the new National Operational Guidelines in Zanzibar and revised guidelines in the mainland are now in place. These have incorporated internationally agreed disaster management standards, gender norms and human rights principles, thereby ensuring more effective assistance to vulnerable groups of affected populations. This has improved the capability of the Government and collaborating partners, such as CSOs, UN agencies and the private sector, to respond to emergencies in both regions. To assess implementation of the disaster management policy, an M&E framework has been developed with UNDP support. It defines key performance indicators at impact, outcome and output levels and includes reporting flows and information on the role of various stakeholders in disaster management in the mainland and Zanzibar.[115]

With UNDP's financial support, the National Operational Guidelines and the M&E framework have been disseminated to a variety of stakeholders involved in disaster risk reduction and emergency response at national and subnational levels (including line ministries, CSOs and the private sector) to ensure better coordination of interventions. The UNDP country office has also facilitated information sharing, enabling the DMDs in both regions to improve coordination and inform stakeholders about ongoing activities addressing disaster risk reduction, early warning systems and urban hazards.

UNDP has contributed to training of government personnel at the two DMDs in mainland and Zanzibar. Eleven staff (eight from mainland and three from Zanzibar) have enrolled

115 The monitoring was an ongoing process by both DMDs in the mainland and Zanzibar, but the evaluation of the policy achievements was not planned at the time of the ADR.

in a master's degree course. Through training of trainers, the focal points at other ministries (e.g. Health, Fisheries, Agriculture, Education and Internal Affairs) have improved their understanding of disaster management.

The improvement in DMD skills and capacities has started to show, particularly in the effective handling of the 2012 ferry disaster in Zanzibar and the collapse of a building along Morogoro Road. For example, the various response agencies used a single command system to coordinate the rescue operations. The disaster risk assessments conducted for the mainland and Zanzibar in 2011 and 2012, which took into account the vulnerability of communities and their capacity for responding to disasters, were used in evacuating communities at risk of floods in Msimbazi valley in April 2014.

The factors facilitating positive results in the overall programme included (i) the critical alignment of the outcomes with Tanzania's MKUKUTA and MKUZA, linking growth and poverty reduction, quality of life and social well-being, and governance and accountability; (ii) centralization of relevant activities and efforts under the Prime Minister's Office and Second Vice President's Office; and (iii) improved coordination through development of a multi-hazard disaster preparedness plan outlining the roles of various stakeholders.

While these signs of progress at national level are encouraging, gaps remain at regional, district and community levels in terms of the ability of disaster management committees to prepare for and respond to disasters. UNDP's work has focused primarily on national-level support, with other agencies providing support at district level. At the time of the ADR, there was limited evidence to indicate capacities were sufficient at local levels. More efforts are needed under the current programme to strengthen the capacity of mainland and Zanzibar to effectively lead emergency preparedness and response, particularly at local level and in areas that are more vulnerable to disasters.

4.5.4 EFFICIENCY

The joint steering committee, comprising government and UN representatives, was designed to provide strategic guidance and oversight on implementation and monitoring of programmatic activities at national, regional and district levels. However, UNDP faced critical deficiencies during the period under review, in terms of adequacy of technical guidance, programme monitoring capabilities and timeliness in programme implementation.

The joint government and UN steering committee is expected to provide strategic guidance and oversight for programme activities. The committee comprises the UNDP country representative, Permanent Secretary from government ministries for mainland Tanzania and Zanzibar, and representatives of UN agencies. For JP 6.1, a joint regional forum was set up in each of the two target regions (Kagera and Kigoma), to be responsible for joint follow-up and oversight.[116] However, the final evaluation of JP 6.1 noted that this mechanism did not fully function due to limited coordination between the central government and local forums.

UNDP faced frequent changes of programme management during implementation of JP 6.1, with six managers during the programme cycle. As reported in the terminal evaluation, this resulted in inadequate oversight capability at UNDP, as managing agent for JP 6.1, to ensure programme quality and monitoring of implementation. Similar concerns have emerged during the current cycle about the level of technical support available from UNDP. This has resulted from lack of staff, particularly in the second half of the period, in monitoring disaster management

116 Each regional forum would be chaired by the regional administrative secretary and its membership would include a representative of PMO-RALG, the respective district executive directors, assistant regional administrative secretaries, a representative of the PUNs (a senior official at the level of agency head), and the JP 6.1 programme manager.

in Zanzibar and supporting the authorities in programming.

UNDP's record-keeping practices were also an issue. Implementing partners are required to submit quarterly progress reports, but at the time of the ADR, the UNDP country office had no reports documenting progress or challenges in the projects implemented under Outcomes 22 and 31.[117]

The timely disbursement of funds for project implementation improved to some extent, but it has generally remained a problem. During implementation of the UNDAF, the delays in transferring project funds often affected timely implementation of activities. The situation was rectified in Zanzibar for the UNDAP period, with establishment of direct transfer of funds to the Zanzibar DMD project account. In mainland Tanzania, delays in project activities continue under the government's Exchequer funds transfer system.

4.5.5 SUSTAINABILITY

While the policies UNDP has helped to establish are likely to continue as a reference for the national disaster management programme, sustainability of the portfolio is limited due to challenges in the government's human resource strategy and financial resources. UNDP's overall approaches to disaster management were also not clear.

Much of UNDP's support in crisis prevention and recovery has been directed to developing policy documents and materials that operationalize the policy. As noted earlier, a policy on the M&E framework is now in place in both DMDs in mainland and Zanzibar. However, further efforts are needed to sustain the benefits of the interventions undertaken to date, in terms of both human and financial resources.

First, more human resource capacities dedicated to disaster management are needed at all levels, including regional and district levels, particularly given staff turnover. For example, the assumption underlying support for staff training through the master's degree programme is that trained staff members at the DMDs will stay in their jobs after completion of the programmes. However, because of frequent government staff transfers, there is currently no memorandum of understanding between beneficiary staff, the Tanzania and Zanzibar Public Service Commissions, and the DMDs that require staff members to remain in their jobs upon returning from training. Details on the retention period before staff can leave government employment are vague. This needs to be addressed to avoid losing trained staff to external opportunities. Also, strategies on knowledge and skills transfer from the staff undergoing the training have not been well documented.

Second, the financial resources to implement the policy remain inadequate. For example, UNDP supported strengthening of the emergency operation rooms in mainland and Zanzibar through provision of vehicles and radio equipment. However, at the time of the ADR, the communication equipment procured for the Zanzibar DMD (including the radio system and handsets) was not fully functioning, leaving the DMD unable to communicate with its Pemba counterparts. This puts to question its ability to operate during an emergency.

Procedures to ensure coordinating units' access to funds in case of emergency were also questionable. The National Disaster Management Policy for the mainland and Zanzibar clearly outlines the need to establish funds for disaster preparedness and response. In the mainland, Tsh 8 billion has been allotted for this purpose. These funds are managed by the Prime Minister's Office, so the DMD lacks the authority to release the funds. In Zanzibar, no fixed funds are currently

117 The ADR team obtained the project proposals and ad hoc reports from the implementing partners. No reports were available for mainland for the past 12 months. In Zanzibar two quarterly reports compiled in the past 12 months were available.

available for disaster response, and the DMD relies on ad-hoc allocation of government funds as well as on stakeholders such as UN agencies, CSOs and the private sector. This makes the office highly vulnerable.

Having a clear strategy for achieving outcomes is essential in guiding national partners, but this seemed to be lacking even within UNDP. At the time of the ADR, assessment of the outcomes suffered significantly from lack of documentation and institutional memory both at UNDP and among implementing partners, as well as from lack of personnel assigned to work on the current programmes. UNDP's overall strategy for addressing disaster management and risk reduction and prevention in the country was not clear.

4.6 ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT

2007–2010/2011

- Effective mechanisms in place, including social protection, that address institutional barriers and sociocultural dimensions to promote and protect the rights of the poor and most vulnerable (Outcome 20)
- Improved community access to safe, clean water and environmental sanitation in rural and urban areas (no outcome in the ROAR)

2011–2015/2016

- 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 30)

4.6.1 OVERVIEW

In this cluster UNDP has focused on ensuring environmental sustainability by improving national and district capacity to manage and enforce policies for the sustainable use of natural resources and protection of ecosystems and biodiversity. The support includes building capacity of the MDAs and LGAs for law enforcement; raising awareness related to the Environmental Management Act; facilitating formulation of environmental plans and strategies at local government level; and strengthening technical, financial and governance capacities for sustainable land and forest management.

Outcome 20 was delivered through the following initiatives:[118]

- Forests of the Eastern Arc Mountains Project, with the goal of (i) improving conservation of the Eastern Arc Mountains through development and implementation of an integrated conservation strategy for biodiversity conservation and water supply, and (ii) improving forest management and conservation and land husbandry practices in the Uluguru mountain forests and adjacent villages.
- Selous Niassa Wildlife Corridor Project, aiming at (i) ensuring effective conservation of the wildlife corridor, through establishment of a network of village wildlife management areas that are protected, managed and utilized sustainably by communities with assistance from local government and the Wildlife Division; and (ii) ensuring that benefits from wildlife management enhance the livelihood security of villages with wildlife management areas and promote the long-term conservation of the corridor.
- Lake Tanganyika Project, which piloted the interventions that helped to reduce sediment flow into Lake Tanganyika from the pilot villages through integrated catchment management, thereby improving lake habitats and reducing point pollution in Lake Tanganyika waters.

118 Three other projects were not reviewed due to lack of documentation: Small Grants Programme in Tanzania; Integrating Environment into PRSP; and Energy and Environment Programme.

- Joint Programme on Environmental Management, aiming at building government capacity to address ecosystem degradation and loss of biodiversity.
- Integrating Environment into MKUKUTA Project.

The CPAP included the outcome 'Improved community access to safe, clean water and environmental sanitation in rural and urban areas', but the internal reporting system did not report on it. According to the CPAP, this outcome was to be achieved through two key outputs: (i) appropriate framework for rural water supply developed, including rainwater harvesting, policy implemented and scaled up; and (ii) capacity for implementation of urban water supply system in Zanzibar developed and implemented. However, no documentation was available about the projects supporting this outcome, and no stakeholders with knowledge of the projects were identified. The performance of this outcome was therefore not assessed.

In the current UNDAP period, UNDP works in the following areas:

- Extending Coastal Forest Protected Areas Subsystem in Tanzania Project, which aims to support conservation and integration of the Ecosystem Management Programme into the Coastal Forest Biodiversity and Ecosystem, as well as to provide sustainable benefits at local, national and global levels
- Kilimanjaro Land Management Project, which aims to aid economic development, food security and sustainable livelihoods while restoring the ecological integrity of the Kilimanjaro region's ecosystems
- Strengthening Protected Areas Project, for strengthening the National Terrestrial Protected Area Networks Programme in Southern Tanzania to protect its biodiversity and ecosystem values. The objective is to ensure conservation and provide sustainable benefits at local, national and global levels through establishment of landscape planning mechanisms and improved operational capacity
- Miombo Woodlands of Western Tanzania Project, which aims to enable communities to adopt practices favourable to biodiversity conservation, reduce carbon emissions from land use change and improve livelihoods.

Under the DaO framework, other UN agencies share the same outcomes with UNDP. UNDP was the managing agent of the Joint Programme on Environment under Outcome 20, but other agencies contributed to it, including FAO, the United Nations Environment Programme (UNEP), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Industrial Development Organization (UNIDO). Integrating Environment into MKUKUTA is a joint project of UNDP and UNEP. Outcome 30 includes various outputs and key actions, some of which are the responsibilities of other agencies such as UNEP, FAO, UNIDO and UNESCO.[119] But the projects listed above under the outcome are all UNDP or UNDP/Global Environment Facility projects with key actions under UNDP's responsibility.

4.6.2 RELEVANCE

UNDP's support for the environment and natural resources management was in alignment with the national development and environmental agenda, national policies and strategies. The interventions focused on community needs.

The outcomes are aligned with the MKUKUTA and forest-related policies, such as the Forest Act, Forest Policy and Forest Resources Management

119 For example, one of UNIDO's key actions is to develop tools to help national institutions and stakeholders to implement effective waste management strategies, while a key FAO action is to provide technical assistance for implementation of an ecosystem approach to fisheries; reduction of illegal, unregulated and unreported fishing; and development of capacity to assess and monitor national forest resources.

and Conservation Act. They are also consistent with the 1997 National Environmental Policy, which aims to ensure 'sustainable and equitable use of resources for meeting the basic needs of the present and future generations without degrading the environment or risking health or safety', 'preventing and controlling degradation of land, water, vegetable and air', and 'conserving and enhancing our natural and manmade heritage, including the biological diversity of the unique ecosystems'.

The Joint Programme on Environmental Management responded to the issues on environment and climate change through mainstreaming environmental sustainability and climate change into key sectors of the economy. As noted in its final evaluation report, various MKUKUTA clusters were fairly well addressed by the programme in different sectors.[120] This was possible with participation by other UN agencies (FAO, UNEP, UNESCO and UNIDO).

The objectives of the projects under Outcome 30 also align with national laws — such as the Environmental Management for Sustainable Development Act of 1996; part 1 of the Zanzibar Government Gazette Vol CVI No 5743 dated 31st May 1997; the Forest Resources Management and Conservation Act No 10 of 1996; and Part 1 of the Zanzibar Government Gazette Vol No 5769 dated 6th December 1997 — which provided the basis for developing a network of protected areas. Based on the interviews, it appears that important additions have been made to the protected area network of Zanzibar, including the Jozani National Park in Unguja.

The project approaches have been relevant to achieving the objectives. For example, the approach of the Selous Niassa Wildlife Corridor Project is in line with the Wildlife Policy, which "provides for the establishment of Wildlife Management Areas through which community groups are expected to directly benefit from wildlife utilization schemes."[121]

UNDP interventions have addressed community needs. For example, the Miombo Woodlands of Western Tanzania Project supports income-generating activities such as bee-keeping and poultry-raising using modern methods. At local level, the Joint Programme on Environmental Management addressed issues of fuelwood availability and contributed to sustaining land productivity. The final evaluation of the Selous Niassa Wildlife Corridor Project noted the timeliness of the project given that the Government (through the 1999 Land Act No 4 and Village Land Act No 5) encouraged villages to prepare land use plans to reduce haphazard land use and subsequent degradation. The project has addressed exactly those needs.

4.6.3 EFFECTIVENESS

UNDP has contributed to the management and effective enforcement of policies for sustainable use of forest, energy and water resources, as well as to the enhancement of capacity at national and district levels. A majority of the planned activities have been implemented, with some exceptions.

Some notable achievements were made during the period under evaluation. For example, awareness campaigns were conducted on the Environment Management Act, and environmental regulations and by-laws were formulated.[122] New regulations are increasingly being

120 MKUKUTA Cluster I (goals 2 and 4) on broad-based and equitable growth; Cluster II (goal 3) on improved quality of life and social well-being with particular focus on the poorest and most vulnerable groups; and Clusters I and II (goals 1 and 2) on democratic, participatory, representative, accountable and inclusive structures and systems of governance and the rule of law, and equitable allocation of public resources.

121 The Development and Management of the Selous-Niassa Wildlife Corridor, Terminal Evaluation Report, 2009.

122 Twenty-one environmental regulations and five guidelines were adopted and operationalized by the end of 2013, and an additional five regulations and seven guidelines were planned in 2014. Source: ROAR 2013.

put into practice to enforce compliance with the Environment Law.[123]

As a result of the project on conservation of the Eastern Arc Mountains, forest reserves were upgraded and put under a higher level of protection. This led to a considerable increase in the protected area of the Eastern Arc Mountains.[124] Activities were also undertaken to build capacity for natural resources management at local level, and to strengthen relationships with communities around the reserve areas. As a result, communities have shown their willingness to set aside land for construction of staff houses and nature reserve offices in their land, such as in Nilo and Uluguru.

The Selous Niassa Wildlife Corridor Project has raised community awareness on the need and value of the corridor and the importance of conservation. Most of the targeted communities established procedures for better resource management, such as against poaching. Natural resources management committees have been established in participating villages, and the leaders of these committees have been trained in natural resources conservation and management, legislation, administration and management.

Through the project, income-generating activities (e.g. bee-keeping, fish-farming) were promoted among the villages. At the time of the ADR, the networks of community-based protected area groups were still making efforts to empower communities as resource managers. The objective was to support conservation and sustainable use of the wildlife corridor between the two large game reserves through income-generating activities. Interviews with stakeholders indicated that many communities took up bee-keeping, and the number of fish ponds increased in the villages around the wildlife corridors after the project ended.

In the Kilimanjaro Land Management Project, 43,882 hectares of land in the project catchment areas were under sustainable land management by the end of 2013. Some income-generating activities and improved land use practices had been introduced, and access to microfinance and microcredit was promoted to facilitate economic activities.

At the time of the ADR, the beneficiaries reported that the project had resulted in a number of improvements: (i) Incomes had increased due to adoption of alternative income-generating activities such as bee-keeping, which supports environmental sustainability; (ii) local awareness had grown about the need for sustainable land management practices, particularly in farmlands and in watershed areas providing important water supplies to the community; (iii) gullies had been rehabilitated to reverse soil loss across the landscapes of Kilimanjaro region; (iv) the Land Management Policy had been developed; (v) coffee farming had improved through extension training; (vi) conservation of the water catchment areas had improved; (vii) markets were developed for various products (honey, coffee and mushrooms); (viii) more households were establishing woodlots; and (viii) use of alternative sources of energy and maize harvests was growing.

Similarly, the Extending the Coastal Forest Protected Areas Subsystem in Tanzania Project

123 For example, over the course of 2013, regulations were enforced through the following actions: (i) Demolition of houses constructed closer than allowed to the wetland; (ii) collection of fees and charges by all industries contravening Environment Management Act regulations, increasing the revenue collected by the National Environmental Management Council; (iii) destruction of contaminated wheat flour unfit for human consumption; and (iv) destruction of electronic equipment imported in contradiction of the country's code of standards. Source: ROAR 2013.

124 Four nature reserves were established in the Eastern Arc Mountains (Uluguru, Kilombero, Nilo and Rungwe), covering an area of 178,503 hectares. Four additional forest reserves (Chome, Magamba, Mkingu, Uzungwa Scarp), covering a total area of 63,552 hectares, were recently gazetted as nature reserves. In addition, 65 forest reserves were classified according to the International Union for Conservation of Nature protected area classification system, and these were subsequently accepted by the UNEP-World Conservation Monitoring Center and added into the World Protected Areas database. Source: Conservation and Management of the Eastern Arc Mountain Forests of Tanzania, Final Evaluation Report, September 2010.

established community conservation banks and savings and credit groups. These have helped to improve livelihoods in the communities. Training on bee-keeping practices has also been delivered.

The Miombo Woodlands of Western Tanzania Project has been effective in increasing household incomes. The beneficiaries reported that previously there were no bee-keeping groups and all activities were undertaken on an individual basis. The project has helped to establish 32 community bee-keeping groups with over 1,425 modern bee hives. It also introduced modern methods, approximately doubling the harvest by reducing honey wastage during harvesting. Originally women were not involved in the activities, but the project encouraged them to participate.[125] Forty-one women's groups were established, 30 for improved cooking stoves, 5 for bee-keeping, 3 for food processing and 3 for poultry raising. Each has been given a jam-making machine to increase household income.

Maize productivity has also increased with introduction of a soil fertility improvement programme.[126] The introduction of improved cooking stoves has helped to save energy, and poultry farming introduced by the project has helped to raise household incomes. The community around Miombo Woodland has been provided with 600 kg of sunflower seeds to help diversify their crops. One agricultural marketing cooperative society has been established to support farmers.

Key success factors in the UNDP interventions included their focus on community needs, alignment to national policies and strategies, and the community participatory approach. The political will of the Government and strong technical support from UNDP were also key. In addition, the commitment from various partners at local levels (district managers and officers, communities, civil society groups, etc.) contributed to the achievements.

The majority of the planned activities were implemented though there were some exceptions. For example, a key action planned under Outcome 30, on the finalization and publication of guidelines on benefit-sharing from reserves and support to the development of sustainable financing mechanisms for the protected area estate of Tanzania, was not implemented due to the expiration of the project. Two other key actions have not yet taken place because a related project is still ongoing.[127] In the Selous-Niassa Wildlife Corridor Project, some planned activities were only partially implemented, due to delays in finalizing the project design.

4.6.4 EFFICIENCY

The projects under this cluster all followed the NIM modality. The projects were implemented efficiently by partners from the Government, which has a well-defined administrative structure and personnel with assigned responsibilities. UNDP resources were focused on a set of activities that produced significant results, although there were some delays in project start-up and disbursement of funds during implementation.

All projects under this cluster were delivered through the NIM modality. Given the well-defined administrative structures and clear assignment of staff responsibilities, programme interventions were delivered smoothly. This contributed to efficient implementation. Funds were disbursed to implementation partners through the Exchequer System, and standard government procurement procedures were followed.

In addition to co-funding the projects, UNDP was involved in all activities pertinent to approval

125 Out of 190 members there are 16 women involved in bee-keeping and honey processing.

126 Maize productivity was reported to increase from 3 bags for each half hectare to 11 bags.

127 (i) Support the review and development of sustainable land management systems for the main agroecological zones in Kilimanjaro and Pare Mountains; and (ii) support the development of a national strategic investment framework for mainstreaming sustainable land management and environmental conservation into national economic growth goals.

of project inception reports, follow-up of implementation progress, participation in the project steering committee, review of budget revisions and approval of annual project implementation reports, including performance ratings and project terminal reports.

UNDP resources were focused on a set of planned activities that produced significant results, contributing to enforcement of policies and strengthened capacity at national and district levels. One factor leading to project efficiency in this cluster was joint planning between UNDP and the implementing partners. This resulted in efficient use of human and financial resources and avoided delays associated with misunderstandings. Frequent reporting on both technical and financial aspects of projects ensured ongoing monitoring of implementation status, leading to immediate corrective action where necessary.

Some factors affected the efficiency of UNDP interventions. Delays in fund disbursement resulted from initial non-alignment between the financial systems of the UN and the Government. In some cases the first disbursements could not be processed smoothly because the funds were not reflected in the Medium Term Expenditure Framework, which slowed down implementation of planned activities, hampering efficiency. Most of these challenges were due to the pilot implementation of quarterly disbursement through the Exchequer System. Frequent staff turnovers were another constraint, resulting in limited institutional memory, longer learning times for new staff and discontinuity of programme activities.

4.6.5 SUSTAINABILITY

The projects under this cluster lacked exit strategies, although they were implemented with a sense of government ownership. The approach to ensuring continuity after project completion was through building capacity at district and community level and streamlining and incorporating project activities into district annual plans.

The projects under the Environment and Natural Resources Management Cluster have been implemented within the national institutional framework related to environment, natural resources and climate change. During interviews for the ADR, some implementation partners reported that programme outcomes and activities were already earmarked for implementation within relevant national policies. Although the projects lacked an exit strategy at the design phase, there was a sense of programme ownership within the Government, which helps to ensure sustainability. At local level, community members were mobilized for participatory planning, implementation and monitoring of project activities. The villages were encouraged and facilitated to form environment/natural resources/conservation committees or associations to ensure continuity after project completion.

Under the Coastal Forest Protected Areas and Forest of the Arc Mountains Projects, several training sessions were carried out to build capacity of government staff in environmental and natural resources management. Interviews suggested that these staff retained their capacities and skills, but no other capacity-building efforts have been carried out since closure of the project.

The relevant institutional structures were also set up with UNDP support. For example, the National Protected Area Board for Zanzibar was established and reconstituted with new members and terms of reference, with the mandate to provide oversight on management of the protected areas system. A unit responsible for conservation (biodiversity) has been established with staff and sufficient resources and facilities to support implementation of activities in the protected areas of Zanzibar. At the Ministry of Natural Resources and Tourism, a management unit was created to manage community forest resources. In addition, a memorandum of understanding was prepared between national and district authorities, and its implementation is supported by government resources to ensure its sustainability.

The outcomes under this cluster helped to develop tangible products that could ensure the sustainability of activities. For example, collaborative management agreements and local by-laws governing resource use and access provided clear incentives for local stewardship and reinvestment. The development of a framework for forecasting potential income and revenue generated within reserved zones has helped to ensure the sustainable use of the reserves. Some structures put in place will serve as permanent or semi-permanent assets for future use, such as biosphere management plans and fuel-efficient stoves.

Activities in the Kilimanjaro Land Management Project were reported as having been streamlined and incorporated into the districts' annual plans. However, lack of transportation would limit district council officers' ability to visit remote communities.

Elements of the ongoing Miombo Woodlands of Western Tanzania Project are promising in terms of sustainability. For instance, legally constituted community groups were formed, with each household contributing 25 percent of revenue to group funds. This community endowment fund will continue to facilitate some of the project activities. The project also involved preparation of a marketing and business strategy for the fund as well as capacity building in business processes for members.

Lessons from implementation of the protected area system approach in the coastal forests have been documented and disseminated in technical papers. They were also promoted at international meetings and other events on protected areas.

4.7 ENERGY AND CLIMATE CHANGE

2007–2010/2011

- Low-emission energy technologies including renewable energy, energy efficient and/or advanced fossil fuels (Outcome 21)[128]

2011–2015/2017

- Key MDAs and LGAs integrate climate change adaptation and mitigation in strategies and plans (Outcome 29)

4.7.1 OVERVIEW

In the area of energy (Outcome 21), UNDP supports the Government in promoting implementation of low-carbon and efficient energy strategies, including the use of renewable energy technologies in rural areas. UNDP also supports government efforts to develop a model for scaling up renewable energy technologies in rural communities.

UNDP's interventions under Outcome 21 were delivered through one project, Transformation of the Rural Photovoltaic Market. It aimed at promoting the use of photovoltaics to provide basic electricity to improve people's livelihoods and reduce dependence on imported fossil fuel. The project was to refine the policy framework and institutional arrangements; increase awareness among the general public; strengthen and support the private sector working in the photovoltaic sector; explore, develop and test viable financing options for disseminating photovoltaic systems; and share experience and lessons to promote replication throughout the country.

With regard to climate change (Outcome 29), UNDP works with national, regional and local planning bodies to help them respond effectively to climate change and promote low-emission and climate-resilient development. This work focuses on supporting the Government (both mainland and Zanzibar) to develop the National Climate Change Response Strategy and the Tanzania National Adaptation Plan. UNDP supports the Government in mainstreaming climate change into national development plans, strengthening capacity for climate change governance, and implementing initiatives to reduce emissions, deforestation and forest degradation.

128 This outcome was not in the CPAP but was reported in the ROARs.

UNDP's work under Outcome 29 includes the following areas:

- Africa Adaptation Programme, designed to enhance the adaptive capacity of Tanzania, promote early adaptive action and lay the foundation for long-term investment to increase resilience to climate change.
- UN Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation (REDD) in Developing Countries–Tanzania, aimed at assisting Tanzania to prepare and implement the national REDD+ strategy.
- Mainstreaming Environment and Climate Change in Development Plans, implemented by the Vice President's Office, Ministry of Finance and National Environmental Management Council. Its objective is to ensure that environment and climate change are mainstreamed in the most economically important and vulnerable sectors of the economy, to reduce poverty while maintaining environmental integrity,
- Climate Change Governance Project, aimed at supporting the Zanzibar Vice President's Office in strengthening climate change governance through capacity building and mainstreaming of adaptation actions in development plans,
- Climate Information and Early Warning System Project, designed to strengthen climate monitoring capabilities, early warning systems and availability of information for responding to climate shocks and planning adaptation to climate change in the Tanzania Meteorological Agency,
- Climate Change Adaptation Support Project, through the Small Grants Programme, to support implementation of early adaptation actions for communities adversely affected by climate change in selected areas, and to demonstrate successful community-based climate change adaptation initiatives for people in marginal areas.

Outcome 29 includes various outputs and key actions, some of which are implemented by other agencies, e.g. UNEP, UNIDO, FAO, WFP and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), based on their mandate and priorities.[129] All projects listed above are UNDP or UNDP/Global Environment Facility projects, except for UN-REDD, which is co-funded by UNDP, FAO and UNEP.

4.7.2 RELEVANCE

The outcome objectives are relevant to the MKUKUTA/MKUZA and sectoral policies. The projects under the two outcomes are also relevant to local needs. However, design issues were raised regarding some projects.

UNDP's support in energy and climate change is relevant to national and sectoral policies. The Rural Photovoltaic Market Project, for example, aims at reducing Tanzania's energy-related carbon dioxide emissions by substituting photovoltaics for fossil fuel (kerosene) to provide basic electricity services to rural homes. It also works to improve people's livelihoods by improving their access to affordable modern energy services. The project reflects the principles of the National Energy Policy (2003), which encourages introduction of efficient, end-user technologies and wider application of alternative sources of energy.

The projects under Outcome 29 align with policies such as the National Environmental Policy, Climate Change Policy, Land Policy and

129 For example, a key action of FAO is to 'build capacity for upscaling conservation agriculture and mainstreaming climate change adaption in agricultural investment plans'; of UNIDO is to 'facilitate the wider use and application of technologies for solar energy, wind energy, bioenergy and hydropower and reduce the energy use in intensive productive sectors'; of UNEP is to 'facilitate the establishment of a Clean Development Mechanism initiatives network nationwide for experience sharing, motivation and promotion of sustainable bioenergy practices'; and of UN-Women is to 'set up and monitor a pilot project for the installation and maintenance of solar lighting in households; principal target will be women'.

Act, and Water Conservation Act. The Africa Adaptation Programme is directly in line with the National Adaptation Plan of Action. It aims to address the barriers to climate change mainstreaming through capacity building for national institutions, with a goal of generating information related to climate change and incorporating it into planning instruments. The UN-REDD Tanzania National Programme, designed to strengthen Tanzania's REDD readiness, is highly relevant in the context of the country's increasing rate of deforestation and forest degradation and the weak capacity, governance and institutional framework.

Project activities have addressed local needs, including activities related to income generation and poverty reduction, climate change mitigation and adaptation, and introduction of good practices in land use management. The Strengthening Climate Change Governance in Zanzibar initiative is a direct response to the adaptation deficit in Zanzibar. It is designed to strengthen its ability to address climate change challenges.

At the project level, design issues were raised in some cases. For example, the final evaluation of the UN-REDD Programme noted that "the design failures, emanating from poor coordination, collaboration and a complex national context, diminished the relevance of some activities." It also said that "the applicability of some outputs has diminished over time due to the evolving socio-political environment in Tanzania." One of the factors noted was the limited scope of the consultation process, preventing partners from fully recognizing the country's institutional complexity.

4.7.3 EFFECTIVENESS

UNDP has contributed to achievements in several areas, including creation of new jobs, development of the Tanzania National Climate Change Strategy and increased awareness on climate change among government officials and communities. In some cases, however, intended project outputs were only partially achieved.

In the area of energy, the terminal evaluation of the Transformation of the Rural Photovoltaic Market Project under Outcome 21 noted significant achievements in the development of a pro-photovoltaic framework. This was demonstrated by the removal of duties and value-added tax from photovoltaic modules and components, development of standards and codes of practice, and consideration of financing for photovoltaics in the regional administrative secretary's development plans. Knowledge of photovoltaics has grown in the project area, thanks to awareness and technical training programmes. Overall, the project has demonstrated the viability of dealer (supply chain) financing to the banking system, the applicability of photovoltaic systems in supporting delivery of social services such as health and education, and their benefit in increasing rural incomes.

A number of factors were reported as having contributed to project achievements. These included the government's strong commitment; the industry's willingness to participate; the financial institutions' willingness to lend to solar dealers; support from the Mwanza local government in removing duties and value-added tax on importation and sale of solar products; the capital provided by UNDP to the solar traders; and creation of a project steering committee that coordinated project implementation.

In the area of climate change, one of the key achievements was the development and launch of the Tanzania National Climate Change Strategy. It provides an institutional and policy framework and supports prioritization, planning, financing and implementation of climate change initiatives in Tanzania. This has helped to strengthen climate change governance in the country. The strategy is being implemented with participation by MDAs, LGAs and other relevant stakeholders to ensure that climate change is integrated into development plans and strategies. UNDP's support under Outcome 29 also contributed to development of the Zanzibar Climate Change Strategy, which was launched in June 2014.

Other notable achievements include development of the National Climate Change Communication Strategy 2012–2017, the National Knowledge Exchange Platform and the National Policy Framework for REDD, which is in place and is being implemented. Climate change adaptation and mitigation have been integrated into strategies and plans by the key MDAs and LGAs in Tanzania. The final evaluation of the project on Mainstreaming Environment and Climate Change Adaptation in the Implementation of National Policies and Development Plans noted that the project had led to (i) stronger capacities and tools to manage the inherent uncertainties of climate change; (ii) consolidation of climate data into comprehensive documents for dissemination to MDAs; (iii) strengthened climate change governance for Zanzibar due to capacity building and mainstreaming of adaptation actions in development plans; and (iv) introduction of low-carbon technologies in communities in Zanzibar.

The interviewees noted that the achievements under Outcome 29 could be attributed to its focus on community needs, leading to strong community involvement and willingness to participate. Other factors were its alignment with national and sectoral development plans; government support and involvement; and effective partnerships with development partners and civil society organizations.

In some cases, however, results were less than expected. For example, some tangible results have been achieved in the Joint UN REDD Programme in terms of analytical work (cost elements of REDD+) and at the institutional level (the National REDD+ Task Force, National Carbon Monitoring Centre) and the policy level (notably the National REDD+ Strategy and an Action Plan for Implementation). However, the programme suffered from design flaws and challenges in coordination and collaboration, including limited engagement with local stakeholders. Interviews undertaken during the ADR supported this point. Some stakeholders noted that the project design process was insufficient and predominantly driven by UN agencies, resulting in a weak analytical foundation and ultimately limited national ownership.

4.7.4 EFFICIENCY

The efficiency of UNDP's interventions on energy and climate change is mixed. While human and financial resources were generally used efficiently, challenges existed at the project level, in terms of the service procurement process and general consultation.

All projects examined under the two outcomes were nationally implemented. There was a clear division of labour between national implementation partners (responsible for implementing project/programme activities) and UNDP (disbursing funds and providing oversight and technical support), facilitating the programme's managerial efficiency. Overall, human and financial resources were used efficiently.

Challenges were reported in some areas, including the short time frames of the projects, insufficient estimates of project costs and the expense of recruiting international consultants. Procuring services and materials required a protracted documentation process (the REDD+ Project), and there were occasional disagreements on who should be engaged to undertake specific activities, leading to delays in implementation.

Another issue was lack of coordination between UNDP and the implementing partners (e.g. Vice President's Office/Department of Environment) in finalizing the timing of the planning cycle on the African Adaptation Programme. The final evaluation of it noted that the failure to coordinate implementation of activities within the planned time frame at national, sector and local levels resulted in a missed opportunity to influence the content of key planning instruments, such as the MKUKUTA. Also, most programme resources were invested in capacity building at key government institutions, but no mechanism was established for an initial assessment of capacity needs or for an evaluation of the impacts of the capacity development activities, as had been planned.

4.7.5 SUSTAINABILITY

None of the projects under the Energy and Climate Change Cluster has an exit strategy in place. The capacity-building activities laid the ground for sustainability, but much more needs to be done. Access to funding is another key limitation.

Various capacity-building activities were undertaken by the projects, building the foundation for sustainability. This included capacities for climate change adaptation planning at national level, and for development and enforcement of by-laws and natural resources governance at local level. However, in some instances there are fundamental limitations in human resource capacity, technical expertise and infrastructure investment, which undermine sustainability. This was the case of the REDD+ project, whose final evaluation assessed sustainability as unsatisfactory. It also noted that the lack of a fully resourced REDD+ operational unit in the Ministry of Natural Resources and Tourism has reduced the sustainability of components such as the monitoring, reporting and verification systems. This also affected safeguarding of monitoring systems, reporting and funds management. Staff turnover and the widespread use of consultants to address issues were also raised as concerns that could limit the long-term sustainability of project achievements.

The African Adaptation Programme supported the acquisition of meteorological stations and high-performance computers. This has enabled the Tanzania Meteorological Agency to produce more accurate projections of climate variables, disseminate information on climate change risk and vulnerability, and carry out impact studies on adaptation options and their links to the socioeconomic environment. The agency has the capacity to maintain the newly procured equipment, but it will still depend on external support for its meteorological network coverage and for digitization and processing of historical meteorological data.

Chapter 5

UNDP'S STRATEGIC POSITION

This chapter examines UNDP's unique position in the country, given that numerous other development partners are also supporting development objectives. The discussion centres on three areas: UNDP's ability to respond to the country's emerging challenges; leverage its comparative strengths and use its partnerships when necessary; and promote important UN values.

5.1 STRATEGIC RELEVANCE AND RESPONSIVENESS

At the core of UNDP's programme approach lies its strong relationship with the Government of Tanzania. The programmes have generally been designed and implemented to support the country's development priorities. Yet there is much room for UNDP to strengthen its programme design process and internal practices to better capture, assess and report its performance.

UNDP's close and long-term relationship with the Government of Tanzania has been at the centre of its work in the two programme periods under review. UNDP's support not only to the government's executive offices but also directly to MDAs and LGAs was favourably acknowledged. The Government had high expectations of continuing to receive UNDP support in the coming programme cycles, particularly in the areas in which UNDP has already engaged.

The objectives of UNDP's work in all the programme areas reviewed were anchored in the country's strategic objectives, as articulated in its various development policies and international frameworks. The areas UNDP has chosen to support reflect the long-term goals of the people of Tanzania and respond to the aspirations outlined in the national frameworks.

UNDP's responsiveness to national needs, both long term and emerging, was evident from at least three perspectives. First, many national stakeholders applauded UNDP's flexibility to accommodate emerging issues in project design, even in the midst of implementation.[130] UNDP was regarded as a trusted, reliable partner in this regard. Second, the use of the NIM approach to project delivery in a majority of the projects reviewed was well suited for Tanzania. This was particularly the case in Zanzibar, which lacks strong human and institutional capacity in many cluster areas.[131] Third, in the absence of the UN focal unit to follow up on international obligations (there was no representation of the United Nations Office for Disaster Risk Reduction to implement the Hyogo Framework for Action), UNDP has filled this gap, coordinating disaster management and risk reduction efforts in both mainland and Zanzibar.

While many projects reported the increased ownership of activities that NIM tends to engender,

130 In the Capacity Building Cluster, for example, this included support to BRN with a $9 million project to strengthen agricultural service delivery; re-allocation of funds to formulate the Results for Prosperity for Zanzibar, which was not in the initial plan; work around wildlife conservation in response to poaching and illegal sale of ivory in the Environment Cluster; and inclusion of a new component on sensitizing members of Parliament to human rights principles in the project design under governance.

131 For example, the choice of implementing partners for a project reflected the very entities requiring capacity building support (e.g. POPC, BRN-ADD, NEC/ZAC, TACAIDS/ZAC, etc.), which are all tasked in national and sectoral coordination activities. In Zanzibar, UNDP's financial and technical support was instrumental for, e.g. ZAC (HIV and AIDS), ZAECA (anti-corruption) and legislature, to fulfil their respective mandate, strengthen members and finance their activities.

they also faced various challenges. These included (i) difficulty in securing project funding and human resources, particularly when UNDP cut the budget (as for capacity building) and the contracts of UNVs filling important project posts were closed (e.g. HIV and AIDS); (ii) weaknesses in project design and implementation, such as start-up delays (e.g. election support),[132] limited scope in design (e.g. Private Sector Development/ Trade[133]) and limited funds or delayed delivery to implementing partners;[134] and (iii) lack of clarity in oversight and reporting mechanisms, including when the implementing partners sub-contracted work to other entities (e.g. HIV and AIDS, Capacity Development). Many of the projects under review lacked clear plans for continuing or scaling up the activities after project completion. These are all important sustainability issues.

However, the Governance portfolio showed these challenges can be addressed. It employed a consultative approach during the project preparation phase. In every outcome area, projects were preceded by a needs assessment mission, which meant that design of interventions was rooted in an informed perspective. This enhanced ownership among national stakeholders, who had a shared understanding of the challenges and emerging issues. Together with background analysis and evaluation of past interventions, this largely served as the foundation of the theory of change for the project. It allowed it to focus on the main drivers of change (e.g. strengthened legislatures, electoral management bodies, a human rights regime and anti-corruption bodies), thus facilitating the desired environment.[135]

UNDP's contribution to Tanzania's development agenda complements the work of many other development partners, including UN agencies and bilateral and multilateral donors. In this regard, the ADR found much room for UNDP to strengthen its role by further promoting consultations, particularly during project conceptualization. The UNDAP took a significant step forward when it was transitioned from a joint programme approach to a joint programming approach. Among the UNDP projects reviewed for the ADR, however, there appeared to be limited use of pre-project consultations with other development partners, a missed opportunity to strengthen project design.[136]

UNDP could also strengthen the accountability of its record-keeping and reporting practices. When the UNDP audit took place in July 2012 (one year into the current programme cycle), the country office was due to retrieve (from project partners) all project-related documentation from the previous programme cycle, much of which was reported as having been lost in the 2011 flood. At the time of the ADR, this information was still lacking. The office's limited ability to establish achievements and lessons from the past programmes as well as the limited handover practices despite frequent staff turnover implied

132 For example, in the ESP and DEP, voter register updating was not supported, although it was regarded as important for free and fair elections. UNDP's response to election support (training of personnel) came too late to be effective, with the project starting only 7 months before Election Day, compared to the 18 months required as per the Electoral Assistance Implementation Guide. (Source: A. Barradas, M. Williams and C.S. Gomez, 'Independent External Evaluation of the Elections Support Project 2010 – Terminal Evaluation Report', UNDP Tanzania, Dar es Salaam, p. 9.)

133 In the SAGCOT, village extension officers and lead farmers were trained on the system of rice intensification techniques but the project did not cover support to the whole value chain (i.e. access to inputs, financial services and access to markets). The number of people targeted was also very limited.

134 At the time of the ADR debriefing, the country office noted its awareness of the challenges in the current fund transfer/ disbursement mechanism and its ongoing discussions with partners to resolve the issue.

135 In the case of governance, the desired environment would be: free, fair, and credible elections; promotion and protection of human rights including those of women, children and poor, marginalized and vulnerable people; reduced corruption; increased transparency and accountability; efficient delivery of services; executive oversight; improved access to justice; and inclusive political and democratic institutions including political parties.

136 This is the case, although there are mechanisms such as sector-specific programme working groups and project steering committees. The examples from projects were discussed in various cluster analyses in the previous chapter.

the urgent need to strengthen knowledge management practices.

Under the DaO, all UN agencies are expected to harmonize their work, including reporting of results, yet each agency is responsible for ensuring its own performance. The DaO guidelines assign individual organizations as the 'primary units of account for performance and management'.[137] This underscores the need for UNDP to strengthen its reporting practices. It could do so, for example, by (i) clearly assigning projects to each outcome based on a well-thought-out theory of change and using these assignments consistently across all documents; (ii) tracking and systematically recording the progress made in the UNDAP key actions and activities; (iii) assessing UNDP's unique contribution to the UNDAP outcomes by understanding the work achieved by others; and (iv) ensuring consistency in the descriptions of outcomes, expected outputs and indicators across all programmatic and internal reporting documents.

5.2 UNDP'S COMPARATIVE STRENGTHS AND USE OF PARTNERSHIPS

Among UNDP's strengths, the ADR identified its ability to facilitate policy-level discussions, its programmatic focus on strengthening institutional capacities and its ability to forge relationships with technical partners and external networks. In this regard, partnerships with development partners should be further strengthened as a way of strengthening UNDP's own programmes.

In the programmes under review, UNDP's primary strengths over other partners were its policy influence, capacity development focus and leveraging of partnerships and networks. All of these have helped to create an environment in which development changes are possible.

5.2.1 POLICY INFLUENCE

UNDP's long-standing relationship with the Government has given it the ability to influence government policies, including those related to advancement of the MDGs in all clusters. In the Governance Programme, this strong partnership has enabled UNDP to influence its government partners to do things differently, and without much conflict.[138] Over the last decade, UNDP has learned significant lessons on elections, in both mainland and Zanzibar, and interviewees generally associated UNDP's comparative strengths with its support to the delivery of elections. In the area of justice and human rights, UNDP previously managed the Governance, Justice, Law and Order Sector Basket Fund. It has played a catalytic role at national level in other areas, such as in the review of the HIV policy, which changed the law that had criminalized HIV transmission and allowed discrimination against key populations.

Other examples include UNDP's role in the abolition of the tax on photovoltaic solar equipment, and its important programme influence in Zanzibar, where human and financial resources are limited, as shown in many of the programmes reviewed.

137 Independent Evaluation of Delivering as One – Summary Report' (2012). While UN agencies are expected to work and deliver as one, "individual organizations remain the primary units of account for performance and management," given the "existence of their own governance structure, mandate and culture". Based on the DaO guidelines, while annual reports must show collective accountability of the entire UN country team towards results (i.e. through reporting at outcome level where multiple agencies contribute), the accountability of individual UN entities must also be ensured. It notes that results are reported at two levels: i) contribution to development progress (collective accountability); and ii) "individual accountability of each agency towards activities/outputs carried out through monitoring of the output-level results spelled out in the annual joint work plans". Source: UNDG, Standard Operating Procedures for Countries Adopting the Delivering as One Approach, August 2014.

138 For example, for anti-corruption work on the mainland the Government now provides over 80 percent of the PCCB budget, and acceptance of ZAECA in Zanzibar has grown for the same reasons. In Zanzibar, the anti-corruption strategy and action plan, together with enactment of the Children's Act, have changed the policy direction with regard to anti-corruption and juvenile justice.

UNDP's mandate to lead donor coordination (even within the framework of the Resident Coordinator system), its 'privileged' access to policymakers and its deep expertise in development were regarded as particularly useful in terms of making it a key partner in endorsing the national agenda. This was especially the case in following up on the MDGs and enhancing aid effectiveness. UNDP collaborated with the President's Office Planning Commission and partners to mainstream the MDGs at the forefront of the national agenda and accelerate their achievement through localization. UNDP has now been given responsibility for leading coordination of the post-MDG discussions.

5.2.2 BUILDING THE HUMAN AND INSTITUTIONAL CAPITAL BASE

Another area commonly raised as a UNDP strength is its focus on capacity building, which has been a principal tool in all programme areas. It has been approached in various ways. For example, the use of NIM in projects requires UNDP to put national implementing partners in the driver's seat, which promotes national ownership of activities and results. Another approach is UNDP's financing of UNVs to provide technical support at project level, although the continuation of those posts is vulnerable to the availability of funds at UNDP.[139]

Project activities in all the reviewed clusters included workshops and training aimed at increasing the knowledge and skills of individual staff members of the implementing partners (both central and local government authorities) and beneficiary groups. In some cases, training of trainers helped to expand the reach and level of capacity building,[140] and the involvement of CSOs enhanced project and service delivery.[141] In addition to individual staff capacity, institutional capacity has been strengthened through provision of equipment, including motor vehicles.[142] Capacity-building efforts have produced tangible results when the scope and objectives were specific. Examples include initiatives to develop women's leadership in election support[143] and to strengthen technical research capacity.[144] UNDP's efforts were also successful when its approach was consistent with the policy framework, such as the national disaster management strategy, which now serves as a national reference point.

However, it should be noted that the projects generally lacked clear means of verification to assess the degree of accomplishment among those groups and targets. Some interviewees also questioned UNDP's reliance on the use of external consultants to provide technical guidance.

5.2.3 EXPLORATION OF NETWORKS AND PARTNERSHIPS

Leveraging of partnerships has been an important tool in strengthening UNDP programmes.

139 For example, in HIV and AIDS, four UNVs assigned at TACAIDS served as the technical focal points on legal affairs, gender, community development and information affairs (TACAIDS, Annual Report, 2012/13). UNDP supported a total of 28 UNVs in response to human resource shortages; they were assigned to key coordinating offices at national and local levels (e.g. TACAIDS, PMORALG, NACOPHA, TAPAC, AMICAALL and 17 districts throughout the country).

140 In Governance, UNDP provided training to MDAs, LGAs, the media and CSOs through CHRAGG trainers.

141 Financial support was given to CSOs in the implementation of climate change adaptation activities in arid areas; and for community-based advocacy and reaching special target groups (e.g. key populations) in the HIV and AIDS programme. In DEP, the Tanzania Centre of Democracy, Foundation for Civil Society and the Media Council of Tanzania improved service delivery.

142 For projects in Capacity Development, Private Sector Development/Trade, Governance and Disaster Management programmes. The provision of motor vehicles to the DMD in Zanzibar, for example, has improved the mobility of DMD staff in disaster preparedness and response activities.

143 For example, through training of women leaders at village level, in addition to strengthening the women's parliamentarian forum, which has sensitized citizens to vote for women in political party offices.

144 For example, the improved capacity of the Zanzibar House of Representative and the National Assembly in the parliamentary committees, the research unit, the library and in legal analysis.

Examples include the use of regional and global sector-specific networks for technical input (e.g. Private Sector Development/Trade)[145] and reaching out to partners and initiatives for resource mobilization (e.g. Capacity Development and Governance).[146] Collaboration with a broad range of partners in programme delivery resulted in tangible contributions in some areas, such as with CSOs and the private sector in Governance/DDTP;[147] the media in elections;[148] and target beneficiary groups in HIV and AIDS.[149] But they fell short in other areas, such as with the media and CSOs in anti-corruption.

Based on the DaO initiative, there was a general sense of a division of labour among the UN agencies.[150] Beyond the generic UNDAP architecture, inter-agency and partner collaboration in programme activities have helped to strengthen results in some clusters based on their strong programme designs (e.g. Climate Change[151] and Governance[152]).

Interviewees were unanimous in acknowledging UNDP's unique ability to galvanize development in the country. The need, therefore, is to further strengthen how the organization works with development partners, especially in the areas of UNDP's traditional focus. UNDP's relationship with those partners, including donors, was sometimes described as insufficient in terms of the level and quality of consultations on programmes and initiatives (e.g. Private Sector Development/Trade, UN-REDD, Governance and Capacity Development). More programmatic synergy could be achieved by working with partners that have significantly more resources and coverage (e.g. support to small farmers in SAGCOT[153]).

UNDP should also further clarify the role, values and principles underpinning its work to avoid overlapping with other agencies, as multiple agencies jointly contribute to UNDAP results (e.g. community-based efforts in HIV and AIDS). Looking ahead, UNDP should sharpen

145 The Private Sector Development/Trade programmes mobilized the International Lawyer Senior Project to train officers for the Attorney General's Chamber, and the African Management Service Company to provide management services in support of SMEs in the country.

146 For example, with the Gates Foundation for support of the newly approved agricultural project; with Norway on the youth and energy initiative; with UNICEF and the Wold Bank on the productive social safety net; and with Switzerland on inclusive growth. In support of DEP, the One UN Fund with contributions from Norway, direct contributions from Switzerland and unspent funds from the DDTP project funded by DFID (ROAR 2013). In the case of anti-corruption work in Zanzibar UNDP mobilized development partners to support the programme.

147 For example: (i) the Tanzania Centre for Democracy trained over 800 political party leaders, reaching regions and districts in the DDTP; and (ii) UNDP facilitated the inclusion of CSOs, the National Business Council and the National Chamber of Commerce in deliberations and completion of NACSAP III.

148 The involvement of the Media Council of Tanzania in monitoring the media during election times and training.

149 Support to the umbrella networks on people living with HIV has contributed to increased representation of people living with HIV in decision-making fora in the country.

150 For example, UNDP's collaboration with UNICEF, UNESCO and UN-Women for governance projects was favourably reported. On disaster management support to Zanzibar, UNDP supported national authorities, while UNICEF supported at district level and WFP at community level.

151 UNDP's collaboration with for example FAO, Norway, UNEP, UNESCO, UN-Habitat, USAID, the Netherlands, the European Union, DANIDA, Finland, DFID, France, Austria and German and Swedish cooperation on climate change adaptation has raised awareness among coastal villages on their vulnerability to climate change. Source: 'African Adaptation Programme: Tanzania Final Evaluation Report', 2013.

152 In Zanzibar's legal sector reform, UNDP worked with UNICEF, contributing 50 percent of the programme budget to support juvenile justice.

153 Private Sector Development/Trade. For example, the Market Infrastructure, Value Addition, and Rural Finance Support Programme, co-financed by the African Development Bank and IFAD. The IFAD initiative 'Rural Micro, Small, and Medium Enterprise Support Programme' aims at improving rural employment opportunities by providing selected medium and small-scale rural entrepreneurs with skills training, knowledge and access to markets to help increase productivity, profitability and off-farm income. These organizations support similar activities but with a larger-scale programme covering more components of the value chain.

its programming strategy to strengthen its ability to respond to the country's changing context. In addressing the emerging issue of extractive industries, for example, UNDP should explore taking a more integrated, comprehensive approach encompassing all aspects of the practice areas (e.g. governance, environmental and social sustainability, and conflict prevention and recovery) and engaging with all relevant stakeholders, in order to distinguish itself from other initiatives.[154]

5.3 PROMOTING UN VALUES FROM A HUMAN DEVELOPMENT PERSPECTIVE

UNDP supported the work on the UN Inter-Agency Gender Group and also engaged in various internal exercises to promote gender. At the programme level, its support to advancing gender and human rights issues was more visible in some programmes than in others. Similarly, South-South cooperation was enthusiastically used in some programmes.

5.3.1 GENDER EQUALITY AND HUMAN RIGHTS

Gender equality and women's empowerment have been identified in key policy frameworks (e.g. Vision 2025, MKUTA/MKUKUZA II) as a major development issue requiring a multisectoral approach. The Government has adopted various measures to address the issues.[155] UNDP has contributed to formulation of the Women and Gender Policy, as acknowledged by the Ministry of Community Development, Women and Children. UNDP has contributed to the broader issue through the Inter-Agency Gender Group, which has three work areas: (i) support to gender mainstreaming across the UNDAP; (ii) capacity development of the United Nations country team to coordinate relevant initiatives; and (iii) development of an inter-agency advocacy strategy. The group works to achieve a dedicated UNDAP outcome on gender. At the UN level, gender equality and women's empowerment issues have been more visible and increasingly integrated into programing. This has been aided by development of specific programmatic tools, such as the checklist for gender mainstreaming prepared for each of the 10 thematic programme working groups under the UNDAP.[156]

Through the Capacity Development projects, UNDP has ensured that gender is reflected in MKUKUTA/MKUZA. It also supported the National Bureau of Statistics in incorporating gender-disaggregated data into the 2011/2012 household budget survey. In the Governance programme, UNDP was the principal funder of the process to formulate the NHRAP, for which the Human Rights Working Group coordinated technical assistance to the national coordination committee. The DDTP and DEP projects had an explicit emphasis on women's rights and women's representation in the legislatures. UNDP also supported strong women's caucuses and the Forum for Members of Parliament on Disability in the legislatures as well as advocacy in protecting people with albinism in Tanzania. In the legal sector project in Zanzibar, gender and human rights were critical topics and were integrated

154 The integrated support addresses, e.g. (i) governance, including participation, transparency and accountability; (ii) environmental and social sustainability; (iii) conflict prevention and recovery; (iv) engagement with the private sector, civil society and local groups (in particular women's organizations and indigenous people's organizations), foundations and other stakeholders; and (v) economic and social policy formulation. Gender issues should be mainstreamed within each of the thematic areas. Source: UNDP, 'UNDP's Strategy for Supporting Sustainable and Equitable Management of the Extractive Sector for Human Development', 2012.

155 For example, the South Africa Development Community Protocol on Gender and Development (2010), which calls for 50/50 representation in all decision-making organs; and Gender-based Violence Policy and Management Guidelines (2011).

156 The Checklist for Gender Mainstreaming in the Economic Growth and Economic Governance Programme Working Group (March 2012), developed by the Inter-Agency Gender Group, is a step-by-step guide to help each of the 10 programme working groups incorporate gender during programme planning and systematically report results through M&E.

into the project with training and awareness-creation activities.[157]

Under the HIV and AIDS programme, the two projects under review were designed to contribute to gender equality.[158] The Legal Environment Assessment through the UNDP Regional Centre, which addressed protection of key populations, was regarded as crucial in supporting national partners to raise their awareness about the importance of fully reflecting human rights issues in national HIV efforts.

UNDP also supported preparation of various gender guidelines and studies in mainland[159] and Zanzibar.[160] Its primary role was financing the coordination positions at the two AIDS commissions[161] and supporting training activities in projects.[162] UNDP supported the placement of a gender officer at TACAIDS, although the position, formerly filled by a UNV, no longer existed at the time of the ADR. In Zanzibar, practical guidance on gender and human rights mainstreaming tools, which made use of the UNDP gender analysis and planning training module, was developed and translated into Swahili for wider dissemination.[163]

The significance of reflecting gender issues was generally noted in other projects in which women are key drivers of economic activities (e.g. Private Sector Development/Trade[164] and Environment and Natural Resource Management).[165] In the Environment Cluster, achievements reported

157 The interviewees were generally positive about the Governance programme's reflections of gender and human rights through the DEP, calling it "a good work". They also appreciated the strong emphasis on gender principles in the LSP in upstream work (the Tanzania Women Parliamentarians Forum had been supported to mentor women leaders in the political parties and to defend women MPs from negative media coverage) and in downstream work (the forum had trained women leaders in the villages who were increasingly aspiring to hold elective positions in local authorities).

158 The Gender Marker rating was '3' for the Joint Programme and '2' for the UNDAP project.

159 Under the Joint Programme on HIV and AIDS, in collaboration with the Ministry of Community Development, Gender and Children, the UN supported TACAIDS to develop the 'Gender Operational Plan for the HIV Response in Tanzania Mainland (2010-2012).' The plan was used for subsequent training of public officers and was disseminated to LGAs for integration into the Medium Term Expenditure Framework.

160 A study on factors affecting both women and men, 'Gender and HIV & AIDS in Zanzibar – A report on gender-related factors that facilitate risk, vulnerability and impact of HIV & AIDS among women, men, girls and boys in Zanzibar' (January 2009) was prepared through collaboration between the UN in Tanzania and the Ministry of Labour, Youth, Women and Children Development. This was used to prepare the Gender Mainstreaming Operational Plan, which addresses HIV and gender, including gender-based violence in Zanzibar.

161 UNFPA and UN-Women, in particular, with their financial and technical support, had a significant role in the development of the guideline documents. For example, UNFPA through ZAC financed preparation of the 'Zanzibar Gender Mainstreaming Operational Plan' (2009) with technical support by the Centre for Advocacy and Empowerment, and UNDP funded the ZAC coordinator and the Ministry of Labour, Youth, Women and Children Development. In Mainland, UNFPA provided funds for a review of the first gender guide, to align it with the NMSF. UNDP's key contribution to these documents was seen in the overall coordination role taken by the national programme coordinators at the two AIDS commissions funded by UNDP.

162 For example, training in 2013 of local government officials and police who manage gender desks in 25 regions to raise awareness and collect data on gender and gender-based violence. According to the TACAIDS National Response Report (2012), 417 police stations in Tanzania established gender and children desks, and 917 police officers have been trained on provision of services to children and victims of gender-based violence.

163 Ministry of Social Welfare, Youth, Women and Children Development, Zanzibar, 'Human Rights and Gender Mainstreaming in HIV and AIDS Response: A guide and practical tools for implementers in HIV and AIDS response (Draft, 2012)'. It used the 'Gender Analysis and Gender Planning Training Module for UNDP Staff' as a reference, but the extent of its utility was not established in the ADR.

164 It is reported that membership of the horticulture producer groups is more than 70 percent women. The cattle fattening feedlots are home based, thus giving women an opportunity to directly own productive assets. Fish-drying is mainly done by women, and improved fish-drying methods improve their status.

165 Women are designed to benefit directly from UNDP support through training on income-generating activities, including bee-keeping as an alternative means of livelihood in the protected areas. The gender focus was evident also in the sustainable modern energy technology.

among the target groups (women and youth) included training on bee-keeping practices, which increased incomes from the sale of honey, and establishment of savings and credit institutions (community conservation banks), mainly run by women.[166]

The gender focus was also evident in development of improved biomass cooking stoves, which reduce both waste of wood resources and the time women spend fetching firewood.[167] The Energy and Climate Change projects ensured that women were included in technical training and recruited as technical consultants.[168] In the disaster management area, JP 6.2 considered gender aspects by disaggregating male and female data in the vulnerability assessment. The emergency preparedness plan, however, has not reflected women as part of its operational plan, and it lacks specific activities to mitigate the hazards for vulnerable social groups.[169]

At the UNDP country office, the Transformation Plan outlined key actions to achieve gender balance in the workplace and in programmes, and these have resulted in a fairly balanced ratio of female to male staff (48 percent women at the time of the ADR). They include ensuring that vacancy short lists have at least one female candidate and requiring that women serve as substantive members or chairpersons of country office committees.

The country office has also gone through a rigorous internal gender mainstreaming exercise, known as the UNDP Gender Equality Seal. Following the initial self-assessment phase, the office was recognized for showing "transformative results on stand-alone initiatives (e.g. support to the Government to implement the National Strategy for Gender Development) and on gender mainstreaming", as noted in the report of the UNDP Gender Team. This reflected successful establishment of strong partnerships with national government counterparts, women's organizations and UN-Women. The UNDP headquarters review reported that the UNDP Tanzania office had "great potential to get certified" with the Gender Equity Seal.[170] Proactive leadership by senior management and mobilization of capacities within the country office were noted as contributing factors.

At the same time, challenges were identified. For example, the report noted that the country office lacked a gender specialist to guide programmes. At the time of the ADR, it was explained that despite the lack of a dedicated gender unit or gender specialist in the office, a gender focal point had been put in place, reporting directly

166 Under the Coastal Forests initiative, 387 members (133 women) from 24 bee-keeping groups have been trained. In 2013, the groups earned $1,249 (Tshs 1,999,000) through the sale of honey. Part of the funds are expected to be used as loans to other group members. Source: ROAR 2013.

167 Women supported in Kogoma, Tabora and Mwanza were reported as having saved about 50 percent in their time requiring for fetching firewood, according to the interviews.

168 For example, Training on Measurement, Reporting and Verifications for REDD+ at MNRT included women (13 females and 64 males). Women were also involved in training at Sokoine University of Agriculture, Institute of Resource Assessment, University of Dar es Salaam and Tanzania Forestry Research Institute. Female consultants, both national and international, were used for soil analysis, land cover change assessment and work related to the establishment of reference emission levels in the context of REDD+.

169 For example, while the emergency plan has defined the types of vulnerable groups (e.g. women-headed households and other groups with special needs, such as elderly people, children and people with disabilities), it does not specify how their specific vulnerability should be addressed at the disaster preparedness, response and recovery stages.

170 Based on the exercise, the country office scored four out of four on item 7, gender equality results and impact, which included the following benchmarks: (i) Transformational changes reported in ROAR include at least one instance of gender-related change in last three years; (ii) at least one instance of women's empowerment and/or increased gender equality is directly attributed to country office support in last three years, which was supported in projects (e.g. DDTP, ESP and LSP); (iii) at least one advocacy campaign on a gender issue undertaken during the current programme, which was demonstrated by a UN-level campaign to raise awareness on gender-based violence, '16 Days of Activism to End Violence against Women and Girls (2013)'; and (iv) country office commitment and contribution to gender equality highlighted on national media at least once in last 12 months.

to the Deputy Country Director. This person is responsible for ensuring that the country programme has an impact on gender equality.[171] Some programme managers were also reported as having gone through gender-responsive leadership training in their sectors (e.g. Private Sector Development/Trade, Capacity Development, Energy and Environment, and HIV and AIDS).

Another area of challenge was the limited integration of gender in programming. Of the seven criteria in the gender exercise, reflection of gender in programmes and projects was the weakest in terms of meeting the expected benchmarks. The review's final scoring indicated the need for more attention to the project appraisal process and setting of gender-responsive indicators and strategies in project documents.[172] The corporate target is for at least 50 percent of an office's projects to have gender-focused objectives, and the result at the time of the ADR was slightly below the benchmark.[173] As the gender team's report recommended, achievements observed in the initial phase of the gender exercise should be used as a starting point for the country office to strengthen its integration of gender issues into programming.

5.3.2 SOUTH-SOUTH COOPERATION

South-South cooperation was actively practised in some programmes but was limited in others. Numerous exchange programmes and knowledge-sharing activities were organized under the Capacity Development Programme to support implementing partners to accomplish their tasks, such as strengthening of the aid management platform and development of the Five-Year Development Plan 2011/2012–2015/2016.[174] UNDP should further explore areas where South-South cooperation could be beneficial in the next programme cycle, such as with countries that have an emerging oil and gas economy.

In Governance, South-South cooperation was used under the DDTP[175] and in the anti-corruption projects, among others.[176] The experience was regarded as important, given the need to develop local capacity to deliver sustainable

171 The country office gender focal point is the most senior national professional and a member of the Inter-Agency Gender Group.

172 Under the category Programmes/Projects (item 5), only two of the seven expected benchmarks were achieved. The five areas requiring improvements were: Programme document appraisal process includes mandatory gender screening and benchmarking against programming guidelines; programme documents incorporate gender-responsive outcome indicators; at least 10 percent of programmes/projects in the country office portfolio have a primary objective of gender equality and/or empowerment of women; at least 50 percent of projects require equal participation and/or equal sharing of benefits between women and men; and country office has developed at least one gender cross-practice initiative in the current country programme. Source: Table, 'Gender Equality Seal: Standards and Benchmarks', 2013.

173 The Gender Equality Seal report noted that, based on its 2012 Gender Marker data, "47 percent of the portfolio of the Office does not contribute to gender equality," meaning that projects were rated as either GEN0 (Outputs not expected to contribute noticeably to gender equality outcomes) or GEN1 (Contribution in some way but not significantly). Similar results were shown at the time of the ADR; among the projects reviewed, the distribution of scores was: 5 percent on GEN0; 42 percent on GEN1; 41 percent on GEN2 (Outputs have gender as a significant objective); and 3 percent on GEN3 (Outputs have gender equality as the main objective). Nine percent had no marker.

174 During the period under review, exchange visits on aid management took place with Nepal; with Sri Lanka, resulting in the integration of the aid management platform into the budget system; and with Kosovo, for further learning on the platform. More than 20 countries were said to have visited Tanzania to learn the system. Through these activities, Tanzania was exposed to lessons on the implementation and transparency of the aid management platform and efficient management of ODA. UNDP also supported the Tanzania delegation to visit Brazil, China, Namibia and Viet Nam to learn the poverty eradication and growth pathway, which resulted in the development of the Five-Year Development Plan.

175 During the process of planning an Administrative Act of the House by members of the Zanzibar House of Representatives, some members visited Ghana, Kenya, India, Uganda and Zambia under the DDTP for benchmarking. This resulted in finalization of the bill, which was tabled as the first private member's bill in the history of the House.

176 In the anti-corruption project ZAECA's staff were attached to the PCCB in Dar es Salaam, and staff from the Ministry of Justice and Constitutional Affairs travelled to Kenya, Rwanda and Uganda to learn about legal reform. They reported those lessons systematically in the office. PCCB was also reported as having developed networks around Africa and the East African Community to exchange experiences in the fight against corruption.

results, particularly through NIM. Yet in some cases the efforts appeared excessive, and the reasons for the choice of countries were not clear.[177]

South-South cooperation has not been explicitly reflected in the Private Sector Development/Trade and Crisis Prevention and Recovery areas. For Private Sector Development/Trade, the main reason reported was lack of funds. For disaster management and risk reduction, the Meteorological Agency reported that it had supported other countries (e.g. Kenya, Libya, Seychelles and Uganda on the development of the meteorological quality management systems, and Botswana, Malawi, Zambia and Zimbabwe on the table-driven code forms), although these were not directly linked to UNDP.

In the HIV and AIDS Cluster, an AMICAALL-led joint study on HIV responses involved major cities in several countries in the region (Mozambique, Rwanda, Tanzania, Uganda and Zambia). Similarly, an exchange programme with Ugandan mayors in 2012 was reported as useful in learning how the similar system in other countries was strong enough to support its own municipalities.[178] A collaborative project between TACAIDS, UNDP Tanzania and the Regional Centre was also underway. At the time of the ADR, the Integration of HIV and Gender Issues in Infrastructure Projects through Environmental and Social Assessments was being discussed, involving TACAIDS and relevant government offices, such as the National Environment Management Council. TACAIDS has established regional partnerships for joint research and training with the South Africa Development Community and the Lake Victoria Basin Commission in the East African Community, though these are not directly related to UNDP support.

In the Environment and Energy areas, visits to other countries in the region (e.g. Ethiopia, Lesotho, Rwanda, South Africa, Uganda and Zambia) reportedly contributed to building skills and knowledge on natural resources management and climate change adaptation practices, at both individual and organizational levels. The project manager and coordinator of the Climate Change Programme visited Viet Nam to learn about climate change funding mechanisms, including the use of the private sector, and on low-emission energy strategies. Through the Africa Adaptation initiative, Tanzania engaged with, for example, Ethiopia to share experience on establishing a climate change financing mechanism; with the Philippines on institutional structures for addressing climate change; and with Kenya to improve national and local climate change adaptation plans of actions and to strengthen local action plans in Zanzibar.

177 In the DDTP, the members visited five countries, all in the Commonwealth and thus with the same systems, just to benchmark on a single item. Additionally, lessons from within the region were more applicable to Tanzania, while there were visits from Mexico to share election experiences.

178 The Tanzania chapter of AMICAALL is a CSO although hosted under the Prime Minister's Office. Its structure is highly vulnerable to the availability of funding (it has received UNDP support since 1999). The Ugandan chapter was reported as having an independent structure, financially supported by UNAIDS.

Chapter 6

CONCLUSIONS AND RECOMMENDATIONS

Drawing on the findings from the previous chapters, the report makes the following conclusions and recommendations pertinent to the development of the next country programme.

6.1 CONCLUSIONS

Conclusion 1. In the two periods under review, UNDP programmes were strongly anchored in the development priorities of the country, articulated in Tanzania's long-term and medium-term national development frameworks, as well as in emerging needs of the Government.

UNDP has served as a critical member of the UN team in Tanzania, which has collectively supported the country in achieving the development objectives outlined in the MKUKUTA/MKUZA. UNDP programmes for the two programme cycles under evaluation, 2007–2010/2011 and 2011–2015/2016, were based on overall UN system strategies, the UNDAF and the UNDAP. These were directly aligned with Tanzania's national development framework, articulated in Vision 2025 (mainland) and Vision 2020 (Zanzibar), MKUZA/MKUKUTA I and II, and corresponding sector-specific policies and strategies.

In all cluster areas reviewed, the programmes reflected the aspirations set out in those documents as well as the MDGs. UNDP responded to the emerging needs of the Government when required. This was demonstrated, for example, by its support to Big Results Now, which was developed to fill gaps in existing strategies and has facilitated the focus on growth. UNDP's strong leadership in the two periods under review was demonstrated by, among others, its role as managing agent for 5 of the 11 joint programmes in the previous cycle (Joint Programmes 3, 4, 5, 6.1 and 11) and as lead agency for 2 of the 10 UNDAP programme working groups (Governance and Environment).

Conclusion 2. By leveraging its strong relationship with the Government, UNDP played an important role in navigating policy discussions to support the country's development based on the human development perspective.

Through its strong relationship with the Government of Tanzania, UNDP has come to be regarded as a trusted and reliable partner. It has established a solid foundation for aiding the country to achieve its national development objectives and the MDGs, and promoting values that support human development. This relationship was essential in navigating discussions of sensitive issues among policymakers, such as on human rights principles and establishment of appropriate policies (e.g. NHRAP, HIV and AIDS); ensuring representation of people living with HIV in decision-making fora; strengthening anti-corruption efforts; and accelerating achievement of the MDGs by supporting gender and human rights.

Conclusion 3. UNDP addressed the country's widely recognized weakness in institutional capacity in its programmes and made important contributions, such as by aiding formulation of relevant policies; establishing necessary institutions and frameworks; building the skills of personnel; and strengthening national coordination in sector work. These efforts require continuous follow-up to ensure lasting institutional capacity.

UNDP was uniquely recognized for its contributions to strengthening institutional capacity in the context of Tanzania's complex development architecture. Given the institutional weaknesses,

the use of the national implementation modality in many of the projects reviewed was appropriate, particularly in Zanzibar where both financial and human resources were limited in all clusters. Through careful identification of sectoral 'catalysts', for example in the ministries and CSOs, the national implementing partners were in the driver's seat, which promoted their ownership of the process and results.

During the periods under review, UNDP particularly helped to (i) strengthen national partners' ability to formulate sector-specific policies (e.g. NACSAP II, climate change, disaster management, trade integration) and development plans as required by the Government (e.g. BRN, Five-Year Development Plan); (ii) better handle organizational mandates (e.g. NEC/ZEC in delivering successful elections; PCCB in addressing anti-corruption initiatives; Ministry of Industry and Trade in managing trade integration initiatives; Attorney General's Chamber in negotiating and regulating investment contracts in extractive industries; and Ministry of Finance in improving aid coordination and management of the aid management platform); and (iii) strengthen national response (on climate change, environmental degradation and HIV and AIDS). New institutional frameworks were put in place to meet needs identified by the Government, such as on anti-corruption efforts in Zanzibar and on coordination of agricultural service delivery.

Capacity building was embedded in all programme areas. This involved, for example, individual skills and knowledge building through training and workshops; training of trainers; and financial support to place UNVs in important positions with partner institutions. It also involved provision of equipment. UNDP's support was extended to both national executive offices and MDAs/LGAs. This often took place in collaboration with other UN agencies participating in sector-specific work, as well as with non-State actors such as CSOs and the media.

While these elements of institutional capacity have been put in place, they are a means more than an end. These efforts need to be continued and scaled up.

Conclusion 4. The prospect of sustaining programme benefits was fragile in some programmes. Moreover, programme efficiency could be further strengthened.

Programmes most likely to be sustainable were those that had a well-thought-out design; involved as partners the institutions and individuals likely to be drivers of change and emphasized their capacity development; and engaged CSOs and other non-State actors as key players in project delivery.

But sustainability remained a concern in many programme areas reviewed. The reasons included structural weakness of institutions, such as a lack of financial and human resources in key positions at central and local level; competing mandates and strategies; a project design that lacked strategies for following up and scaling up activities after project completion; and uncertainty about how UNV-staffed positions would be filled in the long term. The projects reviewed generally lacked clear means for assessing the degree of accomplishment among the target groups, such as a lack of measurable indicators in the results framework and insufficient approaches for measuring the level of knowledge and skills gained.

Projects were efficient when thorough preparatory efforts were made before they were designed (e.g. they were based on needs assessment missions with full stakeholder participation) and when there were synergies between projects under a programme (e.g. Governance and Environment, based on robust conceptualization of project design) or across programmes (e.g. Environment/Energy and Energy/Crisis Prevention, based on structural proximity in oversight functions). This led to mutual reinforcement of the objectives and means of implementation. Critical efficiency issues were timeliness of project start-up; project oversight and reporting; stakeholder communication and transparency; and both sufficiency and timeliness of funds disbursements.

Conclusion 5. UNDP has contributed to promotion of gender equality and women's empowerment in the country, with leadership demonstrated by senior management. However, its systematic integration of the concept in project design remains limited.

UNDP has contributed to gender equality and women's empowerment issues through the work of the Inter-Agency Gender Group, which was reported as having made the issues more visible at UN level. Development of specific tools, such as the checklist for gender mainstreaming prepared for all thematic programme working groups under the UNDAP, helped raise awareness among programme staff about the need to consciously reflect gender issues in their programmes.

Internally, the UNDP country office actively worked to promote gender. This was reflected, for example, in its Transformation Plan and the Gender Equality Seal exercise, through which the office was recognized as having shown transformative results. Strong leadership by senior management helped to drive these initiatives forward. At programme level, attention to gender was prominent in, for example, the programmes on governance (e.g. women's political participation, gender-based violence awareness) and HIV and AIDS. However, the degree to which the reviewed projects incorporated gender in their project design was generally limited. More attention was needed in the project appraisal process; setting of gender-responsive indicators and strategies in project documents; and ensuring equal project participation and sharing of benefits between women and men. Even in projects in which women were key implementers of project activities (e.g. Environment), their participation in the initial project design phase was limited.

Conclusion 6. There were challenges in measuring UNDP's programme effectiveness, including inconsistency in programme descriptions across documents and limited availability of project information and results from the period 2007–2010/2011. Knowledge management practices were relatively weak.

Under the current UNDAP, multiple agencies are meant to contribute to achievement of all the outcomes and outputs, and agency-specific work is defined only at the 'key action' level. For this reason, it is challenging to measure UNDP's results at the outcome level. Also, while each UN programme working group is expected to report outcome-level results, very few reports were available for the UNDAP outcomes under review at the time of the ADR. Commonly reported project monitoring mechanisms consisted of, for example, project steering committees, quarterly project progress reports and joint supervision missions to project sites. In some programmes (e.g. Environment) routine midterm evaluations were conducted at project level. But overall, there was limited availability of reports systematically documenting UNDP's progress and achievements and assessing its specific contribution to outcome-level objectives.

Other challenges also prevented the ADR from assessing results in the two programme periods. First, there was lack of consistency in the descriptions of outcomes, outputs and indicators across programmatic documents (e.g. CPAP/CCPD; UNDAF/UNDAP; ROARs; and RMS) and lack of clarity in the assignment of projects to each of the outcomes. Second, many project documents and related reports from the previous cycle were lost in the flood of December 2011 and had not been recovered at the time of the ADR (three years into the current cycle), although some were available at the offices of implementing partners.

With high staff turnover at the country office during its Transformation Plan, limited data were available from the previous programme cycle. This hampered the ability to demonstrate results from the last cycle, learn from its operations and share lessons learned with other development partners. During preparation of the ADR it was reported that all programme staff were required to upload any project-related documentation in the Atlas-based document management system, including project documents, contracts and any other reports. However, implementation of this requirement needs to be strengthened.

Conclusion 7. UNDP effectively established numerous partnerships with external partners during programme implementation and in mobilizing resources. However, consultation with development partners was relatively limited in the early phases of programme conceptualization.

UNDP has leveraged its networks with external partners to meet its technical and financial resource needs and programme implementation. It has effectively used its partnerships with professional networks in specific sectors, for example, for technical inputs to projects and programmes in Private Sector Development/Trade; with the private sector and donors to strengthen its financial resource base in Governance (election) and Capacity Development (the agricultural sector); and with non-State actors such as CSOs and academic institutions for implementation of projects in the HIV and AIDS, and Environment and Climate Change areas. Some collaboration with CSOs and other non-State actors did not fully materialize. For example, engagement with the media during elections yielded favourable results, but efforts to involve CSOs and the media in anti-corruption efforts fell short.

Overall, consultation with development partners during project design appeared limited. The level and quality of discussions with partners, including donors, was often described as insufficient, particularly during the design phase. This resulted in a missed opportunity for engagement by partners interested in jointly contributing to specific projects, such as those covering elections and trade facilitation, and to other country-level initiatives, such as the post-MDG discussions.

Conclusion 8. South-South cooperation — the practice of seeking out lessons and best practices from other countries, and sharing Tanzania's lessons with others — took place in many programmes and had tangible results.

Exchange programmes and joint studies were prominent in some programmes and helped in producing tangible results. South-South cooperation through the Capacity Development portfolio supported preparation of the Five-year Development Plan and integration of a budget system in the aid management platform. In Governance it was helpful with legal reform for anti-corruption; in Climate Change with developing financing mechanisms; and with HIV and AIDS through mayors' visits and a joint study in major cities. However, the use of such practices was limited in other programmes, such as in the Private Sector Development/Trade Cluster. The selection of countries that can offer lessons should be made carefully to ensure effective use of this mechanism. For instance, similar Commonwealth countries were visited as part of the DDTP/election programme.

6.2 RECOMMENDATIONS

Recommendation 1. UNDP, with its strong partnership with the Government, is in a unique position to galvanize development efforts in Tanzania. UNDP should leverage this strength to continue developing its programmes based on national development needs and on its own mandates.

UNDP's close relationship with the Government of Tanzania has been identified as one of its comparative strengths. This puts UNDP in a unique position to help facilitate the achievement of the country's development priorities and to shape the manner in which specific development efforts are planned and implemented. UNDP should leverage this strength to continue developing programmes and projects that both reflect the development priorities and needs of the country and influence the advancement of human development.

Recommendation 2. To fully exercise Delivering as One, UNDP should strengthen its engagement with other development partners, including donors and UN agencies.

UNDP should strengthen partnerships with all the development partners, including bilateral and multilateral donors, who are operating in the

country for the achievement of shared outcomes under the UNDAP. Efforts are particularly critical in addressing emerging national-level challenges of interest to many partners, such as post-2015 planning, response to the fast-growing extractive industry and upcoming elections. This would include, among others, strengthening consultation processes during the formulation and implementation of projects; ensuring coordination and synergies in programme design; and maintaining open and transparent communication.

Strengthening partnerships also requires UNDP to clearly define its own role and the values and principles underpinning its programming work, particularly when multiple partners are contributing to the outcomes and outputs. For the UNDAP outcomes, inter-agency consultation among UN agencies is critical in ensuring the benefits of mutual work can be maximized. For UNDP's own areas of interventions, it should ensure that it properly engages with all UN agencies operating under the shared UNDAP outcomes, regardless of which agency takes the role of managing agent.

Recommendation 3. While results of the UNDAP outcomes are collectively reported at UN level, UNDP should also strengthen its internal practice of clearly demonstrating its programme performance and results.

For all outcomes under review, multiple agencies are designed to jointly contribute to results based on division of labour. The sector-based programme working groups, which meet regularly, serve as an inter-agency collaborative mechanism for staying informed on the progress of individual agency activities and collectively reporting on the results of UNDAP outcomes. The UNDAP annual report is collectively prepared by the UN agencies in Tanzania, presenting achievements towards the outcomes at UN level.

Based on the DaO guidelines, however, individual organizations remain the primary units of account for performance and management. UNDP is responsible for ensuring its own programmatic performance, including capturing, assessing and reporting results based on the results matrix in its country programme documents. The country office needs to strengthen its record-keeping and document management systems to collect and retain programme information and results over time. This will also help with institutional memory, minimizing the loss of knowledge following staff turnover.

To strengthen its ability to demonstrate results, the office should (i) ensure consistency in the descriptions of UNDP's key approaches for contributing to the outcomes in all documents related to the country programme; (ii) clearly assign accountability to programme units linked to each UNDP-engaged outcome; and (iii) clearly link projects with outcomes. Each programme should be carefully constructed based on a thorough analysis of the theory of change, identifying UNDP's unique path and its degree of contribution. The results it expects to achieve should be explicitly defined, along with the underlying assumptions and risks.

The current UNDAP has numerous outcomes (58), which has forced UNDP to take a fragmented approach to programme delivery. In some cases one project was designed to address multiple UNDAP outcomes covering similar issues and target audiences. As a comprehensive assessment of all outcomes is expected in early 2015 through the UNDAP evaluation, UNDP should fully participate in the process by sharing its programme experience, with a view to exploring ways to ensure a collaborative programming approach at the design level.

Recommendation 4. Following the favourable results achieved in the internal gender exercise, the country office should continue with gender mainstreaming efforts and ensure full integration of gender equality and women's empowerment components in all its programmes.

Results from the recent Gender Equality Seal exercise were highly encouraging in demonstrating both management and staff awareness

about the significance of gender integration in operational activities. But these results need to be expanded to ensure that these issues are fully integrated into the design and implementation of UNDP programmes and projects. Guided by the specific benchmarks available from the exercise, the country office should continue to advance its efforts to strengthen programmatic activities. At the UN level, partnership and coordination with UN-Women and other agencies participating in the Inter-Agency Gender Group should continue to be strengthened.

Recommendation 5. For current and future projects, UNDP should work urgently to resolve the key efficiency issues identified in this evaluation and to establish a sustainability plan for projects implemented through the national implementation modality.

Best practices observed in some of the efficient programmes covered in this ADR should be encouraged for all programmes at UNDP. These include the use of a consultative approach in designing projects; ensuring that pre-project assessments and research take place, including needs assessment missions; and exploiting synergies within and across programmes. Similarly, major challenges expressed by many of the implementing partners and development partners should be resolved. These include delays in project start-up; uncertainty in funding, due to delayed transfer of funds and shortage of project budget; and delayed communication about project financial information and progress.

While the national implementation modality has enhanced programme ownership among national partners, sustainability remains a concern in many programmes. Ongoing discussions are needed to detect and address structural deficiencies at partner institutions, through active UNDP participation in project steering committees, programme working groups and other project oversight mechanisms. It is also important to ensure that new projects are developed with a clear strategy for continuation by national implementing partners.

Annex 1

TERMS OF REFERENCE

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) conducts country evaluations called, "Assessments of Development Results (ADRs)" to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national effort for achieving development results. IEO is independent of UNDP management, headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

ADRs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.[179] Based on the principle of national ownership, IEO seeks to conduct ADRs in collaboration with the national Government. The objectives of an ADR are to:

- support UNDP's accountability to national stakeholders and partners in the programme country.
- strengthen its accountability to the Executive Board.
- support the development of the new country programme document for UNDP Tanzania.

This is the first ADR conducted in the United Republic of Tanzania, which is conducted in close collaboration with the Government of Tanzania, UNDP Tanzania Country Office and Regional Bureau of Africa (RBA). The ADR assesses UNDP programme results in the last two cycles, 2007-2010/2011 and 2011-2015 (recently extended by one year to 2016), with a view to contributing to the preparation of UNDP's new programme starting from 2017, which is guided by the forthcoming United Nations Development Assistance Plan (UNDAP) starting in the same year.

2. NATIONAL CONTEXT

The United Republic of Tanzania was formed in 1964 as a union between the mainland Tanzania (Tanganyika) and the Zanzibar isles (consisting of Unguja, also known as Zanzibar, and Pemba), which gained independence from the United Kingdom in 1961 and 1963, respectively. The country, located on the east coast of Africa, is bordered by several countries — Kenya and Uganda to the north; the Democratic Republic of Congo, Rwanda, Burundi and Zambia to the west; and Malawi and Mozambique to the south — and it covers an area of 945,000 square kilometers. The total population stands at 45 million (2012) and it is growing rapidly at a rate of 2.7 percent per year (population doubling every 25 years).[180] Tanzania's economy has been steadily growing in the past decade. The economy grew by 6.9 percent in 2012 and the forecast for 2013-2015 is expected to be positive. Tanzania is one of the poorest economies in terms of per capita

179 See UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf. The ADR will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).

180 The World Bank, Tanzania Overview. www.worldbank.org/en/country/tanzania/overview.

income, with the GDP (PPP) per capita of about $1,600 (2012). However, it has achieved rapid and stable growth particularly over the past few years owing to the expansion of five sectors that drive almost 60 percent of growth in GDP (such as communications and banking), a steady increase in domestic demand resulting from rapid population growth, and its economic performance, which is fairly independent from turbulence in world and regional markets.

Despite its steady economic growth, poverty remains prevalent in Tanzania. The Human Development Report (HDR) reports that 65.6 percent of the population lives in multidimensional poverty with an additional 21 percent vulnerable to multiple deprivations.[181] World Bank data show that about 75 percent of the total population lives in rural areas, and they constitute 80 percent of the country's poor.[182] The economy depends on agriculture, which accounts for more than one quarter of GDP and employs about 80 percent of the labour force. The government has been investing in agriculture in recent years (e.g. Kilimo Kwanza, or 'Agriculture First'), but the sector has not been performing to its potential due to low adoption of technologies, high transport costs and limited market competition. The progress towards the Millennium Development Goals (MDGs) has been uneven. While the country is expected to achieve the MDGs related to HIV and AIDS and infant and under-five mortality, it is lagging behind in primary school completion, maternal health, poverty eradication and environmental sustainability.

With the Human Development Index (HDI) of 0.476 in 2012, Tanzania ranked at 152 out of 187 countries and territories, i.e. in the low human development category.[183] However, the related statistics show steady progress in various human development aspects in the last few decades: between 1980 and 2012, Tanzania's life expectancy at birth increased by 8.4 years, mean years of schooling by 2.6 years and gross national income per capita increased by about 69 percent. The overall HDI value has increased by 35 percent since 1990 (0.353) with an annual increase of about 1.4 percent. The 2012 HDI is above the average of 0.466 for countries in the low human development group and above the average of 0.475 for countries in Sub-Saharan Africa.[184] In the area of gender, Tanzania ranked at 119 out of 148 countries in the 2012 Index with a Gender Inequality Index of 0.556. Women held 36 percent of parliamentary seats, and 5.6 percent of adult women have reached a secondary or higher level of education compared to 9.2 percent of their male counterparts. Female participation in the labour market is 88.2 percent compared to 90.3 for men.

Tanzania was among the top 10 best governed countries in Africa in 2012 according to the Mo Ibrahim Index, but its rank slid back in 2013.[185] The fight against corruption remains a significant national and development challenge. The country has engaged in a series of public sector reforms in recent years, including the introduction of performance management in the public sector by 2007. Progress has been viewed as marginal for the core public sector reforms, however, due in part to challenges such as low levels of accountability in the event of low performance, limited monitoring of results despite having the required tools, and the absence of incentives for improved performance.[186]

181 UNDP Human Development Report (HDR) 2013. Explanatory note on 2013 HDR composite indices for the United Republic of Tanzania

182 The World Bank, Tanzania Overview.

183 UNDP HDR 2013.

184 Ibid. Uganda and Cote d'Ivoire from Sub-Saharan Africa, which are close to Tanzania in 2012 HDI rank and population size, are ranked 161 and 168 respectively.

185 Mo Ibrahim Foundation, Ibrahim Index of African Governance Summary, 2012 and 2013. Tanzania ranked 10th out of 52 in 2012 and 17th out of 52 in 2013.

186 The World Bank, Tanzania Overview.

The government developed MDG-based national strategies to accelerate economic growth and reduce poverty in 2005, i.e. the National Strategy for Growth and Reduction of Poverty (NSGRP, also known as MKUKUTA under its Kiswahili acronym) and the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP, also known as MKUZA). The second national poverty reduction strategies, MKUKUTA II and MKUZA II, have now been under implementation for the period 2011-2015. Following a 2012 review of Vision 2025 that showed slow implementation of projects and reforms in key sectors, the government adopted a new framework inspired by the Malaysian development strategy, Big Results Now (BRN), which oversees the implementation of projects in six key sectors, i.e. energy and natural gas, agriculture, water, education, transport and resource mobilization, managed by the President's Delivery Bureau.

Tanzania is highly aid dependent. The Official Development Assistance (ODA) to the country increased from $1.6 billion in 2000 to $3 billion in 2010, which amounted to 14 percent of GDP. More than 40 development partners provide support to the country, four of which account for approximately 43 percent of total ODA. Of the $14.4 billion of ODA disbursed to Tanzania between 2005 and 2010, the largest financier was the International Development Association, or IDA (providing an average of 20 percent), followed by the UK (10 percent), the United States (9 percent), Japan (8 percent) and the European Union (7 percent).[187]

Tanzania is a member of regional initiatives such as the East Africa Community and Southern Africa Development Community. Benefits of regional integration include enhanced markets, reduced transaction costs and efficiency in resource allocation. At the same time, significant challenges of regional integration include the need for strengthened institutional arrangements and human resource skills. (CO website/RBA briefing note).

External and internal tensions have provided a source of instability. Tanzania has been engaged in disputes with neighboring countries, stemming from illegal immigrants mainly from Burundi, Rwanda and Uganda. Border disputes with Malawi over Lake Nyasa (Lake Malawi) have posed regional instability. Within the country, demands for greater autonomy in predominantly Muslim Zanzibar have resulted in a rise in unrest in recent years on the semi-autonomous islands.

3. UNDP IN TANZANIA

The Government of Tanzania and UNDP signed the Standard Basic Assistance Agreement on 30 May 1978. Tanzania is one of the eight pilot countries designated for the UN reform known as Delivering as One (DaO), which started in January 2007 and aimed at greater coherence, effectiveness and efficiency among the UN system at the country level. The UNDP country programme for the period between 2007 and 2015 has been guided by the following frameworks:

- The United Nations Development Assistance Framework (UNDAF) for Tanzania for the period 2007-2010 (later extended to mid-2011) represented a business plan of 17 UN agencies, outlining their support to Tanzania's development priorities as defined in the Vision 2025 (mainland Tanzania), Vision 2020 (Zanzibar), MKUKUTA, MKUZA and the Joint Assistance Strategy.[188]
- The United Nations Development Assistance Plan (UNDAP) developed for the period July 2011-June 2015, signed by 20 UN agencies, aims at greater national ownership and UN accountability by articulating the specific contributions of participating agencies to the national development agenda and priorities

187 The World Bank Tanzania Overview.

188 UNDAF for the United Republic of Tanzania, 2007-2010.

as outlined in the MKUKUTA/ MKUZA II 2011-2015.[189]

As part of the UNDAP preparation, a Common Country Programme Document (CCPD) was prepared by four UN agencies, i.e. UNDP, UNFPA, UNICEF, and WFP for the period July 2011–June 2015 (extended to 2016).[190] Tanzania was the first country globally to produce such a document, incorporating a common narrative with agency-specific components, results frameworks and resource requirements for the four agencies.[191] The proposed programme addresses pro-poor growth, environment and climate change, quality of life and social well-being (including HIV and AIDS), governance, accountability and human rights, and emergency preparedness and response. The four agencies work through the Joint Steering Committee to ensure consistency with 16 other agencies within the framework of the UNDAP. The relationship between national development priorities, UNDAP and the UNDP country programme is summarized in Annex 1.

A programme summary from the last two country programme cycles is as follows:

2007-2010/2011 Programme:[192] The country programme had three main pillars to contribute to the achievement of the UNDAF, and ultimately, the national goals defined in MKUKUKTA and MUKUZA.

1. **Enhancing pro-poor policy development and wealth creation**: To support national efforts at accelerated poverty reduction by building national capacity for pro-poor policy formulation and policy implementation, as well as to enhance wealth creation, which in itself is key to poverty reduction. The latter included economic empowerment of marginalized groups, small and medium enterprise development, and attention to supply-side constraints to production, marketing and exports. In seeking to support achievement of the MDGs and reduce poverty, UNDP was to contribute to the achievement of three UNDAF outcomes:
   - Increase adoption of equitable pro-poor and gender-sensitive economic policies and programmes.
   - Improve national productivity and competitiveness through decent employment opportunities, equitable access to effective use of productive resources and greater market access.
   - Strengthen budget and planning and the National Strategy for Growth and Reduction of Poverty (MKUKUTA) and Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA) monitoring system to foster participation and gender equality.
2. **Supporting democratic governance and development management**: To promote greater accountability through effective reduction in corruption, enhance public access to information, and deepen democracy by addressing institutional inefficiencies and enhancing operational capacities of governance systems and processes; and to build capacity to support effective and proper management of development processes and resources to enhance overall aid and development effectiveness. The outcomes were:
   - Strengthened political, parliamentary and electoral systems that enhance effective participation and representation, bearing in mind gender considerations,

189 UNDAP Tanzania, 2011-2015, 13 December 2010. A total budget of the UNDAP is $773 million, of which 14 percent ($122 milllion) is contributed by UNDP.

190 DP/FRA-ICEF-WFP/DCCP/2011/TZA/1, Draft CCPD for the United Republic of Tanzania (July 2011 – June 2015), 2 December 2010. At the time of the ADR preparation, the CCPD has been exnteded by one year to 2016.

191 United Nations in Tanzania – Delivering as One: A 60-Second Guide.

192 UNDP Country Programme Action Plan (CPAP) 2007-2010.

and greater political tolerance, oversight and credible elections.

- Strengthened national and local structures and systems of governance that foster the rule of law, promote gender equality, combat corruption and promote accountability and transparency.
- Enhanced and accessible systems of justice, law and order, public information and education that promote and protect human rights and freedoms.
- Enhanced government capacity for disaster preparedness and response and management of transition from humanitarian assistance to development.

3. **Scaling up mainstreaming of the cross-cutting issues of environment and energy, gender and HIV and AIDS**: To build on the considerable progress that has been made by the government with the support of the UN system in mainstreaming the cross-cutting issues into national policy processes; and focus on building capacity at the sub-national level to support the mainstreaming of the cross-cutting issues into district plans, and to ensure sustained commitment to the mainstreaming agenda at all levels. The outcomes included:

   - Effective mechanisms in place, including social protection, that address institutional barriers and sociocultural dimensions to promote and protect the rights of the poor and most vulnerable.
   - Improved community access to safe, clean water and environmental sanitation in rural and urban areas.
   - Increased access to comprehensive prevention, care and treatment, and impact mitigation of HIV and AIDS and other major diseases.

2011-2015/2016 Programme:[193] The Common Country Programme Document signed by four UN agencies aligns with the national priorities and targets improved partner capacities for pro-poor growth; enhanced sector capacities for delivery of comprehensitve basic social services; and stronger governance and accountability, encompassing human rights, gender responsiveness, humanitarian assistance and disaster risk reduction. UNDP's interventions cover the following five programme areas:

1. **Poverty Reduction (including MDGs)**: UNDP will support capacity development of ministries, departments and agencies so they can formulate and implement policies and strategies that improve income and promote employment. South-South exchanges will enable prompt adoption of techniques and initiatives that are proving beneficial. Support for contract management and the development of public-private partnerships across mainland Tanzania and Zanzibar will be explored. The specific outcomes included:

   - Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies.
   - Relevant ministries, departments and agencies (MDAs), local government authorities (LGAs) and non-State actors enhance structures and policies for promoting viable pro-poor business sectors and small and medium enterprises.
   - Relevant institutions improve national capacities to promote regional integration and international trade.

2. **Environment and Energy for Sustainable Development**: UNDP will support the Government and other partners to articulate a vigorous national response to climate change and rapid environmental degradation. It will

193 DP/FPA-ICEF-WFP/DCCP/2011/TZA/1, Draft Common Country Programme Document for the United Republic of Tanzania, July 2011-June 2015, Proposed Programe, p13-21., and Annex 1. UNDP Results and Resources Framework.

help build capacities to coordinate and mainstream efforts at the sector and local levels; facilitate establishment of an investment fund for climate change; develop mitigation strategies through training and technical support to national institutions, including the private sector and by the promotion of renewable energy resources, improved energy standards, efficient technologies and clean practices; and support the development of a national framework for reducing emissions from deforestation and forest degradation. UNDP will also support capacity development for improved enforcement of laws on the environment and of regulations protecting ecosystems, as well as sustainable management of natural resources; and support awareness-raising on the Environmental Management Act. With support from the Global Environment Facility, UNDP will strengthen national capacity for sustainable management of protected areas and coastal forest and marine ecosystems. The outcomes include:

- Key MDAs and LGAs integrate climate change adaptation and mitigation in strategies and plans.
- 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.

3. **HIV and AIDS**: UNDP will continue to support capacity development at the Tanzania Commission for AIDS (TACAIDS) and the Zanzibar AIDS Commission (ZAC) to promote leadership and coordination of the national response, and sensitivity to human rights issues and advocacy for people living with HIV and AIDS; and to address misconceptions, stigmas and discrimination. The outcomes include:
   - Relevant civil society organizations and people living with HIV and AIDS networks effectively coordinate and participate in decision-making forums.[194]
   - TACAIDS and ZAC provide effective guidance to the national HIV and AIDS response, based on evidence and per agreed human rights standards.

4. **Democratic Governance**: UNDP will help strengthen key national institutions for policy coordination and planning, including financing, budgeting and MKUKUTA monitoring; assist ministries, departments and agencies to better coordinate core public sector reforms with the goal of more coherent and rapid improvements in good governance, as well as help Zanzibar identify and support select core reforms; support advancing of key national strategies to combat corruption; support the improvement of election management capacities via application of integrated systems throughout the electoral cycle; and strengthen Parliament to help fulfil its responsibilities. UNDP will also support completion of the African Peer Review Mechanism and provide strategic support to governance needs in the emerging East African Community; and support reconciliation and dialogue at the local level in mainland Tanzania and Zanzibar. Support to the promotion of human rights through the development of a comprehensive national human rights action plan and relevant education strategy is also included in the portfolio. The outcomes included are:
   - Relevant MDAs advance key national strategies for good governance.
   - Leads to more effective aid management and aid coordination.
   - Select MDAs and LGAs have increased capacity for planning, budgeting, monitoring and reporting.

194 According to the country office, this outcome was later "deactivated," as the intended results can be achieved through the second HIV and AIDS related outcome.

- Tanzanian Government advances fulfilment of its international treaty obligations.
- Key institutions effectively implement their electoral and political functions.

5. **Crisis Prevention and Recovery**: The United Nations will collectively contribute to the enhancement of the emergency preparation and response capacities of the Tanzanian Government and of Tanzanian communities. UNDP's specific role is to strengthen government disaster risk reduction planning and coordination capacity, with a focus on Zanzibar. The outcomes include:
   - Selected communities participate in democratic and peaceful discourse.[195]
   - Prime Minister's office and Chief Minister's office disaster management departments effectively lead emergency preparedness and response with a focus on areas most susceptible to disasters.

Of a total programme budget of $28,297,000 in 2013, 62 percent ($17,654,000) represented non-core resources.[196] The expenditure of the same year was $21,018,000, indicating a delivery rate of 74 percent.

The Country Office completed a change management exercise in 2012 (known as the Transformation Plan), which had been initiated to adjust to emerging challenges facing the country, e.g. increasing demand for UNDP's presence in numerous technical areas, and internal challenges stemming from the implementation of the UN reform and the DaO Pilot.[197] In an effort to streamline programme delivery, currently, a two programme unit system has been introduced:

- Programme Advisory and Management on Governance and Capacity Development.
- Programme Advisory and Management on Economic Growth, Environment and Climate Change.

UNDP also plays a particular role under the UNDAP framework. Of 10 thematic programmes addressed by the UNDAP, [198] UNDP participates in the Programme Working Groups of 6 programmes, i.e. Environment, Economic Growth, HIV and AIDS, Governance and Refugees, and leads two areas, Environment and Governance. UNDP, through the UNDP Multi-Donor Trust Fund Office (MPTF), serves as the fund manager (Administrative Agent) of the "One Fund," a mechanism through which donors finance the unfunded portion of the UNDAP budget for which UN agencies have indicated that resources need to be mobilized locally in Tanzania.[199]

4. SCOPE OF THE EVALUATION

The ADR will cover two country programme cycles, 2007-2010/2011 and 2011-2015/2016. The evaluation focuses on holding UNDP accountable to a set of outcomes as defined in each programme cycle and assessing its performance against those outcomes. Reflecting the most recent office structure, the country programme in Tanzania is managed by six programme units. The outcomes, accordingly, are grouped as follows (Table A1).

195 According to the country office, this outcome was later "discontinued" due to changes in government priorities.

196 Atlas Snapshot, December 2013.

197 UNDP Tanzania, "Transformation Plan." The plan included modification of staff positions, new staff recruitement, and re-configuration of programme units.

198 The ten areas are: Economic Growth, Governance, Social Protection, Education, Refugees, Emergencies, HIV and AIDS, Health, Environment, and WASH (Water, Sanitation and Hygiene).

199 UNDAP, p.49-50, Section 6.2 The One Fund. Resources provided by donors in Tanzania to support the unfunded portions of the UNDAP will be pooled in the One (UN) Fund. It combines the UNDG-agreed pass-through funding and pooled funding modalities.

Table A1. UNDP Tanzania Country Programme Outcomes and Financial Data[200]	
Outcomes (Outcome reporting ID used in ROAR, and practice area)	**Cumulative budget of projects represented in 2007-2013**
Programme unit: Capacity Building Team	
2007-2010	
1. Strengthened budget planning and MKUKUTA/MKUZA monitoring systems that foster participation and gender equality (Outcome 15, Poverty and MDGs)	59,443,978
2. Increased adoption of equitable pro-poor and gender-sensitive economic policies and programmes (Outcome 24, Poverty and MDGs)	13,145,101
2011-2015	
3. Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies (Outcome 25, Poverty and MDGs)	7,125,231
4. Leads to more effective aid management and aid coordination (Outcome 28, Democratic Governance)	3,930,684
5. Select MDAs and LGAs have increased capacity for planning, budgeting, monitoring and reporting (Outcome 34, Democratic Governance)	6,551,896
Programme unit: Governance Team (and Crisis Prevention/DRR)	
2007-2010	
6. Strengthened political, parliamentary and electoral systems that enhance effective participation and representation, bearing in mind gender considerations, and greater political tolerance, oversight and credible elections (Outcome 17, Democratic Governance)	71,607,774
7. Enhanced and accessible systems of justice, law and order, public information and education that promote and protect human rights and freedoms (Outcome 18, Democratic Governance)	1,754,896
8. Strengthened national and local structures and systems of governance that foster the rule of law, promote gender equality, combat corruption and promote accountability and transparency (Outcome 19, Democratic Governance)	5,568,526
9. Enhanced government capacity for disaster preparedness and response and management of transition from humanitarian assistance to development (Outcome 22, Crisis Prevention and Recovery)	15,085,179
2011-2015	
10. Relevant MDAs advance key national strategies for good governance (Outcome 33, Democratic Governance)	4,594,870
11. Tanzanian Government advances fulfilment of its international treaty obligations (Outcome 35, Democratic Governance)	946,493
12. Key institutions effectively implement their election and political functions (Outcome 36, Democratic Governance)	10,784,077
13. Prime Minister's office and Chief Minister's office disaster management departments effectively lead emergency preparedness and response with a focus on areas most susceptible to disasters (Outcome 31, Crisis Prevention and Recovery)	1,857,343
14. Selected communities participate in democratic and peaceful discourse (Outcome 32, Crisis Prevention and Recovery) [Discontinued due to change in government priorities]	0

(continued)

200 Financial data in the table were based on Atlas Snapshot (as of January 2014) and reflect the cumulative budget of all projects comprising each programme area; therefore, data represent the entire project lifecycle including before the 2007-2010 period.

Outcomes (Outcome reporting ID used in ROAR, and practice area)	**Cumulative budget of projects represented in 2007-2013**
Programme unit: HIV and AIDS Team	
2007-2010	
15. Increased access to comprehensive prevention, care and treatment, and impact mitigation of HIV and AIDS and other major diseases (Outcome 23, HIV and AIDS)	19,622,484
2011-2015	
16. Relevant CSOs and people living with HIV networks effectively coordinate and participate in decision-making forums (Outcome 37, HIV and AIDS) [Note: Deactivated because intended results achievable through outcome 38]	0
17. TACAIDS and ZAC provide effective guidance to the national HIV and AIDS response, based on evidence and per agreed human rights standards (Outcome 38, HIV and AIDS)	4,394,751
Programme unit: Private Sector Development and PPP Team	
2007-2010	
18. National productivity and competitiveness is improved through decent employment opportunities, equitable access to and effective use of productive resources and greater market access (Outcome 16, Poverty and MDGs)	3,039,123
2011-2015	
19. Relevant MDAs, LGAs and non-State actors enhance structures and policies for promoting viable pro-poor business sectors and SMEs (Outcome 26, Poverty and MDGs)	1,412,201
20. Relevant institutions improve national capacities to promote regional integration and international trade (Outcome 27, Poverty and MDGs)	1,462,773
Programme unit: Environment and Natural Resource Management Team	
2007-2010	
21. Effective mechanisms in place, including social protection, that address institutional barriers and socio-cultural dimensions to promote and protect the rights of the poor and most vulnerable (Outcome 20, Environment and Energy)	37,439,455
Improved community access to safe, clean water and environmental sanitation in rural and urban areas [This outcome is not reported in IWP/ROAR]	
2011-2015	
22. Relevant MDAs, LGAs and non-State actors improve enforcement of environmental laws and regulations for the protection of ecosystems, biodiversity and the sustainable management of natural resources (Outcome 30, Environment and Energy)	18,550,625
Programme unit: Energy and Climate Change Team	
2007-2010	
23. Low emissions energy technologies including renewable energy, energy efficient and/or advanced fossil fuels (Outcome 21, Environment and Energy) [Note: Not in CPD/CPAP 2007-2010, but reported in ROAR/IWP]	4,871,502
2011-2015	
24. Key MDAs and LGAs integrate climate change adaptation and mitigation in strategies and plans (Outcome 29, Environment and Energy)	17,901,321
Cumulative total for 2007-2010 programme outcomes **Cumulative total for 2011-2015 programme outcomes**	**231,581,923** **79,512,265**

Source: Outcome mapping done by the Independent Evaluation Office, based on consultations with country office programme managers. Financial figures are based on Atlas data (cumulative) as of January 2014. The outcome numbering indicated in parentheses reflects the numbering reported in ROARs.

5. METHODOLOGY

The evaluation has two main components: (1) the analysis of UNDP's contribution to development results through its thematic/programmatic areas; and (2) the strategic positioning of UNDP. For each component, the ADR will present its findings and assessment according to the set criteria provided below, as defined in the ADR Method Manual:[201]

1. UNDP's contribution to development results through thematic/programmatic areas:

Analysis will be made of the contribution of UNDP to development results in Tanzania through its programme activities. The analysis will be presented by thematic and programme area and according to the following criteria:

- Relevance of UNDP projects, outputs and outcomes.
- Effectiveness of UNDP interventions in terms of achieving stated goals.
- Efficiency of UNDP interventions in terms of use of human and financial resources.
- Sustainability of the results to which UNDP contributes.

2. UNDP's contribution through its strategic positioning

The evaluation will assess the strategic positioning of UNDP both from the perspective of the organization's mandate and the development needs and priorities in the country. This would entail a systematic analysis of the UNDP place and niche within the development and policy space in the country, as well as strategies used by UNDP to maximize its contribution through adopting relevant strategies and approaches. The following criteria will be applied:

- Relevance and responsiveness of the county programme as a whole.
- Exploiting UNDP's comparative strengths.
- Promoting UN values from a human development perspective.

In assessing the above, particular attention will be paid to the identification of factors influencing UNDP's performance. The following issues will be included as part of the analysis:

- Integration of gender equality and human rights into programming.
- Focus on capacity development.
- Implementation modalities (national vs. direct implementation).
- Promotion of South-South regional cooperation.
- Use of appropriate partnerships for development.
- Support for coordination of UN and other development assistance within the context of Delivering as One.
- Degree of national ownership, as well as the ownership at the county level, following the start of the devolution system.

The evaluation criteria form the basis of the ADR methodological process. Evaluators generate findings within the scope of the evaluation and use the criteria to make assessments. In turn the factual findings and assessments are interpreted to identify the broad conclusions from the evaluation and to draw recommendations for future action. Best practices and lessons drawn from the interventions, which can be applied to other countries and regions, should be captured.

A cluster paper and corresponding outcome analysis tables will be developed that examines progress towards the outcome and UNDP's contribution to that change. A theory of change[202] approach will be used and developed

201 UNDP, Independent Evaluation Office, ADR Method Manual, January 2011.

by the evaluation team in consultation with UNDP and national stakeholders. In preparing the theory of change, assumptions about a programme's desired change and causal linkages are expected to become clear and form a basis for the data collection approach. Each outcome report will be prepared according to a standard template, which will facilitate synthesis and the identification of conclusions. The findings and conclusions from each outcome paper will then be synthesized into the overall ADR report.

6. DATA COLLECTION

Evaluability: Assessment of data collection constraints and existing data. An evaluability assessment was conducted prior to and during the preparatory mission to understand potential data collection constraints and opportunities. This process informs the identification of the data collection methods and helps set out a preliminary idea of the ADR needs in terms of resources required and timing of data collection activities. Some of the key issues identified are the following:

1. Programme data/info availability:

- The Country Office went through a Transformation Plan exercise (completed in 2012) through which a set of new programme staff were recruited based on revised programme profiles and job descriptions. Most of the programme staff are new to the programmes in the current programme cycle. There may be some difficulty in obtaining programme/project-related documents from the previous cycle (2007-2010).
- A massive flood in Dar es Salaam in December 2011 resulted in a heavy loss of document files and the IT system at the Country Office. Most of the programme/project-related documents from the previous programme cycle (2007-2010) are reported as having been lost.
- Following the 2010 elections, as well as turnover of government officials, it was reported that the evaluation team may encounter difficulty in tracing government officials who used to be in charge of projects in the 2007-2010 period. It was also noted that in the Results and Resources Framework in the Country Programme Action Plan for 2007-2010, the descriptions of outcome indicators were not available for all outcomes listed.
- For UNDAP, the Results Monitoring System (RMS) has been up and running since 2011/2012 for all UN agencies to record the status of their respective activities (at the 'key activities' level), managed by the Resident Coordinator's Office. The database is accessible to all viewers (if for review purpose only) and can be used for the ADR.

2. Availability of past evaluation reports:

- All joint programmes in the period 2007-2010 were evaluated and their reports are available either through the Resident Coordinator's office or the UNDP Country Office.
- Specific to UNDP outcomes and projects, a check of the Evaluation Resource Centre indicates that all evaluation reports available

202 An outcome-based approach that applies critical thinking to the design, implementation and evaluation of initiatives and programmes intended to support change in their contexts. While there is no single definition or set methodology, at a minimum, theory of change is considered to encompass discussion of the following elements:

- Context for the initiative, including social, political and environmental conditions.
- Long-term change that the initative seeks to support and for whose ultimate benefit.
- Process/sequence of change anticipated to lead to the desired long-term outcome.
- Assumptions about how these changes might happen, as a check on whether the activities and outputs are appropriate for influencing change in the desired direction in this context.
- Diagram and narrative summary that captures the outcome of the discussion.

Source: Vogel, Isabel , "Review of the use of 'Theory of Change' in International Development" (April 2012), DfID.

so far from the last two programme cycles are project-level evaluations (no outcome evaluations). Most of the projects in the programme period 2011-2015/2016 became operational in 2012, after 2011 was spent on project conceptualization (as part of the UNDAP process), limited number of (project) evaluations have been completed (see Annex 2).

3. Geographical reach:

- Given that Zanzibar is a semi-autonomous government, key programmes/projects have been delivered in parallel, between the mainland and Zanzibar (i.e. two sets of interventions exists). This has resource implications to the evaluation team's work during data collection.
- In terms of security, there have currently been no significant security threats/concerns in any sub-regions in the country that would prevent the evaluation team from visiting, according to the DSS at the time of the preparatory mission. However, the evaluation team was advised to have a full security training once in the country, prior to the commencement of any field visits.

Data collection methods: A multiple method approach will be used that could include the following:

- Desk reviews of reference material: A number of documents will be consulted, including the country programming documents, project/programme documents and reports by UNDP and the Government of Tanzania, UNDP corporate documents (e.g. strategic plan, multi-year funding frameworks, results-oriented annual reports, ROAR, etc.), past evaluation reports available at the outcome and project levels; and any research papers and publications available about the country.
- Interviews with stakeholders: Face-to-face and/or telephone interviews will be conducted with relevant national stakeholders, e.g. government representatives, civil society organizations, private-sector representatives, UN and other development agencies, donors, and beneficiaries of the country programme.
- Field visits: The evaluation team will undertake field visits to selected project sites to observe the projects first-hand. It is expected that regions where UNDP has a concentration of field projects, as well as those where critical projects are being implemented, will be considered.

Validation: All evaluation findings should be supported with evidence. A coherent and consistent analysis of the issues under evaluation will be conducted through the use of triangulation.

Stakeholder involvement: At the start of the evaluation, a stakeholder analysis will be conducted to identify all relevant UNDP partners, as well as those who may not work with UNDP but play a key role in the outcomes of the practice areas.

The evaluation will use a participatory approach in design, implementation and reporting. In order to facilitate the evaluation process, as well as to increase the ownership of the evaluation results, a national reference group for the ADR will be established, comprising a group of key national stakeholders, i.e., representatives from government, civil society organizations, UN agencies, donors and other development partners, as well as the UNDP Country Office.

7. IMPLEMENTATION AND MANAGEMENT ARRANGEMENTS

The evaluation process involves a wide range of offices.

UNDP Independent Evaluation Office (IEO): UNDP IEO will conduct the ADR in collaboration with the Country Office and the Government of Tanzania. IEO will set the terms of reference (TOR) for the evaluation, prepare an outline for the cluster paper and outcome analysis table that will be integrated into the final report,

select the consultancy team, lead the data collection team, provide guidance, organize feedback sessions and a stakeholder meeting, prepare the first draft of the report, finalize the report and manage the review and follow-up processes. The IEO will meet all costs directly related to the conduct of the ADR.

UNDP Country Office (CO) in Tanzania: The CO is expected to provide support to the evaluation by: i) liaising with the national government and other stakeholders in the country; ii) assisting the evaluation team with the identification and collection of necessary reference material relevant to the country and the UNDP programme; iii) providing any logistical and administrative support required by the evaluation team during data collection (e.g. scheduling of appointments, field visit arrangements); iv) reviewing the draft ADR report and providing feedback including any factual corrections required; and v) facilitating the organization of a stakeholder workshop at the end of the evaluation.

National Reference Group: A reference group will be established in the country for the ADR to ensure greater participation of national stakeholders in the evaluation process and their ownership of evaluation results. Members of the reference group are expected to: i) review the evaluation TOR; ii) provide comments to the draft ADR report; and iii) participate in the final stakeholder workshop in the country. The composition of the reference group will be developed by the UNDP CO in consultation with IEO. The key government interlocutor for UNDP is expected to play a coordinating role in the conduct of the ADR by participating in and leading the National Reference Group together with the CO.

UNDP Regional Bureau for Africa (RBA): RBA will support the evaluation through information sharing, and also participate in the stakeholder workshop.

The Evaluation Team: The IEO will establish an evaluation team to undertake the ADR. Two staff members from IEO – Evaluation Manager (EM) and Associate Evaluation Manager (AEM) – will lead the conduct of evaluation and ensure the quality of analyses and the final evaluation report. Technical expertise of external team specialists will be sought, who have substantive knowledge and expertise in thematic areas covered in the country programme and have insights into country context. The division of work between EM and AEM, and among the team specialists, will be clarified among the team prior to data collection.

The team will constitute the following members:

- **Evaluation Manager (EM):** IEO staff member with overall responsibility for the conduct and management of the ADR. Specific activities include: the preparatory activities (e.g., preparatory mission, formulation of the TOR, team selection, supervision of research prep and formulation of a template for the cluster paper and outcome analysis tables); leading of the team throughout data collection and analysis (including guidance on the outcome analysis preparation); preparation of a synthesis based on all cluster papers and a draft ADR report; finalization of the ADR report based on feedback from CO/RBA and national counterparts; facilitation of the final stakeholder workshop, to be organized in collaboration with CO and the Government; provision of any guidance required in the preparation of the management response, which will be uploaded in the Evaluation Resource Centre along with the final ADR report. EM will be responsible for covering one of the thematic clusters.
- **Associate Evaluation Manager (AEM):** IEO staff member responsible for working closely with the EM throughout the conduct of the ADR to facilitate the ADR process. AEM participates in key activities as agreed with EM (e.g. preparatory mission, data collection, analysis and preparation of a synthesis) and provides quality assurance of the team's outcome analyses and the final draft ADR report. AEM will be responsible for covering one of the thematic clusters.

- **Team Specialists**: Independent consultants will be recruited in some thematic areas and managed by the EM and AEM. The consultants will have demonstrated technical knowledge of the subject matters assigned to them, substantive experience in conducting evaluations in a development context, and familiarity with Tanzania. Each team specialist will be responsible for preparing respective written inputs ("cluster" paper(s) with in-depth analyses of corresponding outcomes), in accordance with the format and instruction given by EM/AEM, which will be used for the synthesis of results and in the preparation of the final ADR report. National expertise will be sought to the extent possible. Team Specialists will be recruited in the following "clusters":
  - Capacity Building (Economic Policies, Planning, and Budgeting; Aid Management), covering one cluster and 5 outcomes;
  - Private Sector Development and Public Private Partnership (This may be covered by AEM), covering one cluster and 3 outcomes);
  - Democratic Governance, covering one cluster and 6 outcomes;
  - Crisis Prevention and Recovery (Disaster Risk Reduction/ Management, Conflict Prevention), covering one cluster and 3 outcomes;
  - Environment and Energy (Environment and Natural Resource Management, Energy and Climate Change), covering two clusters and 4 outcomes; and
- **Research Assistant**: Research Assistant at IEO will collect basic background documents and reference material for the evaluation team (including CPD/CPAP, UNDAF/ UNDAP, Project Documents, ROARs/ IWPs, and past evaluation reports) and upload them to a common document platform, SharePoint, for team's use.

Annex 3 presents the detailed breakdown of responsibilities for the cluster and outcome analyses among EM, AEM and Team Specialists.

8. EVALUATION PROCESS

The evaluation will be conducted according to the approved IEO process and ADR Method Manual. The following represents a summary of key elements of the process. Four major phases provide a framework for conducting the evaluation.

Phase 1: Preparation. The IEO collects background documentation with the support of the CO and gets briefed by the regional and other HQ bureaus. The EM (and AEM) then undertakes a week-long preparatory mission to the country and meets with CO, Government and key national stakeholders. The objectives of the mission are to: i) ensure that key stakeholders understand the evaluation purpose, process and methodology; ii) obtain key stakeholder perspectives of any prominent issues to be covered in the evaluation; iii) determine the scope of the evaluation, approaches, timeframe, and the parameters for the selection of the ADR evaluation team; and iv) conduct an evaluability assessment.

The mission leads to the preparation of a TOR to be shared with key stakeholders for comment. Based on the finalized TOR, and in accordance with internal recruitment guidelines, the IEO will recruit consultants who are experts in evaluation and thematic areas as required in the evaluation. An external reviewer who will review the draft ADR report may also be selected.

Phase 2: Data Collection and Analysis. The objective is to undertake data collection activities in accordance with the TOR and to analyse data collected from various sources against evaluation criteria set out in section 6.

- Pre-mission activities: Evaluation team members conduct desk reviews of reference material, and complete outcome analysis tables for their respective cluster areas prior to the data collection mission. These papers

help identify the outcome-specific evaluation questions, identify gaps and issues that would require validation during the field-based phase of data collection.

- Data collection/validation mission: The evaluation team, led by EM and AEM, undertake a mission to the country to engage in field-based data collection activities. The estimated duration of the mission is about 3 weeks.
- End-of-mission debriefing: The EM team may hold a debriefing with CO and national counterparts at the end of their mission to discuss key emerging issues. The team ensures that any factual inaccuracies and misinterpretation be corrected at this point as much as possible.
- Post-mission analysis: The evaluation team members complete their respective analyses, and finalize their outcome analysis tables and prepare a cluster paper.

Phase 3: Synthesis, Report Writing and Review. The objective is to synthesise across all the assessments and arrive at robust, evidence-based evaluation findings, conclusions and recommendations.

- Synthesis process: After a review of the assessments by the AM/AEM, coding for the key criteria and factors will be performed. Once the synthesis process is complete the EM and AEM may organize a teleconference with the CO, and a presentation to RB, to communicate results of the synthesis and the direction of recommendations.
- Report writing: Draft and final reports are developed in accordance with the TOR, the ADR Method Manual as well as quality standards set forth by the United Nations Evaluation Group.
- Review: For quality assurance, the 'zero' draft report is reviewed internally (IEO) and externally. The IEO ADR coordinator conducts a compliance review, after which the report will be submitted to IEO Director/Deputy Director for clearance. For stakeholder reviews, the draft report is first sent to CO, RBA and other HQ central offices as appropriate for factual verification and the identification of any errors or omission. Following the revision of the draft report, reflecting any changes made, the report is shared with national stakeholders (national reference group). An audit trail of comments and responses is prepared for all reviews.
- Stakeholder workshop: In close collaboration with CO, a meeting with key national stakeholders is organized to present the results of the evaluation and examine ways forward in the country. The workshop participants include IEO senior management and EM/AEM, representatives of RBA, and representatives of national stakeholders. The main purpose of the meeting is to facilitate a greater national buy-in in taking forward the lessons and recommendations from the report and to strengthen the national ownership of development process and the necessary accountability of UNDP interventions at country level. The report is finalized after the completion of the workshop.

Phase 4: Production, dissemination and follow-up. The aim is to produce a user-friendly report that reaches a wide range of audiences. Following the production process of editing, translation and design, the final report is then uploaded to the IEO website. This phase will ensure that results and lessons from the ADR report are fully considered for future operational improvement and widely disseminated to the public. The report is submitted to the UNDP Administrator, who requests formal responses to the evaluation from the CO/RBA (management response). The RBA is responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.[103] The ADR report is shared with internal and external

203 http://erc.undp.org/

audiences both in hard copy and electronic versions. Results of the evaluation are presented to RB senior management through a formal presentation. Discussions may be also held with other offices (e.g. Bureau for Development Policy, Bureau for Crisis Prevention and Recovery, Organizational Performance Group) to facilitate organizational learning.

9. TIME FRAME FOR ADR PROCESS

The tentative timeframe of the evaluation process and respective responsibilities are shown below. The current UNDAP, as well as the Common Country Programme Document, has been extended by one year to 2016. Results of the ADR should feed into the next UNDP programme formulation to be presented in the new Common Country Programme Document starting in 2016. Since the UN country team is likely to carry out an UNDAP evaluation in early 2015 (e.g. January), the ADR should be completed by the end of 2014 and the final ADR report – an input on UNDP performance – should be made available to the 2015 June session of the Executive Board.

Table A2. Tentative time frame

Activity	Responsible Party	Tentative schedule
Phase 1: Preparation		
ADR initiation and preparatory work	RA/EM	Jan-Feb 2014
Preparatory mission	EM	10-14 Feb
ToR completed and approved by EO Director	EM	Mar
Identification and selection of evaluation team members	EM	Feb-Apr
Phase 2: Data collection and analysis		
Development of evaluation tools and protocols	EM/AEM	Apr-May
Preliminary drafts of outcome papers	Team specialists	June
Data collection mission	EM/AEM/Team specialists	July
Analysis and submission of outcome papers to EM/AEM	EM/AEM/Consultants	August
Phase 3: Synthesis and report writing		
Analysis of findings and synthesis of results	EM/AEM	Sep
First draft for internal EO clearance	EM/AEM	Oct
First draft to CO/RB for comments	CO/RBA	Nov
Submission of the revision (final draft) to CP/RBA and National Reference Group	EM/CO	Dec
Stakeholder Workshop in Tanzania	IEO/CO/RBA	Feb-Mar 2015
Finalization of the report	EM/AEM	March
Phase 4: Production and follow-up		
Editing and formatting	IEO	March
Issuance of the final report	IEO/ CO/RBA	April
Dissemination of the final report (Uploading to Evaluation Resource Centre)	IEO	April

TERMS OF REFERENCE ANNEX 1. THEMATIC COVERAGE AND EVALUATION REPORT AVAILABILITY – TANZANIA (as of 18 March 2014)

Thematic/ programme area	Outcome	Cumulative budget of projects 2007-2013	Total number of Atlas 'awards' 2007-2013	Completed and planned evaluations
Crisis Prevention and Recovery	Outcome 22	$15,085,179	6	Evaluations: • 00050548; Joint programme on transition from humanitarian assistance to sustainable development-2011 • (Outcome-National effectiveness in leading and managing emergency preparedness and response- 2013)
	Outcome 31	$1,857,343	2	
	*Outcome 32 (no entry)			
Subtotal		***$16,942,522***	***8***	
Democratic Governance	Outcome 17	$71,607,774	13	Evaluations: • 00045328: Deepening democracy in Tanzania project MTE. 2009 • 00045328: Deepening democracy in Tanzania project, 2010 • 00057788: Terminal Evaluation of Elections Support Project, 2011 • 00015414: Democratic Participatory Systems, 2005 • (Outcome achievement of national strategies and core reforms for good governance, 2014) • (00068932: Mid-term Evaluation-Democratic Empowerment Project, 2014) • (00068932: Final Evaluation-Democratic Empowerment Project, 2016)
	Outcome 18	$1,754,896	1	
	Outcome 19	$5,568,526	5	
	Outcome 33	$4,594,870	4	
	Outcome 35	$946,493	1	
	Outcome 36	$10,784,077	7	
Subtotal		***$95,256,636***	***31***	
Environment and Energy for Sustainable Development	Outcome 20	$37,439,455	21	Evaluations: • 00015426: Terminal Evaluation of the Conservation and Management of Eastern Arc Mountains, 2010 • 00033646: Transformation of the Rural PV Solar, 2009 • 00035747: Development and Management of Selous Niassa, 2009 • 00035747: Development and Management of Selous Niassa-MTE, 2007 • 00038715: Development of Mnazi Bay Ruvum, 2007 • 00057673: Joint programme on Environment (JP 11) with a focus on Climate Change, Land Degradation/Desertification and Natural Resource Management, 2011 • 00074514: Final Evaluation-UN-REDD Tanzania National Programme, 2013 • 00051113: Terminal Evaluation-Lake Tanganyika Integrated Management Project, 2013
	Outcome 21	$4,871,502	4	
	Outcome 29	$17,901,321	8	
	Outcome 30	$18,550,625	9	
Subtotal		***$78,762,903***	***42***	

(continued)

Thematic/ programme area	Outcome	Cumulative budget of projects 2007-2013	Total number of Atlas 'awards' 2007-2013	Completed and planned evaluations
				• 00061990: AAP Tanzania Final Evaluation Report: Supporting Integrated and Comprehensive Approaches to Climate Change Adaptation in Africa - Mainstreaming CCA in the National Sectoral Policies of Tanzania, 2013 • 00053407: Terminal Evaluation-Pangani River Basin Management, 2012 • (Outcome-Enforcement of environment law and regulations for the protection of eco-systems, biodiversity and the sustainable management of natural resources, 2014) • (00074514: Mid-term Evaluation-UN-REDD Tanzania National Programme, 2012) • (00051113: Mid-term Evaluation-Lake Tanganyika Integrated Management, 2011) • (00073328: Mid-term Evaluation-Extending the Coastal Forest Protected Area sub-system in Tanzania, 2013) • (00073328: Final Evaluation-Extending the Coastal Forest Protected Area sub-system in Tanzania, 2014) • (00061424: Mid-term Evaluation-The Sustainable Land Management for Mount Kilimanjaro and Associated Mountains, 2013) • (00077042: Mid-term Evaluation-Strengthening the Protected Area Network in Southern Tanzania: Improving the Effectiveness of National Parks in Addressing Threats to Biodiversity, 2014) • (00078484: Mid-term Evaluation-Sustainable Management of the Miombo Woodland Resources of Western Tanzania, 2015)
HIV and AIDS	Outcome 23	$19,622,484	2	Evaluations: • Evaluation of community capacity enhancement and TA with NUNVs for the District HIV/AIDS responses, MTE, 2010 • 00053501: Support to the National Response against HIV and AIDS (JP3), 2011 • (Outcome-UNDAP HIV and AIDS Programme Working Group -2014)
	Outcome 38	$4,394,751	2	
	(*Outcome 37 no entry)			
Subtotal		***$24,017,235***	***4***	

(continued)

Thematic/ programme area	Outcome	Cumulative budget of projects 2007-2013	Total number of Atlas 'awards' 2007-2013	Completed and planned evaluations
Poverty Reduction	Outcome 15	$59,443,978	8	Evaluations • 00015425: Impact of strategic support to Zanzibar Poverty Reduction Programme, 2008 • 00049231: Evaluation of Joint Programme 5: Capacity Building Support to Zanzibar, 2011 • 00059536: Terminal Evaluation of the Joint Programme on Capacity Strengthening for Development Management (JP4), 2011 • (Outcome-Development of evidence based, pro-poor economic development policies and strategies, 2014)
	Outcome 16	$3,039,123	2	
	Outcome 24	$13,145,101	2	
	Outcome 25	$7,125,231	2	
	Outcome 26	$1,412,201	2	
	Outcome 27	$1,462,773	1	
	Outcome 28	$3,930,684	3	
	Outcome 34	$6,551,896	4	
Subtotal		***$96,110,987***	***24***	
Unlinked projects	n/a	$14,897,267	12	
Total		**$325,987,550**	**121**	

Source: Atlas (Jan 2014); UNDP Evaluation Resource Centre (March 2014).

Note 1: Evaluations in parentheses indicate pending/planned evaluations.

Note 2: Also available in the Evaluation Resource Centre are two UNCDF and one UNV evaluation reports:

i) Gender Equitable Local Development – GELD (2008-2013) Final Evaluation, dated 2013 [UNCDF];

ii) Support to Local Economy in Mwanza Programme (SLEM), dated 2011 [UNCDF]; and

iii) Evaluation of UNV project 'UNV Support to Delivering as One through integration of volunteerism for Development', dated 2011 [UNV]

TERMS OF REFERENCE ANNEX 2: EVALUATION TEAM RESPONSIBILITIES FOR CLUSTER AND OUTCOME ANALYSES

Outcomes	Overall quality assurance	Cluster paper	Drafting of outcome analysis	Data collection and analysis
1. Strengthened budget planning and MKUKUTA/ MKUZA monitoring systems that foster participation and gender equality (Outcome 15, Poverty and MDGs)	EM	CB/Pov	CB/Pov	CB/Pov & EM
2. Increased adoption of equitable pro-poor and gender-sensitive economic policies and programmes (Outcome 24, Poverty and MDGs)	EM		CB/Pov	CB/Pov & EM
3. Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies (Outcome 25, Poverty and MDGs)	EM		CB/Pov	CB/Pov & EM
4. Leads to more effective aid management and aid coordination (Outcome 28, Democratic Governance)	EM		CB/Pov	CB/Pov & EM
5. Selected MDAs and LGAs have increased capacity for planning, budgeting, monitoring and reporting (Outcome 34, Democratic Governance)	EM		CB/Pov	CB/Pov & EM
6. Strengthened political, parliamentary and electoral systems that enhance effective participation and representation, bearing in mind gender considerations, and greater political tolerance, oversight and credible elections (Outcome 17, Democratic Governance)	EM	DG	DG	DG & EM
7. Enhanced and accessible systems of justice, law and order, public information and education that promote and protect human rights and freedoms (Outcome 18, Democratic Governance)	EM		DG	DG & EM
8. Strengthened national and local structures and systems of governance that foster the rule of law, promote gender equality, combat corruption and promote accountability and transparency (Outcome 19, Democratic Governance)	EM		DG	DG & EM
9. Enhanced government capacity for disaster preparedness and response and management of transition from humanitarian assistance to development (Outcome 22, Crisis Prevention and Recovery)	AEM		CPR	CPR & AEM
10. Relevant MDAs advance key national strategies for good governance (Outcome 33, Democratic Governance)	EM		DG	DG & EM
11. Tanzanian Government advances fulfilment of its international treaty obligations (Outcome 35, Democratic Governance)	EM		DG	DG & EM
12. Key institutions effectively implement their election and political functions (Outcome 36, Democratic Governance)	EM		DG	DG & EM
13. Prime Minister's office and Chief Minister's office disaster management departments effectively lead emergency preparedness and response with a focus on areas most susceptible to disasters (Outcome 31, Crisis Prevention and Recovery)	AEM		CPR	CPR & AEM

(continued)

Outcomes	Overall quality assurance	Cluster paper	Drafting of outcome analysis	Data collection and analysis
14. Selected communities participate in democratic and peaceful discourse (Outcome 32, Crisis Prevention and Recovery) [*Discontinued due to change in government priorities]	AEM		CPR	CPR & AEM
15. Increased access to comprehensive prevention, care and treatment, and impact mitigation of HIV and AIDS and other major diseases (Outcome 23, HIV and AIDS)	EM	EM	EM	EM
16. Relevant CSO and people living with HIV networks effectively coordinate and participate in decision-making forums (Outcome 37, HIV and AIDS) [*Deactivated because intended results achievable through outcome 38]	EM		EM	EM
17. TACAIDS and ZAC provide effective guidance to the national HIV and AIDS response, based on evidence and per agreed human rights standards (Outcome 38, HIV and AIDS)	EM		EM	EM
18. National productivity and competitiveness is improved through decent employment opportunities, equitable access to and effective use of productive resources and greater market access (Outcome 16, Poverty and MDGs)	AEM	PSD/ PPP (or AEM)	PSD/PPP & AEM	PSD/PPP & AEM
19. Relevant MDAs, LGAs and non-State actors enhance structures and policies for promoting viable pro-poor business sectors and SMEs (Outcome 26, Poverty and MDGs)	AEM		PSD/PPP & AEM	PSD/PPP & AEM
20. Relevant institutions improve national capacities to promote regional integration and international trade (Outcome 27, Poverty and MDGs)	AEM		PSD/PPP & AEM	PSD/PPP & AEM
21. Effective mechanisms in place, including social protection, that address institutional barriers and socio-cultural dimensions to promote and protect the rights of the poor and most vulnerable (Outcome 20, Environment and Energy)	AEM	EE	EE	EE & AEM
Improved community access to safe, clean water and environmental sanitation in rural and urban areas [*This outcome is not reported in IWP/ROAR]	AEM		EE	EE & AEM
22. 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 30, Environment and Energy)	AEM		EE	EE & AEM
23. Low emissions energy technologies including renewable energy, energy efficient and/or advanced fossil fuels (Outcome 21, Environment and Energy) [*Not in CPD/CPAP 2007-2010, but reported in ROAR/IWP]	AEM	EE(2)	EE	EE & AEM
24. Key MDAs and LGAs integrate CC adaptation and mitigation in strategies and plans (Outcome 29, Environment and Energy)	AEM		EE	EE & AEM

Annex 2

PERSONS CONSULTED

GOVERNMENT OF TANZANIA

CENTRAL GOVERNMENT (MAINLAND AND ZANZIBAR)

Abdalla, Othman, Secretary, Zanzibar House of Representative Coalition on HIV and AIDS (UWAKUZA)

Abdallah, Margareth Anna, MP and Chairperson, Tanzania Women Parliamentary Group, the United Republic of Tanzania

Adolf, Prof. F. Mkenda, Deputy Permanent Secretary, Ministry of Finance

Ali, Mussa Haji, Director General, Zanzibar Anti-corruption and Economic Crimes Authority (ZAECA), Revolutionary Government of Zanzibar

Ali, Salum Kassim, Director of Elections, Zanzibar Electoral Commission, Revolutionary Government of Zanzibar

Alfred, Jane, Disaster Coordinator, Disaster Management Department, Government of Tanzania

Alex, Mwakisu, Finance Officer, Ministry of Finance, External Finance, Aid Coordination Unit

Amina Kh. Shaaban, Executive Secretary, Planning Commission, Zanzibar

Amhed, Amina, Executive Secretary, Zanzibar Planning Commission

Bakari, Mussa Kombo, Deputy Clerk, Zanzibar House of Representatives, Revolutionary Government of Zanzibar

Baruti, Jamal, Senior Environmental Management Officer, Tanzania National Environmental Management Council

Bihindi, N. Khatib, Commissioner for External Finance, Ministry of Finance, Revolutionary Government of Zanzibar

Chanuke Harrison, Disaster Coordinator, Disaster Management Department, Government of Tanzania

Cheche, Blandina, Senior Environmental Management Officer, Tanzania National Environmental Management Council

Chintunchi, Mathias, Coordinator, Good Governance Unit, Office of the President, United Republic of Tanzania

Faki, Faki Haji, Coordinator for Health Promotion, Ministry of Health, Zanzibar

Gugu, Allym, Assistant Director, Multilateral Programmes, Ministry of Industry and Trade

Haji, Ahmet Makame, Commissioner, National Planning, Sector Development and Poverty Reduction, Zanzibar Planning Commission

Hamad, Ali Juma, Principal Secretary, Department of Environment, First Vice President's Office, Zanzibar

Hamad Ali Juma, Director Disaster Management Department, Zanzibar

Hoseah, Edward, Director General, Prevention and Combating of Corruption Bureau, United Republic of Tanzania

Kajigili, Kissa, Agricultural Extension Specialist, Big Results Now Ministerial Delivery Unit, Ministry of Agriculture, Food Security, and Cooperatives

Kalugendo Fanuel, Disaster Coordinator, Disaster Management Department

Kaganda, Subilaga, National Project Coordinator, TACAIDS

Kamugisha, Charles, PMORALG Liaison Officer, TACAIDS

Karemba Augustine, Principal Meteorologist, Tanzania Meteorological Department

Kashillah, Thomas D., Clerk of the National Assembly, United Republic of Tanzania

Kassim Ahmed, Acting Permanent Secretary, Second Vice President's Office, Zanzibar

Kayumbe, January, Acting Head, Big Results Now Ministerial Delivery Unit, Ministry of Agriculture, Food Security and Cooperatives

Kessy, Maduka P., Deputy Executive Secretary and Head, Productive Sector Cluster, President's Office, Planning Commission

Khatib, M. Khatib, Department of External Finance, Ministry of Finance, Zanzibar

Khatib, Bihindi Nassor, Commissioner for External Finance, Ministry of Finance, Zanzibar

Kinyua, Henry, Director of Agricultural Market Efficiencies, President's Delivery Bureau, President's Office

Kisaka, Benedict, Project Officer, Disaster Management Project, Disaster Management Department

Lauwo, Anna, Forestry Officer, Tanzania Forest Services, Ministry of Natural Resources and Tourism

Lubuva, D.Z., Justice, Chairman, National Electoral Commission

Lugios, Enrice, Monitoring and Evaluation Section, Department of Policy and Planning, Ministry of Industry and Trade

Lugongo, Stella, Economist, Department of Industrial Development, Ministry of Industry and Trade

Lyimo, Peniel M., Deputy Chief Executive Officer, President's Delivery Bureau, President's Office

Makina Ameri, Coordinator, Disaster Management Department

Makyao, Neema, Coordinator for Key Populations, National AIDS Control Programme, Ministry of Health

Massay, Mary, Executive Secretary, Commission for Human Rights and Good Governance

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Annex 3

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Annex 4

PROJECTS FOR IN-DEPTH REVIEWS

Award ID and title	Project ID and title	Start date	End date	Budget in USD (cumulative from ATLAS)
HIV and AIDS				
Outcome 23				
00045311: UN Joint Programme on HIV and AIDS	00053501: UN Joint Programme on HIV and AIDS	Jul 2007	Jun 2011	$16,259,429.72
Outcome 38				
00061905: Capacity Building for National HIV and AIDS Response	00078995: UNDAP HIV and AIDS Mainland	Jul 2011	Jun 2015	$2,889,032.72
	00079403: UNDAP HIV and AIDS Zanzibar	Jul 2011	Jun 2015	$1,505,718.00
Private Sector Development and Trade				
Outcome 16[204]				
00048975: Trade Development & Integration	00059424: Capacity Building for Trade Development and Integration in Tanzania	Jan 2008	Dec 2009, extended to Dec 2010	$1,891,400.00
Outcome 26[205]				
00061913: Support Attorney General's Chambers	00079016: Support Attorney General's Chambers on Contract Negotiation	Feb 2012	Dec 2012	$305,001.00
00068926: Southern Agricultural Corridor Support Project	00083805: Southern Agriculture Growth Corridor (SAGCOT) Capacity Development Project	Jan 2013	Dec 2015	$1,107,200.00
Outcome 27				
00061942: Capacity Development for Mainstreaming Trade	00079085: Capacity Development for Trade Mainstreaming	Aug 2013	Jul 2016	$1,462,773.69
Capacity Development				
Outcome 15				
00015425: Strategic Support to Poverty Reduction in Zanzibar	00015425: Strategic Support to Poverty Reduction in Zanzibar	May 2003	Dec 2005	$12,246,436.3
00046676: Pro-Poor Policy Development and Wealth Creation*	00055728: Pro-Poor Policy Development and Wealth Creation	–	–	$15,687,059.41

(continued)

204 As part of this outcome, an additional project was examined that was not initially on the list: Joint Programme 1 on Wealth Creation, Employment and Economic Empowerment in Tanzania, with ILO as the Managing Agent.

205 Additional projects were reviewed: (i) UNV Support to Strengthening of the Tanzania Chamber of Commerce, Industry and Agriculture for Innovative Business Support Services; and (ii) African Training and Management Services Project.

Award ID and title	Project ID and title	Start date	End date	Budget in USD (cumulative from ATLAS)
00049030: Joint Programme 4 on Capacity Strengthening for Development Management	00059536: JP 4 on Capacity Strengthening for Development Management	Sep 2007	Dec 2008	$13,523,829.5
00049231: Joint Programme 5 Capacity Building for Zanzibar	00059877: JP5 Capacity Building for Zanzibar	Sep 2007	Dec 2008	$8,849,553.91
00059523: Zanzibar Pro-Poor Policy Development	00074455: Zanzibar Pro-Poor Policy Development	Jan 2010	Jun 2011	$1,826,287.43
Outcome 24				
00015409: National Development Management	00015409: National Development Management	Sep 2007	Dec 2008	$ 7,157,787.31
00046668: Capacity building for External Resources & Development Management*	00055719: Capacity building for External Resources & Development Management	May 2007	Dec 2011	$ 5,987,314.00
Outcome 25				
00061911: Pro-Poor Economic Growth & Environment Sustainable Dev	00079012: Pro-Poor Econ Growth & Environ Sustainable Development	Mar 2012	Jun 2015	$3,849,831.00
00068928: Catalyzing Agriculture Development in Tanzania	00083807: Catalysing Agriculture Development in Tanzania	Oct 2013	Sept 2016	$3,275,400.00
Outcome 28				
00061972: Aid Effectiveness and Aid Management	00079142: Aid Effectiveness and Management	Nov 2011	Jun 2015	$2,557,834.00
	00079143: Aid Effectiveness and Management	Nov 2011	Jun 2015	$654,001.00
Outcome 34				
00061947: Capacity Development for Monitoring and Auditing	00079099: Evidence-based Planning	Jul 2012	Jun 2015	$ 830,000.00
	00079157: Capacity Development - Audit	Mar 2012	Jun 2015	$ 3,696,895.00
	00085889: Tanzania HDR Project	Feb 2013	Jun 2016	$ 1,140,000.00
Crisis Prevention Disaster Risk Reduction				
Outcome 22				
00047611: Disaster Risk Management in Tanzania	00057379: Disaster Risk Management in Tanzania	Jul 2007	Jun 2011	$728,801.00
00034905: Strengthen Local Capacities: Development Coordination & Micro Projects NWT*	00037355: Strengthen Local Capacities	Aug 2006	Dec 2008	$4,555,444.60

(continued)

Award ID and title	Project ID and title	Start date	End date	Budget in USD (cumulative from ATLAS)
00050548: JP6.1[206] Transition from Hum Assistance to Sustainable Dev.	0006250: JP6.1 NWTZ Transition from Human Assistance to Sustainable Development	Jan 2008	Jun 2011	$ 1,071,534.81
	00072315: JP6.1 NWT Cluster 1 Wealth Creation	May 2008	Dec 2012	$736,104.12
	00072319: JP6.1 NWT Cluster 2 Social Services	Jun 2009	Jun 2011	$6,080,058.88
	00072320: JP6.1 NWT Cluster 3 Governance	–	–	$1,913,235.19
Outcome 31				
00061951: Disaster Management Project	00079105: Disaster Management Mainland	Nov 2011	Jun 2015	$1,056,095.00
	00079106: Disaster Management Zanzibar	Nov 2011	Jun 2015	$ 801,248.00
Democratic Governance				
Outcome 17				
00045328: Strengthening efforts to Deepen Democracy in Tanzania	00053522: Strengthening efforts to Deepen Democracy in Tanzania	Jan 2007	Jun 2010	$23,739,389.6
00060696: Legislature Support Project*	00076536: Legislature Support Project	–	–	$872,100.00
00057788: Election Support Project 2010	00071521: Election Support Project 2010	Jun 2009	Jun 2011	$42,995,240
00046597: Strengthening Transparency, Integrity & Rule of Law*	00055583: Strengthening Transparency, Integrity & Rule of Law	–	–	$ 3,151,277
Outcome 18				
00015427: Capacities for Conflict Mediation*	00015427: Capacities for Conflict Mediation	–	–	$1,754,896.00
Outcome 19				
00015403: Strengthen Capacities to Combat Corruption*	00015403: Strengthen Capacities to Combat Corruption	–	–	$ 1,318,452.89
00049211: Strengthening Anti-Corruption Strategies in Tanzania	00059842: Strengthening Anti-Corruption strategies in Tanzania	Jan 2008	Dec 2011	$ 3,046,654.00
Outcome 33				
00061944: Legal sector reform	00079188: Legal Sector Reform Zanzibar	Jan 2013	Dec 2017	$ 1,623,714.00
00062051: Support for Nat'l Anticorruption Mechanisms	00079285: Support for Nat'l Anticorruption Mechanisms	Nov 2011	Nov 2012	$1,338,566.00
	00079286: Support for Anticorruption Zanzibar	May 2013	Jun 2015	$640,090.00

(continued)

206 An additional project was reviewed: Joint Programme 6.2. Strengthening National Disaster Preparedness and Response Capacity, with UNICEF as the managing agent. This project was not listed in UNDP's Atlas.

Award ID and title	Project ID and title	Start date	End date	Budget in USD (cumulative from ATLAS)
Outcome 35				
00061957: Institutional support-National Human Rights Action Plan	00079115: Support to National Human Rights Action Plan	Aug 2013	Jun 2015	$ 946,493.00
Outcome 36				
00060696: Legislature Support Project	00080400: National Assembly	Dec 2011	Jun 2015	$4,561,574.56
	00080401: Zanzibar House of Reps	Dec 2011	Jun 2015	$2,282,282.3
00068932: Democratic Empowerment Project	00084843: CD to Election Management Bodies	Jan 2013	Jun 2016	$ 3,940,220.00
Environment and Natural Resource Management				
Outcome 20				
00015401: Small Grants Programme in Tanzania*	00015401: Small Grants Programme in Tanzania	–	–	$1,312,500
00015422 - Integrating Environment into PRS process*	00015422: Integrating Environment into PRS process	2007	2010	$2,394,619.12
00015426: Management of the Forests of the Eastern Arc mountains	00015426: Forests of the Eastern Arc Mountains	2008	2010	$11,716,312.35
00035747: Management of Selous - Niassa Wildlife Corridor in TZA	00038545: Selous - Niassa Wildlife Corridor	2005	2009	$1,756,023.81
00043716: Lake Tanganyika Project Tanzania component	00051113: Lake Tanganyika Project TZA	2008	2011	$3,503,761.58
00047158: Energy and Environment Programme*	00056467: Energy and Environment Programme	2007	2010	$1,470,000.00
00047689 - Integrating environment into MKUKUTA implementation	00057500: Integrating Environment into MKUKUTA	2007	2010	$3,550,385.70
00057673 - UN Joint Programme on Environment	00071356: JP11 5 JP management	2009	2010	$984,854.00
	00072301: JP11 1 Key National EPs Implemented	2009	2010	$1,074,740.00
	00072304: JP11 2 ESCC Mainstreaming Gov't. Pol.	2009	2010	$1,719,760.00
Outcome 30				
00058855: Extending Coastal Forests Protected Areas	00073328: Coastal Forest Protected Areas	2009	2012	$4,614,725.25
00059364: Sustainable Land Management in Highlands of Kilimanjaro	00074207: Land Management – Kilimanjaro	2010	2014	$3,180,367.54
00060996: Strengthening protected areas in southern Tanzania	00077042: Strengthening Protected Areas	2011	2015	$4,833,631.30
00061743: Miombo Woodlands of Western Tanzania	00078484: Miombo Forest Management	Jul 2012	Jul 2017	$2,994,500

(continued)

Award ID and title	Project ID and title	Start date	End date	Budget in USD (cumulative from ATLAS)
Energy and Climate Change				
Outcome 21				
00033646: Rural Photovoltaic (PV) Market Project in Tanzania	00035062: Rural Photovoltaic (PV) Market	2009	2013	$3,207,581.35
Outcome 29				
00068935: Small Grants Programme	00083812: Small Grants Programme	2013	2015	$1,400,000.00
00058939: Mainstreaming Climate Change Adaptation in Policies	00073448: Africa Adaptation Programme	2011	2015	$5,237,843.86
00059549: UN-REDD Programme - Tanzania Quick Start Initiative	00074514: REDD Programme - Tanzania	2009	2011	$3,686,253.00
00061990: Mainstreaming Environment & Climate Change in Development plans	00079179: Climate Change VPO	2011	2015	$2,239,875.00
	00079181: Climate Change MOF	2011	2015	$639,554.00
	00079181: Climate Change NEMC	2011	2015	$1,206,128.00
00064765: Strengthening Environment & Climate Change - Zanzibar	00081408: Climate Change Governance	2012	2015	$927,000.00
00074211: Climate Information & Early Warning Systems in Tanzania	00086724: Climate Information & Early Warning Systems in Tanzania	2013	2017	$2,855,900.00

Note: * indicates limited or no information available.

Annex 5

RELATIONSHIP BETWEEN NATIONAL, UN AND UNDP PROGRAMMES

UNDP PROGRAMME PERIOD 2007–2010/2011

Strategic Plan 2008–2013	MKUZA 2006–2010	MKUKUTA 2006–2010	UNDAF 2007–2010	UNDP CPD 2007–2010
Practice area	**Goal**	**Goal**	**Outcome**	**Outcome**
Achieving the Millennium Development Goals (MDGs) and reducing human poverty	Cluster I: Pro-poor growth achieved and sustained	Cluster I: Broad-based and equitable growth is achieved and sustained	By 2010, increased access to sustainable income opportunities, productive employment and food security in the rural and urban areas.	24. Increased adoption of equitable, pro-poor and gender-sensitive economic policies and programmes
				16. National productivity and competitiveness are improved through decent employment opportunities, equitable access to and effective use of productive resources, and greater market access.
Energy and environment for sustainable development	Cluster II: Improved social well-being and access to quality services with emphasis on the poor and most vulnerable groups	Cluster II: Improved quality of life and social well-being with particular focus on the poorest and most vulnerable groups. Reduced inequalities (e.g. education, survival, health) across geographic, income, age, gender and other groups.	By 2010, increased access to quality basic social services for all by focusing on the poorest and most vulnerable.	21. Low emissions energy technologies including renewable energy, energy efficient and/or advanced fossil fuels [newly added, not in CPD 2007-2010]
				20. Effective mechanisms in place, including social protection, that address institutional barriers and socio-cultural dimensions to promote and protect the rights of the poor and most vulnerable
				Improved community access to safe, clean water and environmental sanitation in rural and urban areas [not in IWP/ROAR 2007-2010]
Responding to HIV and AIDS				23. Increased access to comprehensive HIV prevention, care and treatment, and impact mitigation of HIV and AIDS and other major diseases

(continued)

Strategic Plan 2008–2013	MKUZA 2006–2010	MKUKUTA 2006–2010	UNDAF 2007–2010	UNDP CPD 2007–2010
Practice area	**Goal**	**Goal**	**Outcome**	**Outcome**
Fostering democratic governance	Cluster III: A society governed by the rule of law and government that is predictable, transparent and accountable	Cluster III: Good governance and rule of law ensured. Leaders and public servants are accountable to the people through the effective reduction of corruption and public access to information. Democracy and political and social tolerance are deepened. Peace, political stability, national unity and social cohesion are cultivated and sustained	By 2010, democratic structures and systems of good governance as well as the rule of law and the application of human rights, with a particular focus on poor and vulnerable groups, are strengthened	15. Strengthened budget planning and MKUKUTA/ MKUZA monitoring systems that foster participation and gender equality 17. Strengthened political, parliamentary and electoral systems that enhance effective participation and representation, bearing in mind gender considerations, and greater political tolerance, oversight and credible elections. 19. Strengthened national and local structures and systems of governance that foster the rule of law, promote gender equality, combat corruption and promote accountability and transparency 18. Enhanced and accessible systems of justice, law and order, public information and education that promote and protect human rights and freedoms
Supporting crisis prevention and recovery	Cluster I, Goal 3: Reduce income poverty and attain overall food security Cluster III, Goal 4: Improve public safety and security	Cluster II Goal 3: Increased access to clean, affordable and safe water, sanitation, decent shelter and a safe and sustainable environment and thereby, reduced vulnerability from environmental risk		22. Enhanced government capacity for disaster preparedness and response and management of transition from humanitarian assistance to development

(continued)

UNDP PROGRAMME PERIOD 2011–2015/2016

Strategic Plan 2008–2013	MKUKUTA II 2010–2014	MKUZA II 2010–2015	UNDAP / Common CPD 2011–2015	UN partners with shared outcome
Practice area	**Goal**	**Goal**	**Outcome**	**Partner**
Achieving the MDGs and reducing human poverty	1.2 Reducing income poverty through promoting inclusive, sustainable and employment-enhancing growth	1.2 Promote sustainable and equitable pro-poor and broad-based growth	25. Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies	ILO, UNIDO, FAO, UNFPA, UN-Women, UNEP, UNESCO
			26. Relevant MDAs, LGAs and non-State actors enhance structures and policies for promoting viable pro-poor business sectors and SMEs	UNIDO, UNCDF, ILO, UNESCO
			27. Relevant institutions improve national capacities to promote regional integration and international trade	UNCTAD, ITC, ILO, UNIDO, UN-Women
Energy and environment for sustainable development	1.4 Ensuring food security and climate change adaptation and mitigation 1.5 Allocating and utilizing national resources equitably and efficiently for growth and poverty reduction, especially in rural areas	1.2 Promote sustainable and equitable pro-poor and broad-based growth	30. 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	UNEP, UNIDO, FAO, UN-Women, WFP
			29. Key MDAs and LGAs integrate climate change adaptation and mitigation in strategies and plans	UNIDO, FAO, UNEP, UNESCO
Responding to HIV and AIDS	2.3 Improving survival, health and well-being of all children, women and vulnerable groups	2.2 Improved health delivery systems particularly to the most vulnerable groups	Relevant CSOs and people living with HIV networks effectively coordinate and participate in decision-making forums	UNAIDS
			38. TACAIDS and ZAC provide effective guidance to the national HIV and AIDS response, based on evidence and per agreed human rights standards	WHO, UNAIDS, UNFPA, UNICEF, FAO, ILO, UNESCO
			Relevant MDAs, LGA and non-State actors increasingly mainstream HIV and AIDS workplace programmes	
			MDAs and CSOs reach and mobilize key populations to utilize appropriate user-friendly HIV and AIDS services	

(continued)

Strategic Plan 2008–2013	MKUKUTA II 2010–2014	MKUZA II 2010–2015	UNDAP / Common CPD 2011–2015	UN partners with shared outcome
Practice area	**Goal**	**Goal**	**Outcome**	**Partner**
Fostering democratic governance	3.1 Ensuring systems and structures of governance uphold the rule of law and are democratic, effective, accountable, predictable, transparent, inclusive and corruption-free at all levels 3.2 Improving public service delivery to all, especially to the poor and vulnerable 3.3 Promoting and protecting human rights for all, particularly for poor women, children, men and the vulnerable	3.3 Strengthen the rule of law, respect for human rights and access to justice 3.4 Improve democratic institutions and national unity	33. Relevant MDAs advance key national strategies for good governance	UN-Women
			28. Leads to more effective aid management and aid coordination	
			34. Select MDAs and LGAs have increased capacity for planning, budgeting, monitoring and reporting	UN-Women
			35. Tanzanian Government advances fulfilment of its international treaty obligations	UNICEF, UNESCO, ILO, UNFPA, OHCHR
			36. Key institutions effectively implement their election and political functions	UN-Women
			32. Select communities participate in democratic and peaceful discourse (discontinued due to change in government priorities)	UNESCO
Supporting crisis prevention and recovery	Cluster III, Goal 4: Ensuring national and personal security and safety of properties	Cluster III, Goal 2: Strengthen the rule of law, respect for human rights and access to justice	31. Prime Minister's office and Chief Minister's office disaster management departments effectively lead emergency preparedness and response with a focus on areas most susceptible to disasters	WFP, UNFPA, UNICEF

Annex 6

UNDP WITHIN UNDAP: UNDP-CONTRIBUTED HIV AND AIDS-RELATED OUTCOMES, OUTPUTS AND KEY ACTIONS

UNDAP outcome	UNDAP output	UNDAP key action (UNDP specific)
Relevant CSO and people living with HIV networks effectively coordinate and participate in decision making fora *Other participating UN agencies (PUNs): UNAIDS	1.2. CSOs, including people living with HIV umbrella organizations and networks, coordinate their constituencies and operationalize participatory processes *Other PUNs: UNAIDS	1.2.2. Technical and financial assistance to strengthen functional mechanism of CSOs and people living with HIV networks to ensure their inclusive participation in decision making fora and to engage and support coordinated interventions for Key Populations. *Skills & financial support to implement advocacy work (human rights/access to service) for most-at-risk persons
TACAIDS and ZAC provide effective guidance to the national HIV and AIDS response, based on evidence and per agreed human rights standards *Other PUNs: UNAIDS,WHO, UNICEF, UNFPA, UN WOMEN, UNODC, IOM	2.1. Existing M&E systems and sector reviews optimized to provide strategic information to decision-makers and implementers at all levels for evidence-based planning *Other PUNs: UNAIDS, WHO, UNICEF, UNFPA	2.1.3. Technical and financial assistance to TACAIDS and ZAC for quality assurance system for data management at all levels 2.1.6 Technical and financial assistance to strengthen capacities (ICT and training) for knowledge exchanges around HIV AND AIDS at national and regional levels 2.1.12 Support stakeholder consultations for joint HIV and AIDS sector assessment and reviews
	2.2. TACAIDS and ZAC have appropriate technical capacity to support MDAs, LGAs and non-State actors to mainstream human rights and gender considerations and articulate the National Strategic Plans (NMSF III and ZNSP II) in accordance with region/district specific situations *Other PUNs: UNFPA, UN WOMEN	2.2.1. Support TACAIDS and ZAC to train MDAs, LGAs, focal persons and non-State actors for gender and human rights mainstreaming; Provide TA for adaptation of existing tools for gender and human rights mainstreaming to specific audiences and groups (key populations)
	2.3. Appropriate policies and guidelines for an enhanced HIV and AIDS response are developed and disseminated *Other PUNs: UNAIDS, UNICEF, UNODC, IOM	2.3.2. Facilitate development and dissemination of user-friendly versions of policies, laws and guidelines; Engage and advocate with MoJCA, Parliament and non-State actors for application of the policies, laws and guidelines

(continued)

UNDAP outcome	UNDAP output	UNDAP key action (UNDP specific)
	2.4. TACAIDS and ZAC mobilize resources and provide leadership, coordination and oversight of recipients and stakeholders *Other PUNs: UNAIDS, WHO	2.4.5. Technical and financial assistance, including deployment of UNVs to TACAIDS and ZAC for enhanced coordination, leadership, oversight and accountability at national, regional and district levels
Relevant MDAs, LGA and non-State actors increasingly mainstream HIV and AIDS workplace programmes *Other PUNs: FAO, ILO, UNAIDS, UNESCO, WHO	3.2. Technical AIDS Committees (TACs) and budget committees of selected MDAs and LGAs have the capacity for HIV and AIDS workplace programmes and external mainstreaming in their respective MTEFs *Other PUNs: FAO, UNESCO, WHO, ILO	3.2.2. Support internal and external mainstreaming of HIV AND AIDS within sectoral plans and strategies including training to local level staff for MDAS, LGAs
7. MDAs and CSOs reach and mobilize key populations to utilize appropriate user-friendly HIV and AIDS services *Other PUNs: WHO, UNICEF, UNAIDS, UNFPA, UNODC, UNESCO	7.1. MDAs and CSOs provide user-friendly HIV AND AIDS services to most-at-risk persons *Other PUNs: WHO, UNICEF, UNAIDS, UNFPA, UNODC	7.1.4. Technical and financial assistance to public and non-state actors including media on protection of human rights, mitigation of stigma and discrimination and access to information for key populations with focus on injecting drug users/SUs, men who have sex with men and commercial sex workers

Source: RMS

Annex 7

MANAGEMENT RESPONSE

Evaluation recommendation 1. UNDP, with its strong partnership with the Government, is in a unique position to galvanize development efforts in Tanzania. UNDP should leverage this strength to continue developing its programmes based on national development needs and on its own mandates.				
Management response: Agree, this has already been identified as a key priority				
Key action(s)	**Time frame**	**Responsible unit(s)**	**Tracking***	
			Comments	**Status**
1.1 Provide support to government & stakeholders to the review of national development frameworks (FYDP & MKUKUTA II)	March 2015–June 2016	Inclusive Growth Portfolio		
1.2 Provide support to government and stakeholders to integrate SDGs in national development frameworks (2FYDP & Sectors), and localization.	July 2015–December 2016	Inclusive Growth & Sustainable Development Portfolio		
1.3 Provide support to strengthen capacity of government for implementation of the 2FYDP and monitoring and evaluation systems	July 2015–June 2020/21	Programme		

Evaluation recommendation 2. To fully exercise Delivering as One, UNDP should strengthen how it engages with other development partners, including donors and UN agencies.				
Management response: Agree				
Key action(s)	**Time frame**	**Responsible unit(s)**	**Tracking**	
			Comments	**Status**
2.1 Strengthening the DPG Secretariat role hosted by UNDP	April 2015–December 2015	UN RC & UNDP RR		
2.2 UNDP will actively participate in dialogue processes as per development partners and government dialogue structures. This also includes learning lessons and sharing with country offices through active donor and government dialogue groups	April 2015–December 2015	Programme		
2.3 UNDP will actively scale up its role in the next UNDAP; an agreement will be reached to support RCO to enable it to further strengthen its role in Zanzibar and at subnational level so as to contribute to enhanced development planning at regional levels	January 2015–December 2015	Programme		

(continued)

Evaluation recommendation 3. While results of the UNDAP outcomes are collectively reported at UN level, UNDP should also strengthen its internal practice of clearly demonstrating its programme performance and results.				
Management response: Agree, this has already been identified as a key priority				
Key action(s)	**Time frame**	**Responsible unit(s)**	**Tracking**	
			Comments	**Status**
3.1 Recruitment of M&E/gender specialist; and strengthen the M&E function of the CO.	March 2015–June 2015	Programme & HR		
3.2 Recruitment of communication/knowledge management specialist; hence strengthening advocacy and knowledge sharing.	March 2015–June 2015	Programme & HR		
3.3 Continue with the refining of the CO programmes to align with SP 2014–2017	March 2015–December 2015	Programme		

Evaluation recommendation 4. Following the favourable results achieved in the internal gender exercise, the country office should continue with gender mainstreaming efforts and ensure full integration of gender equality and women's empowerment components in all its programmes.				
Management response: Agree, this has already been identified as a key priority				
Key action(s)	**Time frame**	**Responsible unit(s)**	**Tracking**	
			Comments	**Status**
4.1 Participate in the Gender Seal exercise: complete gender baseline, develop and implement gender action plan.	January 2015–December 2015	Programme & operation		
4.2 Formulate new programmes that have explicit gender outcomes and outputs in line with SP 2014-2017.	July 2015–June 2016	Programme		
4.3 Further enhance partnership with UN-Women, UN agencies and actively participate in the IAGG and DPs working group.	Ongoing	Programme		

Evaluation recommendation 5. For current and future projects, UNDP should work urgently to resolve the key efficiency issues identified in this evaluation and to establish a sustainability plan for projects implemented through the national implementation modality.				
Management response: Agree				
Key action(s)	**Time frame**	**Responsible unit(s)**	**Tracking**	
			Comments	**Status**
5.1 Ensure the active use of evaluation reports (lessons learned), baseline studies and capacity needs assessments of IPs in the project formulation process.	March 2015–June 2016	Programme & Operations		
5.2 Integration of scaling up measures/interventions during the formulation of the project as opposed to ex-post.	March 2015–June 2016	Programme		
5.3 Integrate exit mechanisms/strategies in the projects.	March 2015–June 2016	Programme & Operations		

* Status of implementation is tracked electronically in the Evaluation Resource Centre database.

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