



# **Terminal Project Evaluation**

## **“Strengthening Environment and Climate Change Governance for Zanzibar”**

**Final Report**

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Requested by: UNDP Tanzania

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**ACRONYMS**

<b>Acronym</b>	<b>Definition</b>
AfDB	African Development Bank
ANGOZA	Association of NGOs in Zanzibar
CODECOZ	Community Development and Environmental Conservation in Zanzibar
COP	Conference of the Parties
DCD	Development Cooperation Directorate
DFID	Department for International Development
DFNRNR	Director of Forestry and Non-Renewable Natural Resources
DoE	Department of Environment
DoEnergy	Department of Energy
EMA	Environment Management Act
E&CC	Environmental and Climate Change
GCF	Green Climate Fund
GEF	Global Environmental Facility
GoT	Government of Tanzania
GoZ	Government of Zanzibar
IIED	International Institute for Environment and Development
IMS	Institute of Marina Sciences of the University of Dar es Salaam
IP	Implementation Partner
LAPA	Local Adaptation Plan of Action
LGAs	Local Governments and Authorities
MDA	Ministries, Departments and Agencies
MDG	Millennium Development Goals
MEL	Monitoring, Evaluation and Learning
MKUZA	Zanzibar National Strategy for Growth and Reduction of Poverty
MoF	Ministry of Finance
MoWELS	Ministry of Water, Energy, Lands and Settlements
NGO	Non-Governmental Organization
OECD	Organization for Economic Cooperation and Development

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PC	Project Coordinator
PMU	Project Management Unit
PSC	Project Steering Committee
PTC	Project Technical Committee
SDGs	Sustainable Development Goals
SUZA	State University of Zanzibar
TMA	Tanzania Meteorological Agency
ToR	Terms of Reference
UN	United Nations
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
UNIDO	United Nations Industrial Development Organization
USD	United States Dollar
WIOMSA	Western Indian Ocean Marine Scientists Association
ZACCA	Zanzibar Climate Change Alliance
ZAZOSO	Zanzibar Zoological Society
ZECO	Zanzibar Electricity Corporation
ZEMA	Zanzibar Environmental Management Authority
ZMWELS	Zanzibar Ministry of Water, Energy, Lands and Settlements
ZNCCIA	Zanzibar National Chamber of Commerce, Industry and Agriculture
ZURA	Zanzibar Utilities Regulatory Authority
ZVPO1	Zanzibar First Vice-President’s Office

## 1. EXECUTIVE SUMMARY

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Climate change and poor environmental management constitute the most pressing barriers to Zanzibar's socio-economic development. Despite previous efforts, in 2011 Zanzibar was not adequately prepared to face upcoming challenges at policy, institutional and financial level in these fronts.

In this context, the United Nation Development Programme (UNDP) approved the *Strengthening Environment and Climate Change Governance for Zanzibar* project. With a planned budget of 2,800,000 United States Dollars (USD), this four years project (2012-2015; extended to October 2016) was implemented by the Zanzibar First Vice-President's Office (ZVPO1). The aim of the project was to strengthen the Government of Zanzibar's capacity for addressing climate change challenges, with the goal of mainstreaming environment and climate change in key vulnerable economic sectors, leading to a reduction in poverty levels while maintaining environmental integrity.

This report presents the terminal evaluation of the project. Its overall objective is to assess the extent to which the project has succeeded in contributing towards substantive capacity building of GoZ for addressing climate change challenges. The evaluation focuses on six aspects: relevance, effectiveness, efficiency, impacts, sustainability and partnerships. An evaluation matrix with specific questions, judgement criteria and indicators for each of these aspects was developed and used throughout the different steps of the assessment.

### Relevance

The project was significantly congruous with the United Nations Development Assistance Plan (UNDAP) 2011-2015 in Tanzania and with UNDP's strategic priorities. The project was also considerably consistent with national development plans and policies, the spirit of the environmental policies available at that time, and the existing climate change policies. Alignment between the project and national policies can also be identified in environment-related sectors, such as forest and energy. In contrast, the project was not in tune with the annual plans of local governments in which it was implemented.

The process of designing the project during 2011/2012 is not clearly documented. According to interviews, the design process involved significant consultation with government institutions,

academia and Non-Governmental Organizations (NGOs). The definition of activities on the ground in 2013/2014 was less inclusive: it involved the main implementing partners and the International Institute for Environment and Development (IIED), but overlooked the role of local governments and government representatives in Pemba. Internationally, the detailed design of the project only involved UNDP Tanzania. Other UN agencies in Tanzania, UNDP regional or global offices or international climate change financial institutions were not involved, the project not being subject to peer review from external stakeholders.

To a significant extent the project strategy pointed at the critical need of strengthening the institutional and policy framework on climate change in Zanzibar. However, the project design was not consistent, including activities on the ground before covering the full spectrum of key national institutional capacities. Deviation from the main strategy exacerbated during implementation, in spite of the most serious technical information available at that time. Moreover, the design of activities was not strategic. The project included an extremely long list of activities, without considering their hierarchy and links, which resulted in considerable duplication and confusion. Similar problems can be identified in the selection of sites. Furthermore, there were very serious deficits in defining outcomes, outputs and activities, and the corresponding indicators, baselines and targets. These are incomplete, lack correspondence and are very far from being specific, measurable, attainable, relevant and time-bound (SMART). Although concerns were raised and a report was funded, these issues were never addressed during implementation. These caveats affected the work plan and financial planning, which were not reliable. The project would not have been initially approved as it was with external peer review.

The project document included a strong approach in terms of contributing to gender equality. However, in reality, gender considerations were not seriously taken into account, in spite of regular calls of attention from the Project Steering Committee. A gender analysis was also funded, but this resulted of little use for the project. In this background, the inclusion of gender considerations in the implementation of the project was mostly accidental. The project management team was composed exclusively of men, which were majority regarding focal persons of implementing partners. Although the focus was on vulnerable people and not on gender, 60% of the members of the interviewed groups were women and these were the majority in the boards, although the chairman was typically a man.

## **Effectiveness**

The project management unit conducted planned tasks with difficulties. While the project coordinator was considerably committed and was appreciated by partners, technically, monitoring was poor and management was not based on robust data.

UNDP provide administrative, financial and technical support. Although the provision of funds is a great contribution, actual funds were significantly smaller than planned and unpredictable. Technically, UNDP did not push enough for proper project management.

In addition to the project management unit, the project included three different management levels: a group of technical people representing the main implementers, the Technical Committee and the Steering Committee. Available information reveals that this structure was followed to a significant extent during implementation, the three levels of management performing their role. Minutes of PSC meetings show that the process was transparent and responsive. However, funds for sectoral program managers were not provided, the PSC met less frequently than expected (4 instead of 8 times), with no meetings since September 2014, significant issues were not addressed and discussions on annual work plans do not seem to have been substantive.

The list of stakeholders in the Steering Committee and the Technical Committee is long. Most of the relevant ones were invited at least to the technical committee, although participation seems to be low. The local level was not properly involved. Moreover, the project did not react adequately to changes in the institutional setting, such as the creation of the Climate Change Unit in 2013 and the major institutional restructuring following the national election in October 2015.

### **Efficiency**

A monitoring and evaluation system was not developed during project design. Although the project document planned to develop this during the initiation plan, this was never developed, despite the very significant deficits of the original results framework, and the regular concerns of the PSC. A late report was of little use for this project.

With exceptions, progress reports were prepared timely. However, the template was not comprehensive, especially since 2014; most reports were internally incomplete; and the responses in the sections that were completed tended to be too vague. Overall, they presented the activities

that were conducted in each quarter, but not the cumulative progress and how this compares to the planned progress in terms of distance from the targets. Indeed, as late as in September 2016, this information was not available, being impossible to fully understand what the project has achieved and which planned targets it has not met. Financial monitoring was also poor, lacking a clear idea of planned resources versus actuals per output and activity.

## **Impact**

Despite substantive design and management deficits, the project was able to make a very significant impact. It worked in many fronts and resulted in considerable impacts in most of them. The project contributed crucially to improve Zanzibar's legal and policy framework, by developing and updating relevant laws and policies. In addition, the project contributed to the development of tools that are vital in policy-making. Moreover, the project considerably strengthened the climate institutional structure. Furthermore, the project funded a large number of studies. The project also contributed significantly to build technical capacity and raise awareness, through document sharing, trainings, study tours and media programs. Additionally, the project implemented activities on the ground in three districts. The project also created and strengthened partnerships. Although there are important caveats in each of these fronts, and many targets seem not to have been met, the impact is significant. Indirectly, the project also contributed to raise funds. At global level, the project directly contributes to Goal 13 of the Sustainable Development Goals (SDGs), which focuses on climate change, affecting positively the other 16 SDGs.

## **Sustainability**

There are good prospects on the legal and policy front, given the importance of the laws and policies approved under the project and the corresponding dissemination efforts. MKUZA III mainstreams climate change. However, laws and policies are less likely to be implemented without expanding dissemination and awareness activities and integrating climate change into the annual plans of the district governments.

There are reasonable doubts on the sustainability of the institutional structures. The financial mechanism is still to be created and capacities to operationalize it seem weak. The capacity of the climate change unit to take on a coordination role is uncertain and there is no clarity on how the operation of the Steering and Technical Committees of the National Climate Change Strategy and



the participation on the UNFCCC COPs will be funded once the project stops to do it. The relationship with the GoT regarding international forums and institutions needs also to be clarified.

The project contributed greatly to build capacity at different levels and areas. However, some cross-cutting areas, such as meteorology and marine science and land-use and spatial planning, were not appropriately strengthened technically and physically (with equipment), compromising the ability to implement strategic and effective measures sustainably. Furthermore, there are notable deficits in technical capacity to design and manage climate change-related projects. Recent institutional changes also compromise the sustainability of project results.

The project did not meet the target of providing seed funds to sustain climate change mainstreaming. However, the GoZ is trying to get funds, domestically and internationally. A number of projects have been approved. Efforts to ensure resources are allocated for climate change are in place.

## **Partnerships**

The project built important partnerships. At international level, it partnered with DFID and IIED and contributed to build international networks. At government level, the project was led by FVPO and established very close links with the Department of Environment, the Department of Energy and the Department of Forestry. The relationship with the Ministry of Finance was also good, although less substantive. In addition, the project built notable relationships with NGOs and the academia. The PSC and especially the PTC helped strengthen collaboration between these and other stakeholders.

Although the project document did not identify complementary projects and indicate what the links and synergies were, actions were taken to ensure coordination with other projects during implementation. Coordination with the twin project in the mainland was reasonable. The society in general and the beneficiary communities were sufficiently engaged, through a large number of workshop and direct consultation on activities on the ground once the sites had been selected.

However, key stakeholders were not properly engaged. At international level, the project did not engage any other UN agencies. At national level, the project did not properly engage with the institutions in charge of meteorology and marine services, and land-use and spatial planning. Moreover, the relevant institutions in sectors such as tourism, fisheries, livestock, infrastructure, construction (including housing), education and health were not adequately involved. In addition,

the project didn't engage closely with local governments, and jumped government representatives in Pemba, except for those at the VPO office. Furthermore, there were opportunities for build better partnerships with the climate change unit, the private sector and the media.

## Recommendations<sup>1</sup>

Recommendations on issues to cover	Recommendations on project design and implementation
<ul style="list-style-type: none"> <li>• Cover the cross-cutting issues that were ignored in this project, namely meteorological and marine data and land-use and spatial planning. Address the challenges in terms of legal and policy framework, institutional structure and links, and human, technical and physical capacity (e.g. equipment), and conduct basic studies.</li> <li>• Prioritize some of the sectors that were not covered, namely tourism, fisheries, livestock, infrastructure, construction (including housing), education and health.</li> <li>• Scale up and replicate activities in the environmental, energy, forestry and agricultural sectors.</li> <li>• Cover both rural and urban areas.</li> <li>• Support the operationalization of the climate change financial mechanism.</li> <li>• Support GoZ in setting up a mechanism to get and allocate significant domestic funds to climate change adaptation and to a lesser extent mitigation.</li> </ul>	<ul style="list-style-type: none"> <li>• Address challenges comprehensively</li> <li>• Prioritize activities and sites, trying to exploit synergies, economies of scale and agglomeration. Use maps and consider cost-effectiveness. Avoid duplication.</li> <li>• Use the most up to date technical data and projections, taking into account demographic, social and economic dynamics, in order to adapt current and future society to current and future climate</li> <li>• Develop the results framework very carefully during project design. Provide at least an indicator, baseline, target and means of verification for each of the outputs and activities. Ensure they are specific, measurable, attainable, relevant and time-bound, including information for mid-term.</li> <li>• Prepare timely, complete and detailed progress reports during implementation, assessing progress towards the objectives.</li> <li>• Conduct regular PSC meetings</li> <li>• Follow closely the recommendations made</li> </ul>

<sup>1</sup> Some of the recommendations, especially regarding project design and management, are draw from lessons learned.

<ul style="list-style-type: none"> <li>• Support GoZ in getting direct access to climate change funds, such as the GEF, the Adaptation Fund and GCF.</li> <li>• Strengthen the capacities of the climate change unit.</li> <li>• Support GoZ in ensuring that the Steering and Technical Committees of the National Climate Change Strategy meet regularly and it participates in the UNFCCC COPs.</li> <li>• Support district governments in integrating climate change into their annual plans.</li> <li>• Support the private sector in mainstreaming climate change in their business operations, for instance with a program similar to the one supported by the World Bank on environmental issues.</li> <li>• Support radio and TV programmes and train media on how to cover climate related issues.</li> </ul>	<p>by the PSC and adapt to new circumstances</p> <ul style="list-style-type: none"> <li>• Ensure the project document is peer reviewed by external stakeholders</li> <li>• Plan activities based on the financial resources that are secured. Indicate additional potential activities with different levels of additional funding.</li> <li>• Assess the advantages and disadvantages of addressing the challenge(s) through international climate change funds, such as the GEF, the Adaptation Fund and the GCF. Consider the additional funding and the technical backstopping they can provide.</li> <li>• Ensure the project management unit has the human and technical capacity to comply with its role</li> <li>• Select a proper acronym</li> <li>• Involve various UN agencies, particularly if the project uses UNDAP as its acronym</li> <li>• Engage all relevant stakeholders in the PSC, including local governments if activities are implemented on the ground</li> <li>• Engage representatives of national government in Pemba if activities are implemented there</li> </ul>
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## 2. THE PROJECT

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Zanzibar is particularly affected by climate change. It affects its agriculture, tourism, infrastructure (including housing and public buildings), health, forestry, water and energy sectors. The negative effects of climate change on the islands are accentuated by a number of environmental challenges such as water scarcity, land degradation, deforestation and biodiversity loss. Environmental and Climate Change (E&CC) challenges arose as the most pressing barriers to Zanzibar's social and economic development.

Despite substantial efforts to develop policies and initiatives addressing E&CC issues, at the time of the development of the project we are analyzing, Zanzibar was not adequately prepared to face upcoming challenges. At institutional level, a National Climate Change Steering Committee had been launched but still needed to be operationalized and climate change focal points needed to be established and funded in different ministries and agencies. At policy level, the country required a Climate Change Strategy and mainstreaming climate change into the implementation of the Second National Strategy for Growth and Reduction of Poverty (MKUZA – II) and local development plans. At financial level, Zanzibar needed to secure financing and create financial mechanisms to properly address E&CC issues. Furthermore, Zanzibar needed to improve its participation in the international climate change arena. Moreover, it was critical to increase the awareness and understanding of the policy makers and the general public by increasing available information, creating a culture of lessons learning and awareness raising campaigns.

In such context, the United Nation Development Programme (UNDP), the One United Nations (UN) Fund and the United Kingdom's Department for International Development (DfID) jointly funded the *Strengthening Environment and Climate Change Governance for Zanzibar* project. This four year project (2012-2015; extended to October 2016) was implemented by the Zanzibar First Vice-President's Office (ZVPO1) Department of Planning Policy and Research, with a planned budget of 2,800,000 United States Dollars (USD), and aimed to strengthen the Government of Zanzibar's (GoZ) capacity for addressing climate change challenges. The goal of the project was to mainstream environment and climate change in key vulnerable economic sectors, leading to a reduction in poverty levels while maintaining environmental integrity.

The project had the six following specific objectives:

- Contribute to mainstreaming of environment and climate change adaptation in MKUZA-II implementation;

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- Strengthening of Institutional Framework for climate change governance;
- Development of Zanzibar Climate Change Strategy;
- Establishment of Zanzibar Climate Change Financing Mechanism;
- Scaling up the use of sustainable low carbon energy efficient technologies; and
- Increasing awareness among general public and Ministries, Departments and Agencies (MDAs) on climate change impacts and adaptation options.

In order to achieve these objectives, the project planned to deliver the following outputs:

- Environment and climate change adaptation mainstreamed in national development planning processes as part of MKUZA-II implementation;
- Zanzibar Climate Change Strategy developed;
- Strengthened Institutional Framework for Climate Change Governance in Zanzibar;
- Zanzibar Climate Change Financing Mechanism developed;
- Strengthened capacity for increased use of sustainable low carbon energy efficient technologies in Zanzibar; and
- Improved level of information availability and awareness on climate change impacts and adaptation strategies among general public and MDAs.

### **3. EVALUATION FRAMEWORK**

#### **3.1. Evaluation scope and objectives**

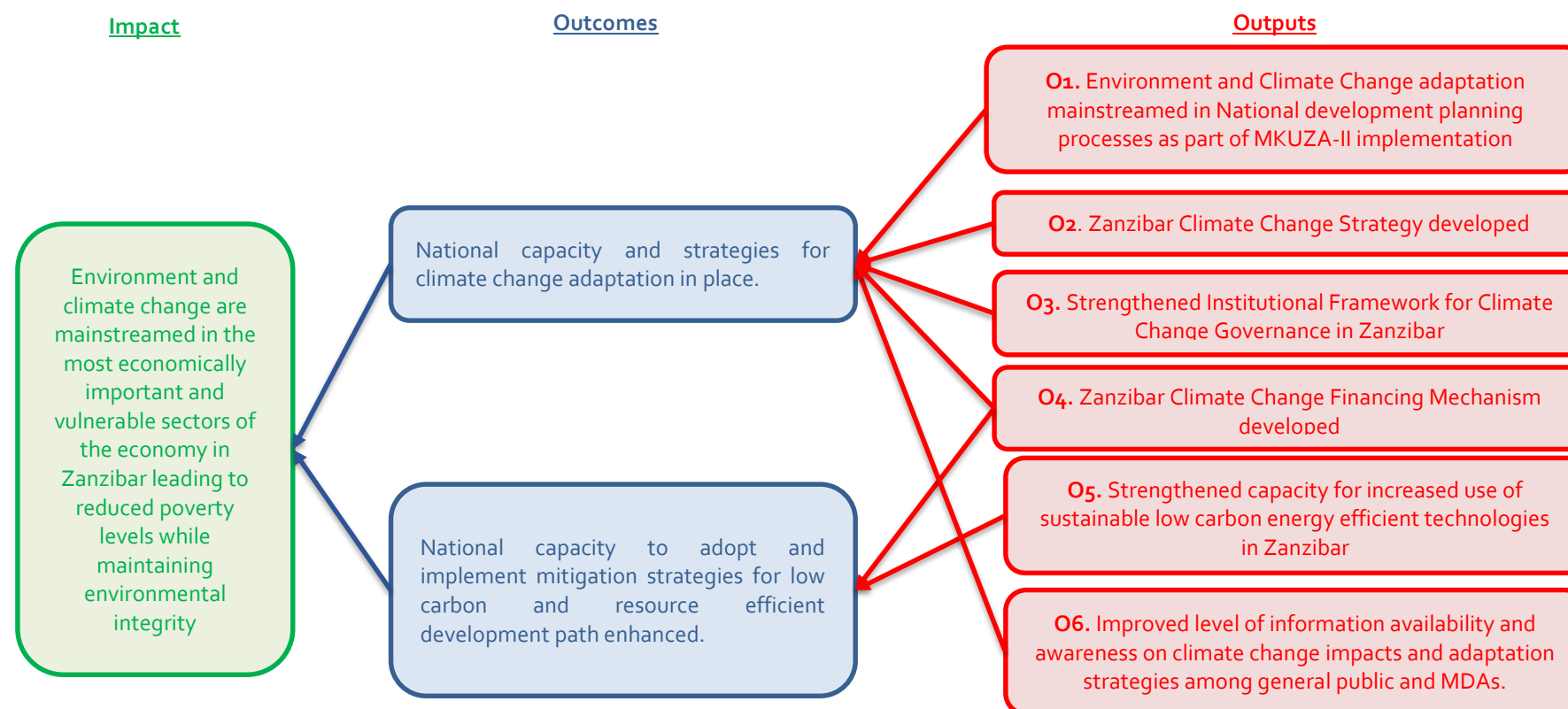
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As described in the Terms of Reference (ToR), the overall objective of the terminal evaluation is “to assess whether the project has succeeded in contributing towards substantive capacity building of the Government of Zanzibar in strengthening the foundation for addressing climate change challenges”. At the same time, the evaluation is meant to assess the project’s contribution towards environmental policies, human right and gender equity, and pinpoint key lessons learned to inform future projects. The terminal evaluation had to cover the period 2012-2016.

### 3.2. Intervention Logic and Theory of Change

A project logic and intervention and theory of change were developed during the inception phase. They are presented below.

Figure 1. Intervention logic – theory of change



### 3.3. Evaluation Questions

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The nine evaluation questions presented here below have structured the whole evaluation process and ensure that the expectations presented in the ToR are adequately met. The questions have been organized according to the five evaluation criteria recognized by the Development Cooperation Directorate (DCD) of the Organization for Economic Cooperation and Development (OECD), namely: Relevance, Effectiveness, Efficiency, Impacts, and Sustainability. A sixth criterion has been added to the original set of five in order to give a particular focus to the project partnership strategy.

These broad evaluation questions were broken down into specific sub-questions, judgement criteria and indicators in a detailed evaluation matrix. This matrix was the principal structuring tool of this evaluation and shaped the different steps of the evaluation from the data collection, including interview protocols, through the analysis and to the reporting.

The proposed evaluation questions are as follows:

#### **Relevance**

- Q1. To what extent was the project relevant to the UNDP, UNDP, and national and local development priorities with regards to climate change and environment issues?
- Q2. To what extent was the project design adequate to achieve intended results while taking into account the specificities of the local context, lessons learned from other projects, the insights of all relevant stakeholders as well as gender issues?

#### **Effectiveness**

- Q3. To which extent was the project results and resources framework effective to plan project intervention and monitor project progress?
- Q4. To which extent did the project organization structure allow for an effective, participatory and adaptive implementation of the project?

#### **Efficiency**

- Q5. To what extent were project resources used efficiently and to what extent were the project management and M&E systems efficient to implement project activities and achieve results?

#### **Impacts**

- Q6. To which extent did the project achieve the intended outcomes and outputs?
- Q7. To which extent are project outputs and outcomes contributing to global overarching issues?



## **Sustainability**

- Q8. To which extent did the project sustainability strategy and the collection and dissemination of lessons learned contribute to sustaining project outcomes and benefits in the long term?

## **Partnership strategy**

- Q9. To what extent did partnerships, stakeholder involvement, and public awareness contribute to the achievement of project results?

## **3.4. Methodology**

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### **3.4.1. Steps of the evaluation**

A structured process has been adopted for the implementation of this terminal project evaluation, in order to assess the relevance, effectiveness, efficiency, impact and sustainability of results achieved of the project, assessing the progress towards the achievement of the project objectives and outcomes, drawing lessons and proposing any recommendations intended to future projects in support of climate change policies for the Government of Zanzibar. In addition to the five criteria proposed by OECD DAC, the evaluation pays special attention to cross-cutting issues such as human rights and gender equity, and is particularly detailed on analyzing partnerships.

The evaluation has been conducted in fulfillment of UNDP regulations and rules guiding project evaluations, and in accordance with the principles outlined in the United Nations Evaluation Group (UNEG) Ethical Guidelines for Evaluation. The entire process detailed here below has been conducted hand in hand with a local consultant, selected by UNDP Tanzania, in consultation with the ZVPO1. The evaluation process has involved and reached out to a broad range of stakeholders, as listed in the ToR, and all beneficiaries (donors, organizations, government), which make it a consultative and participatory analysis.

#### **3.4.1.1.1. Inception Phase**

The goal of the inception phase was to clearly define the scope, the mission timeline, the field mission plan with specific site visits and stakeholders to be interviewed, and to develop the evaluation tools and methods to be used. The inception report detailed the inception phase of the mandate. It was shared with ZVPO1 and UNDP to collect their feedback before proceeding to the next stage.

#### *3.4.1.1.2. Data collection and analysis*

The data collection initiated with an in-depth documentary review, covering all relevant project and program information such as the project document, project reports, progress reports, financial information, national strategic information, etc.

In collaboration with the local consultant, an 11-days' field mission was conducted from August 8<sup>th</sup> to August 19<sup>th</sup> to gather field information and first-hand observations of project implementation. It included interviews with partners and key stakeholders; UNDP and ZVPO1 staff, Ministry of Water, Energy, Lands and Settlements (MoWELS), Ministry of Finance, Department of Environment (DoE), project donors, beneficiary groups and donors in the country. A detailed list of the people that was consulted is provided in Annex 2. Field visits to selected districts were conducted in order to collect relevant data.

The purpose of these visits was to acquire information from different sources in order to be able to answer the evaluation questions, draw the lessons learned and provide recommendations. Further literature review was also collected in the mission. A detailed list of the reviewed documentation is provided in Annex 1.

Once all relevant information was acquired, all available data was triangulated and carefully analyzed, in order to draw clear results and make well-informed conclusions. In this sense, the analysis is based on information that is credible, reliable and verifiable and the findings are sound, objective and specific.

#### *3.4.1.1.3. Reporting*

A draft evaluation report, including all the issues presented in the proposed table of contents, including lessons learned, was prepared and submitted to UNDP and ZVPO1 on October 4<sup>th</sup>. The table of content of the evaluation report is as follows:

Title

Table of contents

Acronyms and abbreviations

Executive Summary

Introduction background and context

Evaluation scope and objectives

Evaluation approach and methods

Data analysis

Conclusions

Lessons learned

Recommendations

Annexes

Minimal comments were received from UNDP on November 16<sup>th</sup>. These have been considered to prepare this final terminal evaluation report, which is submitted on November 16<sup>th</sup>.

## 4. DATA ANALYSIS

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### 4.1. Relevance

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#### 4.1.1. Relevance to UNDAP, UNDP and national and local development priorities

##### 4.1.1.1. Relevance to UNDAP and UNDP's strategic priorities

In 2010, the United Nations agencies, funds and programmes in Tanzania developed a United Nations Development Assistance Plan (UNDAP) for the period July 2011 – June 2015. This (UNDAP I<sup>2</sup>) was an integrated plan to support Tanzania in the achievement of the international development goals, the Millennium Declaration and related Millennium Development Goals (MDGs), national development priorities which were consistent with the MDGs, and the realization of international human rights in the country during that period. The UNDAP was a single, coherent plan for all UN funds, programmes and agencies, in which each was responsible for the delivery on a set of key actions that jointly contributed to common results. The UNDAP 2011-2015 was endorsed by the Government of Tanzania (GoT)/ United Nations Joint Steering Committee in December 2010.

UNDAP I was in line with MKUZA II. In this broad framework, UNDAP I tackled environment and climate change, which was included in the first cluster of MKUZA II. References to climate change are included in the analysis of development challenges (pp. 14-15, 11). The proposed programme of action includes specific efforts on climate change. In addition to some initiatives on environmental sustainability, UNDAP I explicitly planned to "support GoT to ensure that key sector MDAs and local governments and authorities (LGAs) integrate environment and climate change adaptation and

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<sup>2</sup> A UNDAP for the period 2016-2020 (or UNDAP II) is currently being negotiated between the UN agencies, funds and programmes in Tanzania and the Governments of Tanzania and Zanzibar.

mitigation in their strategies and plans" (p. 32). UNDAP I also mentioned that the UN would "facilitate the establishment of an investment fund for climate change, and assist in developing mitigation strategies through training and technical support to national institutions including private sector" (Ibidem). Furthermore, according to UNDAP I the UN would "support inclusion in local plans of good practices that promote community adaptation to climate variability, strengthen resilience to shocks and improve access to food, including small - scale water catchments, soil conservation and feeder roads" , as well as "promote renewable energy sources, improved energy standards, efficient technologies, and clean practices" (Ibid). UNDAP I committed to provide 110 million USD for environment and climate change in Tanzania (61% of all resources in Cluster 1 and 13% of UNDAP I total programme budget).

The project that is being evaluated is clearly in harmony with UNDAP 2011-2015. The analyses of the development challenges in this document and the project document are consistent. The main approach of the project is also in tune with UNDAP I. Indeed, interviews indicate that the development of the project was a result of the agreements reached between the UN system and the government in the design of the UNDAP I. Although the project document focuses on explaining more the nature of UNDAP (pp. 10-11) than in showing how they are linked, it clearly indicates the UNDAP outcomes and outputs to which the project contributes when presenting its goal (p. 14). In particular the project contributes to the outcomes "Key MDAs and LGAs integrate climate change adaptation and mitigation in their strategies and plans" and "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". In addition, the project contributes to the outputs "National capacity and strategies for climate change adaptation in place" and "National capacity to adopt and implement mitigation strategies for low carbon and resource efficient development path enhanced" and "National and local levels have enhanced capacity to coordinate, enforce and monitor environment and natural resources"<sup>3</sup>.

The project document does not explain how the project is linked to UNDP's strategic priorities, which are not presented. The results framework indicates however that the project contributes to the following key results of UNDP (Tanzania) Strategic Plan: i) Undertake Awareness campaigns on the contents of the Environment Management Act (EMA2004) and ii) Facilitate formulation of environmental plans and strategies at the LGAs based on the roles and mandates given to the

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<sup>3</sup> The third output is mentioned in the results framework (p. 30), but ignored in the section on goals (p. 14) of the project document.

different actors by EMA" (p. 30).

In any case, although the project document forgets to explain it with detail, interviews suggest that the project is arguably in line with UNDP strategic priorities. In 2010/2011 climate change was still a relatively new topic in many countries, and certainly in Tanzania, even at UN level. According to interviews, UNDP wanted to support the government and communities, and to position itself. With those goals, UNDP hired a national consultant to help them build a portfolio on climate change. The consultancy prioritized one project, which was then split in the project that is being evaluated and one with similar characteristics for Tanzania mainland.

#### 4.1.1.2. Relevance to country national and local priorities

The project was significantly aligned with national development plans and policies. It was congruous with Vision 2020, which was mentioned in the project document (p. 8) and aims to eradicate absolute poverty, "increasing the ability of the people to get the necessities, namely food, better shelter/housing, adequate and decent clothing, improving democracy and social security" (p. 3), and which highlights that human development needs to be sustainable (p. 5).

The project was also consistent with MKUZA II, which, in line with the project goal, seeks to improve the welfare of people without degrading the state of the environment. In this sense, MKUZA II mainstreams environmental issues, recognizing the need of integrating environmentally sustainable policies and strategies into the growth of key sectors. As highlighted in the project document (p. 8-9), the project contributes to a number of goals along the three clusters, namely creation of enabling environment for growth (Cluster 1, Goal 1); promoting sustainable and equitable pro-poor and broad based growth (Cluster 1, Goal 2); improved access to water, environmental sanitation and hygiene and thereby, reduced vulnerability from environmental risk (Cluster 2, Goal 3); strengthening the rule of law, respect for human rights and access to justice (Cluster 3, Goal 2); and improving democratic institutions and national unity (Cluster 3, Goal 3)<sup>4</sup>.

In addition, the project was in tune with the environment and climate change policies available at that time, all of which are mentioned. On the environmental side, the project was harmonious with

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<sup>4</sup> Cluster 1 corresponds to growth and reduction of income poverty; cluster 2, to social services and well-being; and cluster 3, to good governance and national unity.

the spirit of the existing Environmental Management Act and the Environmental Policy, although none of them included specific references to climate change. On the climate change front, the project was in line with the First National Communication to the United Nations Framework Convention on Climate Change (UNFCCC), submitted in 2003, and the National Adaptation Plan of Action (NAPA), finalized in 2007.

It is important to note that environmental regulation and policy framework was a bit outdated and that the climate change regulation and policy framework was poor when the project was being designed. Indeed, the project contributed substantially to the updating of the former and the development of the latter. On the environmental side, the project supported the updating of the Environmental Policy, the new one being approved in 2013, and the Environmental Management Act, the new one being approved in 2015. On the climate change front, the project supported the development of the National Climate Change Strategy 2014-2020, in March 2014, and its Implementation Plan 2016-2021, in April 2016, as well as the development of tools and frameworks to be used in policy making, such as i) a methodology for screening climate change in 2013; ii) guidelines for mainstreaming climate change into sectoral policies, plans and programmes, in 2013; iii) a framework on local adaptation plans of actions (LAPAS) in 2015; and iv) a monitoring, evaluation and learning (MEL) framework in 2016. The Zanzibar Climate Change Training Manual was also delivered in 2014.

Alignment between the project and national policies can also be identified in environment-related sectors, such as forest and energy. Interviews indicate that the project was in line with the Forestry Policy (1995) and legislation (1996), capturing the essence of them. Likewise, the project was congruous with the spirit of the Energy Policy of 2009. In this case, the project supported the development of the implementation plan of the policy, which was finalized in July 2013.

Unlike in many countries, local governments do not prepare development plans in Zanzibar, but only annual plans. Interviews indicate that the project was not aligned with these plans, in part due to the weak involvement of local governments, as it is discussed below.

#### 4.1.1.3. Involvement of GoZ, local authorities and civil society in the planning process

The process of designing the project in 2011/2012 is not clearly documented. Interviews suggest that the conceptualization of the project was participatory, as it was part of the development of UNDAP I. According to interviews, the design process involved significant consultation with government institutions (DoE, Forestry, Energy, Agriculture, Land, Water, Tourism, Local Government), academia (the Institute of Marine Science of the University of Dar es Salaam (IMS) and the State University of Zanzibar (ZUZA)) and Non-Governmental Organizations (NGOs) (Community Development and Environmental Conservation in Zanzibar (CODECOZ), Zanzibar Zoological Society (ZAZOSO) and Zanzibar Climate Change Alliance (ZACCA)). Several workshops (about 3) were organized. Communities were not directly consulted, although this is to a great extent reasonable given the capacity focus of the project. Interviews reveal that DoE and the Departments of Energy and Forest played a key role. The latter were allocated a certain amount of money and requested to prepare detailed activities. The DoE submitted a draft to UNDP Zanzibar and then to UNDP country office in Dar es Salaam, which sent it back to them with comments. At a certain point a national consultant was hired to support the development of the project. It is not clear on which basis the funds were allocated among different institutions and who developed the results framework. The directors of several government institutions approved the project document in a meeting held to that end.

Although the spirit of the project focused on institutional capacity building and awareness raising, the very long list of activities included activities on the ground. In particular, activity 2.5 referred to "Support implementation of pilot mitigation and adaptation projects as part of demonstrating implementation of the Zanzibar Climate Change (response) Strategy". The results framework didn't provide more details: there was no baseline and the target was simply "Adaptation initiatives at local levels as part of implementation of Zanzibar Climate Change (Response) Strategy". As not all the planned activities were finally implemented due to lack of funds, this activity might not have been implemented (we will come back to this). In any case, it was decided that activities on the ground were more important than other planned and non-planned activities, and a planning process took place in 2014. This was led by the DoE and some of the implementing partners, in particular the Department of Forestry and the Department of Energy. A partnership with the International Institute for Environment and Development (IIED), which was conducting LAPAs, was signed. Activities on mangroves, agriculture and energy in rural areas of three districts were prioritized. The process did not significantly involve the Ministry of Local Governments and relevant stakeholders, such as the Ministry of Health. Interviews indicate that the process overlooked also the crucial role of local governments. These participated in the development of the LAPAs, to which they provided inputs. However, interviews reveal that district council directors aren't aware of the activities that are being

implemented in their districts. Most of the government representatives in Pemba were also jumped. According to the interviews, government officials from Unguja went directly to the sites, implement activities and went back, without coordinating with officials in Pemba, except for DoE. For instance, the Zanzibar Environmental Management Authority (ZEMA) office in Pemba knew about the activities of the project not because they were told or participated, but because they saw them when visiting sites. Partnerships are further discussed in section 4.6.

Although the conceptualization of the project took place during the formulation of the UNDAF, the detailed design was conducted by UNDP alone, without the involvement of other UN agencies. Confirmation of the participation of UNDP regional or global offices has not been confirmed, so it seems that it is actually a UNDP Tanzania project, the "UNDAF project" name being misleading. Unlike many, if not most climate change projects, the design and implementation of the project did not receive any peer review from external stakeholders. It is unclear why UNDP Tanzania chose this path instead of applying for international funds, for instance through the Global Environmental Facility. External peer review would have significantly contributed to a better design and management. For example, the result framework would have not been approved as it was, requesting, as it will be shown in the following section, many and crucial changes before approval.

#### **4.1.2. Appropriateness of project design to achieve intended results**

##### **4.1.2.1. Appropriateness of project objectives, outputs, activities, indicators, baselines and targets**

The project document soundly demonstrates the need of strengthening the institutional and policy framework on climate change in Zanzibar. To a significant extent the project designed strategies to address this need. As explained in section 4.4 on impacts, it developed policies and strategies and tools for guiding policy-making, designed and supported institutional structures and built technical capacity.

However, the design had very significant caveats.

1. There wasn't a consistent approach in the scope of the project. Although the project was arguably about capacity building, it included activities on the ground before covering the full spectrum of key



national institutional capacities. For instance, the project document ignored the importance of strengthening the meteorological and maritime monitoring capacity, both in terms of technical capacity to interpret data and physical equipment to collect it (i.e. stations); improving disaster risk management, including early warning systems; and strengthening land-use and spatial planning and major/critical infrastructure siting. The project document didn't include significantly either the Zanzibar Planning Commission or Ministry of Education, for example to review the school and/or university curriculum. The activities on the ground were certainly marginal in the structure of the project, but were included when important components of institutional capacity building were excluded.

Along the project implementation, the lack of consistency became worst. As we will discuss later, available funds were constantly, but irregularly smaller than planned (they were smaller, but it was not possible to predict how big the gap would be each time), so activities had to be prioritized every time. The project decided to cut on capacity building in order to fund activities on the ground. An interviewee argued that the original objective of capacity building had been met mid way, and it was decided to implement activities on the ground because they had more resources and time. However, activities on tourism, that was referred to in activities 1.3 and 1.6, were never developed, except for the application of the project screening methodology to one project in the first deliverable<sup>5</sup>.

Furthermore, the scope of the activities on the ground was even more limited. They comprised mangrove plantation, beekeeping, water tanks and irrigation schemes for agriculture (some of which are powered by solar energy), fisheries (to a very small extent), solar panels for lighting, cookstoves for big institutions and replacement of incandescent bulbs. Except for the replacement of incandescent bulbs and cookstoves, all the activities were conducted in rural areas, overlooking the impacts of climate change in urban areas.

These exclusions were made in spite of the most serious technical information available at that time. At the same time that the project was designed (2010/2011) the study *The Economics of Climate Change in Zanzibar* was being conducted. Funded by DFID, the study examined climate change trends and projections, its current and potential impacts, the potential adaptation options to address these impacts and opportunities for low carbon development, estimating the costs of current climate variability and future climate change and the costs and benefits of adaptation. In

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<sup>5</sup> *Mainstreaming climate adaptation in the Zanzibar MKUZA II Implementation Plan. Identifying Gaps and Prioritized Adaptation Opportunities on Environment and Climate Change Mainstreaming in MKUZA II*, delivered in November 2013.

doing so, it conducted a high level risk screening of MKUZA II. Arguably this was the technically most robust assessment of the impacts climate change in Zanzibar at that time of developing the project.

Interviews claim that project design took into account the findings and recommendations of the study. A closer look indicates that this is only partially true. The project followed recommendations regarding the development of a climate change strategy (p. 34), the development of a screening tool (p. 13) and the design of a climate change financial mechanism (p. 35). The selected sectors (energy, forestry, agriculture and to a certain extent fisheries) were all priority sectors. However, the study recommended to work on the areas that the project excluded. It explicitly recommended engaging closely the Zanzibar Planning Commission (pp. 13, 35); strengthening the meteorological and maritime monitoring capacity, both in terms of technical capacity to interpret data and physical equipment to collect it (i.e. stations) (pp. 7, 26); improving disaster risk management, including early warning systems (pp. 7, 26); strengthening land-use and spatial planning and major/critical infrastructure siting (pp. 7, 12, 14, 25, 26); increasing the resilience of the tourism sector (pp. 11, 19-20); and considering urban areas (p. 11).

2. The design of activities was not strategic. The project included an extremely long list of activities (51), without considering their hierarchy and links, which resulted in considerable duplication and confusion on what made part of the original idea. Some interviewees considered the National Climate Change Action Plan and the activities on the ground as new and additional, but there were already references to this in the original design. The discussion seems to have been by pieces, each stakeholder focusing on getting a big one more than on the overall consistency of the project or even the outputs. Table 6 in Annex 3 presents the activities, providing some comments on their hierarchy and links.

The same problem can be identified in the selection of sites. Although the development of the LAPAs ensured certain robustness, there is no evidence of the selection being strategic in terms of the project. The project management unit (PMU) didn't have a clear characterization of the interventions, showing the location of the sites in a map, the number of current and future beneficiaries, the activities (and their relations to outputs) and budget for each site as late as September 2016. Cost-effectiveness analyses seem to be absent. The process followed by the Department of Energy to select sites was relatively sound. For the replacement of incandescent bulbs, they conducted a survey to determine the villages with greater use and selected those that they could monitor more easily among those with greater use. For solar-powered pumping, the

Department of Energy selected farmers that were active, had big land areas and lack of water. Regarding solar lighting, the Department of Energy claims that they ranked all the areas in Unguja in terms of the possibility of getting power from Zanzibar Electricity Corporation (ZECO) and the reliability of electricity in places that had access to it. In terms of facilities they prioritized clinics, schools and community centres, in this order (schools were covered only when all clinics had been covered). However, the ranking document shows that the ranking is not robust and the criteria did not consider population size (present and future). The lack of coordination with relevant stakeholders also hinders the strategic relevance of the interventions. It is also uncertain whether the selection of the activities in each site applied the screening methodology that constituted the first product of the project<sup>6</sup>.

3. There were very serious deficits in defining outcomes, outputs and activities, and the corresponding indicators, baselines and targets. Typically, each activity has at least one indicator, one baseline and one target, all of them linked. However, in the project document there is no correlation in the number of activities, indicators, baselines and targets. As shown in table 1, the project document presents 51 activities, 31 indicators, 29 baselines and 29 targets.

Table 1. Number of activities, indicators, baselines and targets per output

Output	No. of Activities	No. of Indicators	No. of Baselines	No. of Targets
Output 1	6	4	4	5
Output 2	5	8	5	7
Output 3	6	4	5	3
Output 4	13	4	4	6
Output 5	12	7	7	4
Output 6	6	4	4	4

<sup>6</sup> The first step of the project was the study called *Mainstreaming climate adaptation in the Zanzibar MKUZA II Implementation Plan. Identifying Gaps and Prioritized Adaptation Opportunities on Environment and Climate Change Mainstreaming in MKUZA II*. It develop a methodology for project level screening, in addition to conducting case studies with the aim of illustrating its practical application. This exercise was meant to "provide objective basis for planning, fund allocation and performance monitoring" (p. 12 of the project document). The report was delivered in November 2013.

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Output 7	3	0	0	0
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Moreover, indicators, baselines and targets are rarely provided for each activity in an integrated way. Furthermore, they are not presented in an organized manner, but instead the order is absolutely random. For instance, for many activities, the indicator is put together with the baseline for another activity and the target for yet another activity. Following the full framework requires significant re-organization work. In addition, beyond their lack of completeness and correspondence, indicators are very far from being specific, measurable, attainable, relevant and time-bound (SMART). Time references are only to the end of the project, with no reference to mid-term, earlier or after, which is always useful for monitoring purposes. In some cases, the target is formulated as an indicator (e.g number of video clips...) or is completely vague (e.g. capacity building developed or pilot strategies implemented). Table 7 in Annex 3 presents the activities, indicators, baselines and targets, after a very considerable re-structuring to find correspondence, and some comments to them. These caveats show a lack of awareness of the importance of proper planning, monitoring and evaluation and/or a fundamental lack of knowledge on what outcomes, outputs, activities, indicators, baselines and targets are, despite this being a relatively simple project in that regard, as it focuses on capacity building, and not on activities on the ground, which require a sound baseline and are trickier in terms of developing a results framework.

Meeting minutes show that the need to work on the results framework was discussed several times by the Technical and Steering Committees, but it was postponed in favour of more tangible interventions. This was to be finally addressed in 2015. In January 2016 IMS delivered a report called *Monitoring, Evaluation and Learning (MEL) Framework*. The report sought specifically to i) "provide guidance on tracking progress on implementation of the E&CCG project activities...; ii) identify emerging gaps and challenges during the course of implementation of the E&CCG related activities; iii) enable the PMU at the FVPO to manage progress of the project against output targets as outlined in the project logframe and adaptively plan, prioritize, allocate and manage project resources for climate change adaptation interventions; and iv) enable partners and stakeholders to efficiently implement their regular monitoring system..." (pp. 3-4).

In reality, the report provided a non-documented and somehow subjective summary of the impacts of climate change in Zanzibar, a synthesis of the supporting policy and institutional framework on climate change and MEL, and a MEL framework, methodology or approach. Surprisingly, the exercise

was however merely conceptual, providing only abstract, general guidance. In spite of its objectives, particularly ii), the report did not assess the MEL framework of the project or analyse its implementation to identifying emerging gaps and challenges. The document does not seem to have been effective for the project. PMU wasn't able to provide a simple table showing progress of the project against output targets as late as in September 2016. Even at that time the link between outcomes, outputs, activities, indicators, baseline and targets and progress on achieving the latter was not clear even for the PMU.

We will come back to this point in section 4.3.2, dealing with monitoring and evaluation. At this point it is relevant to note that the MEL report can contribute to better MEL procedures in future projects. There is indeed a clear need of a better understanding and use of these in the Zanzibar<sup>7</sup>. However, the likelihood of this is limited if it remains at conceptual level. Not only the project would have benefited from a specific analysis, contributing to a better management and greater achievement of its targets (greater impact), but this would have also contributed to build practical capacity within the PMU and the implementation partners. If MEL is as important as the report claims (p. 3), and it is certainly so, the report should not have remained at the conceptual level, although indicating that it provides "practical guidance". And it should have been conducted much earlier.

This point highlights the importance of the lack of external peer review. The project would not have being initially approved as it was. And if it were approved the first activity would have been the development of a sound MEL framework.

#### 4.1.2.2. Appropriateness of funds and timeframe to implement activities and achieve targets

The project document includes, in the annex, two tables regarding outputs, activities, years and funding. Called multi-year results and resource framework, Table 1 (pp. 30-35) presents the outputs, indicators, baselines, targets, means of verification, assumptions and budget at output level. Table 2

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<sup>7</sup> The report claims that the problem is the lack of a unified framework for tracking progress among the different implementing entities (p. 2). It seems, however, that the problem is that there isn't a MEL framework, that this is not understood or that this is not applied, the MEL framework that is presented being itself a standard one.

(pp. 36-42) shows the outputs, activities, years on which expending is planned and budget at activity level.

Poor planning of activities limits the usefulness of these tables. As noted above, and shown in Table 6 in Annex 3, activities were not carefully prioritized, resulting in significant duplication. For instance, activities 2.2 and 5.4 both refer to studies on the economic costs of the impacts of climate change.

Moreover, financial planning is affected by the lack of consistency between activities and targets. For instance, output 1 in Table 1 includes the following target: "At least 4 climate change resilient initiatives that address risk vulnerability and climate change impacts demonstrated at local level through this support" (pp. 30-31). However, output 1 in Table 2 does not include any activity related to this and funds are not consequently allocated for it. It can be argued that the target included in output 1 in Table 1 is linked to the activity 2.5 included in output 2 in Table 2: "Support implementation of pilot mitigation and adaptation projects as part of demonstrating implementation of the Zanzibar Climate Change response Strategy" (p. 37), for which 130,000 USD are planned. Clearly, this lack of alignment makes it very difficult to follow outputs, activities, indicators, baselines, targets and corresponding budgets.

Furthermore, in many cases lack of specificity does not allow to assess whether funds are enough. Almost all activities refer to providing support or facilitating processes, without being very clear what this means. The lack of correspondence of indicators, baseline and targets does not help to clarify it. For instance, activity 1.3 consists in supporting "the process for mainstreaming of E&CC in Tourism, Agriculture and Water sector plans". In Table 2 (p. 36), 40,000 USD was planned for this. There was no direct correlation with the indicators, baseline and targets in the corresponding line. After some re-organization work, the closest it is possible to get is still far from perfect. The indicator refers to the integration of E&CC issues in key sector plans, the baseline to implementation of these considerations in sector plans and the target to "ZVPO1 providing guidance to MDAs on integration and implementation of E&CC considerations in sector plan". However, integrating these considerations goes a step further from providing guidelines, as developing guidelines on integration does not necessarily imply that these will be used and E&CC considerations will be actually integrated. Integration might involve not only the development of guidelines, but also specific work on reviewing specific sector plans and coming up with new versions. Similarly, the thematic scope is unclear. The activity refers to Tourism, Agriculture and Water, but the indicator, the baseline and the target do not specify whether the focus is general (in terms of guidelines) or specific (in terms of

working on integrating these considerations into specific sector plans, and how many). In this context, while 40,000 USD might be enough to develop cross-sectoral guidelines, it might not be enough to do that and integrate E&CC considerations in 3 sector plans, even less feasible in more sector plans.

Notwithstanding this, while in some cases budgets seem appropriate, in other cases it seems that the planned budget is too small to ensure a good product. For instance, the funds allocated (30,000 USD) for activity 2.2 seem not enough, as this involves two different studies. The same can be said about activity 4.4, with 16,000 USD for the "Development and implementation of a strategy for ensuring that Zanzibar gets a "fair share" of international climate financing, including participation in UNFCCC Conferences of the Parties (COP) meetings". There are also other examples.

In addition to problems related to how the results framework was built (that is, achieving the targets with planned resources), the approach followed by the project casts doubts on how feasible it was to actually secure the resources that were planned. As noted above, this is was in reality a UNDP project, in which this agency tried to engage other UN agencies and other stakeholders, but in which funds were not totally secured, in contrast to projects in which the vast majority of funds come from an international fund, such as the Global Environmental Facility (GEF), the Adaptation Fund or, more recently, the Green Climate Fund (GCF). Indeed, the project was able to mobilize significantly less than expected: 1.4 million out of the planned 2.8 millions were actually mobilized. Moreover, the amount of funds available was unpredictable. Interviews reveal that one of the biggest challenges consisted in matching the activities and available budget, which required a lot of work and involved some tension.

Table 2 indicates the year(s) in which activities were planned to take place. The matrix should have indicated the quarters, instead of just the year. In any case, poor planning of activities, lack of consistency between these and targets, and lack of specificity also affect timing. In short, the project document is far from being a good planning tool in terms of budget and timing.

#### 4.1.2.3. Incorporation of lessons learned from other relevant projects into project design

The project document does not demonstrate the use of lessons learned or recommendations from previous projects as an input to the planning process. The project seeks to do this during implementation. This is further discussed in section 4.5.

#### 4.1.2.4. Integration of gender issues in project design

The project document included a section on gender (p. 20). The approach that was presented was considerably strong in terms of contributing to gender equality. The text mentioned that the project would "build on women's knowledge, values, and systems", "enhance women's full and effective participation, representation and information sharing at all levels" and "mainstream gender in assessment, monitoring, and reporting", including capturing gender disaggregated data. In spite of this claim, the indicators in the project document were not disaggregated by gender.

Interviews indicate that the project hoped that UN-Women would assess the project in the beginning, voluntarily, to make this approach a reality. However, they were busy and never did it. Project Steering Committee (PSC) meeting minutes show that concern on this was continued during project implementation. Concerns are first evidenced in the minutes of the second meeting, in April 2013 (p. 9). The project management team did not take this into account in the agenda of the third meeting, in December 2013, and UNDP raised the issue again (p. 4). The minute indicates that "It was suggested to conduct gender health check for the project to identify gaps and suggest the ways for resolving the problem" of weak gender considerations. However, in the next PSC meeting, in September 2014, UNDP had to raise the same issue again, as the project team again ignored it. As a result, a new decision was made to "find way to promote women participation in project interventions; implementing partners (IPs) should report the increase in women participation in their activities at sector's level" (p. 6 of the corresponding minute, same reference in page 9). Nevertheless, an arguably similar exercise was only conducted in 2015. IMS delivered the report in December that year. Called *Gender Analysis for Climate Change Adaptation and Low Carbon Development in Zanzibar*, the report aimed to assess the project from a gender perspective and provide insights for mainstreaming gender in climate change strategies beyond it.

Regarding the project, the report is nevertheless beset by important caveats. As noted, it was delivered quite late in the project implementation process, three and a half years after inception and less than one year before its finalization, including the extension, limiting its value in terms of improving the project.



Moreover, the report was significantly incomplete. It did not review the project document, in term of the design process and the content, in issues such as the strategy, the selected activities or the indicators. The analysis of the implementation of activities was also weak. On the policy front, the report examined the National Climate Change Strategy (pp. 5-6) and the Environmental Policy (p. 8), but ignored all the other policies and policy guidelines developed under the project, such as the Implementation Strategy of the National Climate Change Strategy, the Environmental Management Act, the training manual (the content) or the report on mainstreaming. In terms of activities, the report focused on the installation of solar power, the provisioning of efficient stoves, mangrove planting, and awareness rising to local communities on climate change issues, leaving behind the construction of water tanks and irrigation systems. Furthermore, the report didn't provide specific recommendations on how to strengthen the contribution of this project to gender equality in the time that was still ahead.

In addition, most of the analyses were general and vague. At the policy level the analysis was more a description than a detailed examination of the extent to which and the ways in which the policies take into account gender considerations. The examination of the contribution to gender equality of the activities on mangroves and stoves didn't provide either detailed insights.

Regarding mainstreaming of gender into climate change strategies and policies beyond the project, the contribution of the report is mixed. The analysis of gender dynamics is interesting and a great contribution, as it examines the socio-demographic characteristics and the gender roles, including the access and control over resources, in two shehias (Charawe in Unguja and Mkungu in Pemba) (pp. 9-18, 21-22, 22-24). In contrast, the review of the policy framework (pp. 5-8) is brief and too general<sup>8</sup>. Moreover, the report completely ignored urban areas, without justifying this bias. The recommendations are again too general, and in some cases do not seem to be strategic. For instance, the study recommends "Carrying out a study to identify legal gaps in all policies, laws and regulations related to climate change issues from local to the national level" (p. 28) when the study itself should have done that. Likewise, it recommends "Carrying out a study to identify feasible alternative livelihood activities to diversify the income sources especially in rural communities" (p. 28) when the DFID 2012 study already does this. In order to be useful for the next phase of the UNDP more comprehensive and detailed analyses and recommendations are required.

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<sup>8</sup> In addition to the National Climate Change Strategy and the Environmental Policy, the report analyses the MKUZA II, the gender policy and the forest policy

In this general context, the inclusion of gender considerations in the implementation of the project was mixed. The project management team was composed exclusively of men. The minutes of the PSC and the Project Technical Committee (PTC) meetings do not inform about the gender distribution of the committees. At the implementation partner level only 1 of the 5 focal persons was woman<sup>9</sup>. The gender report found that gender considerations were not significantly taken into account at this level, given that they had not received gender training and "mostly rely on sector policy directives to consider gender issues in planning, coordinating and implementing the project activities" (p. 21).

Interviews highlight that the project invited institutions recommending them to be gender-sensitive in the assignments, but it was up to the institutions to decide which official to send, and in Zanzibar most of the ministries, principal secretaries and directors are men.

Although it was mentioned in the gender report the NGO in charge of awareness raising didn't have gender personnel and its members hadn't received gender trainings (p. 19), the development of the training manual and the community radio programme was done by gender-balanced teams (6 men and 4 women in the former; 4 men and 3 women in the latter).

Regarding the activities in the field, as indicated in Table 2, 60% of the members of the five groups involved in project implementation that were interviewed are women. Women are also the majority in the boards, although the chairman is typically a man. Despite this fact, interviews indicate that the project focused on vulnerable populations, regardless of gender.

Table 2. Gender distribution of the members of the five beneficiary groups interviewed during field visits

Village	Kibubunze	Ndagoni	Charawe		Imara
			Group 1	Group 2	
<b>Female Members</b>	6	13	13	8	14

<sup>9</sup> Only the focal person in the Ministry of Finance was a woman, the focal points in the Departments of Environment, Energy and Forest and CODECOZ being men.

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<b>Male Members</b>	4	7	7	7	7
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The indicators presented in the project document were never reviewed, so the disaggregation by gender was never used in progress reports.

## 4.2. Effectiveness and inclusiveness of the project organizational structure

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### 4.2.1. Effectiveness of the project management

The project document (p. 25) explained how the project would be coordinated. According to this, the project coordination team would ensure "effective delivery of the planned activities and entire project objectives", being responsible for the "implementation of day to day activities in close collaboration with project managers in the other lead implementing partners".

According to this source, the project management unit would be composed of a project coordinator (PC), an account and a driver. A monitoring and evaluation specialist would provide support from time to time. The coordinator would be responsible for providing "oversight and coordination during implementation of the project, including supervision of activities contracted to consultants by Government", ensuring "that the project produces expected results as specified in the project document to the required standard of quality" (p. 25). The PC would also be in charge of compiling and preparing quarterly technical progress reports and presenting these to the PSC.

There was some deviation in the composition of the team during implementation. The account was only half time. The monitoring and evaluation specialist supported the project only for year and a half, but was very busy and, according to interviews, did not have significant expertise. In contrast, a project assistant supported the project, although with significant rotation (3 different people in 4 years) and limited technical knowledge.

The project management unit conducted the planned tasks with difficulties. Management was certainly challenging, given the considerable flaws of the results framework in the original design, the complexity of the institutional structure (see below) and the insufficient volume and unpredictable definition of funds. Coordination required a lot of time and a person that had trust, as was the case given that the project coordinator had worked in several institutions. The project would not have achieved what it did without the commitment of the project coordinator. However, technically, monitoring was poor and management was not based on robust data. As noted above, the results framework was never refined and essential information was not available as late as in September 2016. Without this information, it was difficult, if not impossible, to plan, monitor and adapt the project appropriately.

#### **4.2.2. Effectiveness of UNDP**

According to the project document (p. 26), UNDP Country office would be responsible for “ensuring that there is efficient and effective use of project resources as well as providing oversight of project implementation”. As the main source of the funds, it would also be in charge of disbursement and procurement processes regarding technical assistance. UNDP would also share project information with the broader UNDP Programme Working Group. In addition, UNDP would participate in the Steering Committee.

As noted above, funds were significantly smaller than planned and unpredictable. Occasionally, there were also delays in disbursing funds that had been already committed, disrupting activities. Regarding technical support on project management, interviewees claim that UNDP provided useful insights in the Steering Committee, while some interviewees indicate that the support was more financial than technical. Indeed, UNDP should have put pressure on improving the results framework as a tool to better planning, monitoring and adaptation. On another note, the project was coordinated from UNDP Dar es Salaam, with little involvement of UNDP office in Zanzibar. It might have been good to engage more the latter.

#### **4.2.3. Effectiveness of the Steering Committee and the Technical Committee**

In addition to the project management unit, the project included three different management levels: a group of technical people representing the main implementers, the Technical Committee and the Steering Committee.

The project document (p. 25) indicated that "each participating MDAs will nominate focal officers for the project that will be responsible for day to day implementation within that MDA and collaborate closely with (the) PC". Since the Department of Environment, the Department of Energy (DoEnergy) and the Ministry of Forestry "have more responsibilities for delivering specific components of the project, they will... recruit Project Managers who will be responsible for day to day implementation of the project". The budget in the project document allocated 252,000 USD for these three managers.

According to the project document (p. 27), the role of the Technical Committee was to provide technical guidance to the project, advising the PSC on technical issues and following up its decisions to allow for informed strategic decision and approval. Its main task consisted in preparing the documents for the PSC meetings, including annual work plans (AWPs), quarterly reports (both with budgets) and minutes, as an exercise of monitoring implementation and reviewing the strategy. In addition, their responsibilities involved the preparation of ToRs for project assignments, the assessment of proposals and curriculum vitae, conducting interviews and provide recommendations<sup>10</sup>. According to this source, the Technical Committee had to meet monthly.

According to the project document, the Steering Committee would be "constituted by senior Government officials at the levels of Principal Secretaries or Directors from respective Implementing Partners", that is, DoE, DoEnergy and Ministry of Finance (MoF) (p. 24). Representatives from other MDAs, such as "Tourism, Agriculture and Planning" and UNDP, would also be members of the PSC. Members from NGOs and Academia/Research Institutions might also be invited to join. The PSC would be co-chaired by the Principal Secretary of VPO1 and UNDP. Its role would be to provide strategic guidance to the project management team. In this logic, the PSC would be responsible for reviewing, amending and approving AWPs and the annual project implementation progress and financial reports, authorizing any major deviation from the agreed plan as stipulated in the project document (pp. 26-27). Similarly, the PSC would be in charge of ensuring that required resources were committed and assist in further resource mobilization. In this context, the PSC had to advocate

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<sup>10</sup> As in other parts of the project document, the ideas are here poorly structured. The duties are mixed with the aim, the tasks and the procedures.

policy change from the project to higher levels, ensure integration of project activities into MDAs strategies and plans, coordination with other ongoing activities, and full participation of stakeholders in project activities. The PSC had also to arbitrate on any conflicts within the project or negotiate a solution to any problems between the project and external bodies. According to the project document (p. 27), the Steering Committee had to meet at least twice a year, that is, 8 times in the four years of project implementation.

In short, according to the project document (p. 27) the process was the following: the project coordination team would develop quarterly progress reports, would discuss them with the Technical Committee, amend them if necessary and present them to the PSC. As the Secretariat, the PC would take notes and develop and distribute minutes to ensure that the guidance provided by the PSC is taken into account.

Available information reveals that this structure was followed to a significant extent during implementation, the three levels of management performing their role. Indeed, available information shows that the implementation partners coordinated their respective activities and reported to the project team, which built progress reports that were discussed by the technical and the steering committees.

Minutes of PSC meetings show that the discussion was transparent. In each meeting the discussion comprised the minutes from the previous one, the agenda of the meeting, the progress of the project and the following annual work plan. The process improved in the third and fourth meetings, when the progress was presented by the implementation partners themselves and actions to be taken and the responses to these were explicitly discussed. The minutes of PSC meetings show that the debate was open and that many stakeholders could express their views. The minutes seem to be a good summary of what happened.

Minutes also prove that some of the points made were considered as actions to be taken and that these were actually followed. The changes made following PSC decisions include changing the destination of the study tour from Ethiopia to the Philippines (minute 1, p. 5), developing radio programmes (minute 3, p. 7), and conducting, and to a certain extent focusing on, activities on the ground (minute 1, p. 6; minute 2, p. 5, minute 3, pp. 3, 7; minute 4, p. 10), among others.

There were however some important deficits.

Although funds were originally planned for the program managers at DoE, DoEnergy and MoF, funds for this were not provided. Instead, focal points were funded with regular institutional resources. In reality the duties linked to this project were additional to the normal workload of the focal points, which in many cases, according to interviews, prioritized these other regular assignments over project tasks. Interviews reveal that this made monitoring even more difficult.

In addition, the PSC met less frequently than expected. The PSC met in November 2012, April 2013, December 2013 and September 2014, that is, four times in four years, less than originally planned (8 times)<sup>11</sup>. Moreover, according to available information, no PSC meetings were held since September 2014, which means that the project did not receive strategic guidance in the last two years of implementation. Interviews claim that it was very difficult to get all the stakeholders at the same time and that after national elections on October 2015 the institutional shift that took place made it even more difficult<sup>12</sup>.

Furthermore, there is evidence of lack of addressing significant issues. As explained in section 4.1.2.4 above, the need to incorporate gender considerations was raised in April and December 2013 and in September 2014. However, only in December 2015 was a report on gender delivered. As noted above, the report did not fill the most important gaps. Similarly, improvements in monitoring and reporting of project interventions were requested in December 2013 (minute 3, pp. 7, 9). The project management team seems to have believed that the concern had been addressed by having a reporting template, holding monthly meetings at IP level, the project coordinator visiting them regularly and integrating them under "the monitoring program of the project" (minute 4, p. 4). However, indicators, baseline and targets were not redefined, and such a program does not exist. Indeed, there was a new request to refine indicators and develop a monitoring and evaluation plan (pp. 11, 14).

Moreover, linked to this, the discussions on the annual work plan do not seem to have been substantive. The minutes show that in 2012 and 2013 progress and plans were not reported against

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<sup>11</sup> A minute from May 2015 was provided, but this does not refer to a PSC meeting, but a conversation on the inception report for the Climate Change Strategy Action Plan.

<sup>12</sup> There is no clarity on how often the PTC met. Some interviewees indicate that it usually met every two months, and at least every three months (quarterly). Other interviewees claim that it met twice in 2012, 2013 and 2014, and once in 2015, with no meetings in 2016. Only a couple of minutes of these meetings have been provided, so it is not possible to confirm it. In them every IP presented the budget, the conducted activities and the future plan. Until 2013, 7 IPs: CODECOZ, Finance, VPO, DoE, Forestry, Energy and SUZA. Then 6, as ZUZA was not longer an IP, as it took them very long to deliver a product.

planned targets, identifying gaps, so the discussion was not completely strategic. Evidence of considering gaps is only available in the minute of the PSC meeting held in 2014. Nevertheless the discussion seems to have been poor. Indeed, there were requests to review the reporting system of the project interventions to ensure that the achievements were being presented along with planned output or activity indicators (p. 12). The lack of discussion might be due to not sending the proposed AWP in advance. Minutes 2, 3 and 4 request this. In Minute 3 no serious comments to the AWP are reported, which is odd, as exactly the same texts as in the previous minute is used (p. 11).

#### **4.2.4. Inclusiveness of the project management**

In the first PSC meeting of November 2012 the composition of the PSC and the PTC was clarified. Essentially, the PSC would be composed of directors and the PTC of technical staff to avoid confusion with the responsibilities of the climate change steering and technical committees. Principal secretaries participate in the climate change steering committee and directors in the technical one (p. 2).

In this framework, it was clarified that the PSC would specifically be composed of the Principal Secretary of FVPO, UNDP, the Director of Planning, Policy and Research – FVPO, the Director of Environment, the Director of Forestry and Non-Renewable Natural Resources (DFNRN), the Director of Energy and Minerals, the Commissioner of National Planning, Sector Development and Poverty Reduction, the Chairperson of the Association of NGOs in Zanzibar (ANGOZA) and the chairperson of Zanzibar National Chamber of Commerce Industry and Agriculture (ZNCCIA). Minutes reveal that all of them attended or were represented in the four PSC meetings. The Officer in charge of the FVPO in Pemba was accepted as member of the PSC in April 2013 (minute 2, p. 8) and attended as well the following meetings. The Commissioner for external finance participated in the meetings held in December 2013 and September 2014. In addition, the focal persons of DFNRN, Energy and Minerals, External Finance, DoE, FVPO and CODECOZ participated in the same two meetings, as in April 2013 it was decided that they would present the progress in the outputs they were in charge of. The Commission of Tourism participated in one meeting (December 2013). It is worth noting that the person representing UNDP changed significantly from meeting to meeting.

In the first PSC meeting the composition of the PTC was also clarified. According to the minute (p. 3), this would be composed of "twelve project focal persons plus few members from academic institutions and respective MDAs". In particular, it was composed of the Director of Policy, Planning



and Research (FVPO), the Director of Environment, the focal persons of FVPO, DoE, DoEnergy, DFNRNR, CODECOZ, and SUZA, and senior staff of Ministry of Tourism, Ministry of Agriculture and IMS. The Committee would be co-chaired by the director of environment, and the Director of Policy, Planning and Research in the FVPO.

As noted, only minutes of two meeting have been made available. Stakeholders of the following institutions attended the PTC meeting in October 2012: FVPO, Department of Environment, Department of Forestry and Non-Renewable, Department of Energy and Minerals, Disaster Management Authority, Department of Agriculture, Department of Animal Production, Department of Fisheries Development, Department of Marine Resources, the Meteorological Authority, Zanzibar Water Authority, PIRO and MICA. A representative of the media and an expert on gender also attended. The minutes suggest that representatives of the Commission for Tourism, the departments of health, trade, industry; national planning, sector development and poverty reduction; and urban and rural planning; as well as SUZA and ANGOZA were also invited, but did not attend it. The minutes of the PTC meeting held on September 2015 reveal that 16 people attended: the Director of Policy, Planning and Research (FVPO), the directors of environment, animal production, fisheries development, meteorology, Disaster Management Authority, the commissioner of National Planning, Sector Development and Poverty Reduction, as well as representatives of the Commissioner External Finance, the DFNRN and CODECOZ. It was not clear who was invited.

The list of stakeholders in the Steering Committee and the Technical Committee is long. Most of the relevant ones were invited at least to the technical committee. Few minutes of the meetings of the PTC are available, but these suggest that participation of many of them was low. Participation in the PTC does not seem to have a significant value, as there were the implementing partners level for regular management and the PSC for strategic decisions. Partnerships are examined with detail in Section 4.6. Here it is important to highlight that local governments were not part of the PSC, or the PTC. The Ministry of Local Governments should have participated in the PSC from the beginning. In addition, once the districts were chosen for the activities on the ground, the corresponding governments should have been accepted as members of the PSC.

**4.2.5. Responsiveness to political, legal, economic and institutional changes in the country, as well as to the needs of the national constituents and changing partner priorities**

There have been two major changes since the beginning of the project in 2012. In 2013, the Climate Change Unit was created within the DoE, with the responsibility of coordinating climate change issues in the country. This unit is additional to the Climate Change Steering and Technical Committees and the PSC and PTC. The project did not make any adjustments to take this into account and the unit is invited as the other IPs. Building the capacity of the Climate Change Unit would have helped sustain project results and would be a good exit strategy. The second phase of the UNDAF should consider supporting it. Furthermore, there was a substantial institutional restructuring following national election in October 2015. The number of ministries was reduced from 16 to 13, divisions were moved and some officials, especially high-level representatives, were moved to departments not related to climate change, although most technical people were not shifted. This resulted in some delays (2 months) in getting signatures, some inefficiency in terms of capacity building and changes in the structure of the PSC. The project didn't react to this, avoiding organizing a PSC meeting since the elections, although this might have been strategic to guide the implementation of a significant number of activities and the finalization of the project. As noted above, the project responded to some requests and ignored others coming from the PSC.

### 4.3. Efficiency

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#### 4.3.1. Efficient use of financial resources to implement project activities

As noted above, only 1.4 million USD of the planned 2.8 million USD were made available. In addition, the resources for each year were not predictable. Interviews claim that in some cases activities that had been re-planned (such as the participation in one international meeting on community-based adaptation) had to be cancelled due to lack of funds. Moreover, occasionally there were also delays in transferring funds to the accounts of the implementing partners.

These three issues made project management difficult. In any case, financial monitoring was poor, making things worst. Annual plans provide full detail of costs for 2012, without a strategic summary. In 2013 the template was changed and the plans provide a summary without the required details. As late as in September 2016 there wasn't a summary financial document showing planned resources versus actuals per output and activity. Interviews indicated that an accountant did not support the project for the full implementation period.

#### 4.3.2. Efficient use of M&E framework

##### Existence and quality of M&E system

A monitoring and evaluation system was not developed during project design. The project document affirmed that "a comprehensive monitoring and evaluation system will be developed during the initiation plan, including identification of annual targets that will be included in the full project document" (p. 29). The project document (p. 25) also indicated that the ZVPO1 would assign a monitoring and evaluation specialist to provide support on this from time to time.

However, the results framework included in the project document was not refined during the first year, despite the very significant deficits that have been presented in section 4.1.2.1 above. Although the weakness of monitoring was a concern that was explicitly raised in the December 2013 and September 2014 PSC meetings, the project only appointed some work on this in 2015, that is, 3 years after project start and one year before closure. However, as discussed above, the IMS consultant did not review the project results framework, focusing instead on general theoretical considerations of little use for this project. VPO assigned an M&E specialist during the first year and a half, but, according to interviews, this didn't prove very useful because the person didn't have a solid knowledge and was very busy with other assignments at the same time. A mid-term review was not conducted.

##### Number and quality of progress reports delivered according to the M&E system

According to the project document (p. 25), the PC would prepare quarterly technical progress reports and present them to the PSC. Table 3 presents the progress reports that were prepared.

Table 3. Progress reports prepared by the project coordination unit

Year	Period
2013	January - March
	April – June
	July - September
	June - December

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2014	January - June
	April – June
	June - September
	October - December
2015	January - April
	July - September
	October - December
2016	April - June

Progress reports were not prepared in 2012 (although the project started in April 2012), for the first quarter of 2014, the second quarter of 2015 and the first quarter of 2016. The project team justifies the non-development of a progress report in the first quarter of 2016 in the absence of a specific disbursement, overlooking the importance of this tool as an internal planning instrument.

Moreover existing progress reports are of limited capacity to monitor the project. First, the template had important caveats, especially since 2014. In 2013 the Technical Committee agreed a reporting template. This included a summary of achievements by output, a table providing more details on the planned versus achieved progress by output, a table presenting the project impacts to date against indicators, a section on adaptive management that presents the current constraints and opportunities, a section presenting the planned activities for the following reporting period and lessons learned. Although there were problems (tables should report progress against targets and not against indicators), the template was relatively complete. The reporting template changed in 2014, following a request by UNDP in order to harmonize this with other projects. The report for the first quarter of 2014 did not present many of the previous sections. It kept the summary of achievement and introduced a new table comparing planned sub-activities to actual progress, while it removed the assessment of progress against indicators, the section on adaptive management and the description of the planned activities for the following report period. From the second

quarter of 2014 to the last report available, reports only presented this table<sup>13</sup>. Too concise, the UNDP template is insufficient to monitor and plan, as discussed below.

Second, most reports are internally incomplete with full activities not being reported. For instance, the 2013 first quarter report presents the progress only for activities 1.1, 1.4, 2.2, 2.4, 3.1, 3.2, 3.4, 3.5, 3.6, 4.2, 5.1, 6.1, 7.1 and 7.2, ignoring all the rest. The table focusing on indicators only reports against 14 of the 30 indicators, and the section on lessons learned is not developed. Although they are increasingly complete in 2013, they still have important gaps. For example, the 2013 fourth quarter report does not report against 9 indicators. In the new format, the 2014 first quarter report only considers activities 1.2, 1.3, 2.1, 2.4, 3.1, 3.5, 3.6, 5.1, 5.10, 4.3, 6.3 and 7.1, forgetting to mention the rest. The 2015 first quarter report ignores outputs 2, 3, 4 and 5. Gaps in reporting progress on the 51 activities are common throughout the project.

Third, the responses in the sections that were completed tended to be weak. In 2013, the information provided regarding progress against targets (indicators) should have been more concrete, providing numbers, while it is very general. In addition, the section on adaptive management was not well understood, as constraints and opportunities were added without showing how they had been dealt with. Understanding of lessons learned was also poor, as they were considered as part of a communication strategy and not as a management tool, so they were not applied to improve project implementation. Moreover, the planned activities were generally too broad (e.g. Develop of Zanzibar Climate Change Strategy) or too specific (e.g. supporting meetings of the steering and technical committees or project coordination retreats). Description of progress in 2014 and 2015 reports is often too vague, ignoring numbers and dates.

In short, the progress reports that were produced are far from being an appropriate tool to monitor progress and plan future activities. Existing reports present (sometimes too broadly) the activities that were conducted in each quarter, but do not present the cumulative progress and how this compares to the planned progress in terms of distance from the targets. Indeed, as late as in September 2016, this information was not available, being impossible to fully understand what the project has achieved and which planned targets it has not met.

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<sup>13</sup> In addition, reporting became a bit confusing when from 2014 outputs are not presented in logical order (1,2, 3... 7), but by IP (1,2,3,5,8,4,6 and 7).

This problem points to a lack of capacity and awareness beyond the project coordination team. The Steering Committee and the Technical Committee, comprising the most relevant national institutions at both political and technical level, and UNDP reviewed the project document, the progress reports and the minutes of their meetings. Concerns were raised on the need to improve monitoring, including the need to compare progress against planned targets, but progress reports were approved, funds for monitoring were allocated only very late and the MEL report was approved when it had not contributed to address the problem. External peer review would have probably put a greater focus on monitoring and reporting, stopping further implementation of activities until the activities, indicators, baselines and targets had been properly defined, with the aim of facilitating management in the process of achieving strategic impact.

Indeed, the combination of lack of sound targets and poor reporting of progress (and lack of predictability of funds) compromised both project management and impacts.

Project management seems to have been a bit opportunistic, in the sense of prioritizing activities according to what it was felt it was more important in the existing situation with the existing resources in the general spirit of the project, rather than, as in most of the climate change projects funded with international resources, strategically adjusting the project based on a sound understanding of where it stands against specific agreed targets with predicted resources.

The caveats of project monitoring compromise as well the impacts of the project. On the one hand, the lack of understanding of the spirit of the project and its original gaps and the absence of information on the level of achievement of the targets of the project led to a false feeling that the project had achieved its capacity building objectives and that it should focus on activities on the ground, when critical institutional issues had not been addressed yet. This was even more crucial due to the fact that actual resources were significantly smaller than planned ones: it would have been important to use available resources strategically in the main focus of the project. On the other hand, lack of monitoring considerably reduces the impact of the activities implemented on the ground, which can only be considered pilots. By definition, the contribution of these does not consist in the significance of the impact due to its implementation, which is arguably small, but instead in their ability to generate lessons to be able to replicate and scale them up. However, this requires proper monitoring and evaluation. Nevertheless, this project did not define indicators, baseline and targets for the implementation of activities on the ground, being difficult to know what the actual impact was and draw lessons to replicate them or scale them up.

## 4.4. Impact

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### 4.4.1. Achievement of project objectives and outcomes

As indicated above, it is not technically possible to assess the impacts of the project. Not only the project management team does not have a table showing the cumulative achievements of the project, but also there aren't clear and robust targets against which to compare them. For these reasons, this section tries to present some of the impacts of the project, and provides some comments on their importance, but does not pretend to be comprehensive, as robust and exhaustive information on this simply does not exist at the time of this terminal evaluation.

Overall, the project was able to make a very significant impact. It worked in many fronts and resulted in considerable impacts in most of them. Essentially, the project worked in eight fronts: legal and policy framework, tools for policy-making, institutional structures, studies, training, interventions on the ground, and partnerships<sup>14</sup>.

The project contributed crucially to improve Zanzibar's legal and policy framework, by developing and updating relevant laws and policies. Under the project the National Climate Change Strategy 2014-2020 and its Action Plan 2016-2021, with budget, were developed. The Environmental Management Act and the Environmental Policy were also updated. In addition, the Energy Policy Implementation Plan and the Action Plan for promoting low carbon energy technologies for forest conservation were developed. Regulations on bulbs were approved as well in 2015. At local level, LAPAs of three districts (Micheweni in Pemba and Kaskazini A and Kusini in Unguja) were approved in 2015. Although the National Climate Change Implementation Plan has not been endorsed yet, climate change has not been mainstreamed in different sectors and ISO standards were not developed or approved, the impact of the project in this front has been great.

In addition, the project contributed to the development of tools that albeit not policies themselves, are yet vital in policy-making. In particular, under the project the following tools were developed: i) a methodology for screening climate change in 2013; ii) guidelines for mainstreaming climate change into sectoral policies, plans and programmes, in 2013; iii) a framework on LAPAs, in 2015; and iv) a

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<sup>14</sup> Note that the output structure is not followed, given that these are not properly integrated, as they were planned by sectors. Instead the analysis is organized around types of impacts.

monitoring, evaluation and learning framework, in 2016. The Zanzibar Climate Change Training Manual was also delivered in 2014. All are likely to be essential for future policy-making.

Moreover, the project contributed considerably to strengthen the climate institutional structure. It supported the Steering and the Technical Committees of the National Climate Change Policy, and the participation of representatives of Zanzibar in UNFCCC COPs. The Climate Change Unit and the sectoral climate change focal points were a result of the project. Under the project the National Climate Change Mechanism and Fund were designed, including a code to be used in annual budgets. In this case, it is clear that the project did not meet the original target. While according to the project document the objective was that the mechanism would be operating and there would be some seed funds by the end of the project, at the time of this terminal evaluation only the design in paper was available and the code has not been used. Doubts on the actual operationalization of the mechanism and the fund are discussed below. Besides, the project aimed originally at financing climate change focal points, but this was not done. Some other projects have however been developed, in part as a result of the project. This is discussed below.

Furthermore, the project funded a number of studies. These include i) a baseline study on potential energy technologies and services in Zanzibar and their potential for carbon credit, in 2013; ii) a survey on leakage from forest-based greenhouse gas mitigation initiatives, in 2013; and iii) a gender analysis of the policy framework and social dynamics, in 2015. The two former informed the development of policies.

The project also contributed significantly to build technical capacity and raise awareness, through document sharing, trainings, study tours and media programs. The drafts reports were typically shared with stakeholders for comments. For example, according to the minute of the PSC meeting of April 2013, the methodology on climate change screening and the case study of four projects and the mainstreaming guidelines were disseminated to 30 institutions. There seems to have been also a large number of training sessions, a consolidated or cumulative list of which is not available. For instance, 120 people attended workshops to raise community awareness on environmental policy and regulations, 55 people attended seminars on the previously mentioned reports, 80 people attended workshops on the energy policy implementation plan and 20 people participated in a pre COP 18 retreat. There were at least two study tours, one to the Philippines and one to Arusha. The project also funded radio programs and school competitions on climate change. A training manual was developed as well. Training on the construction and use of cookstoves was also delivered.



Likewise, awareness on the need to follow ISO standards was conducted. The participation in international forums, such as the UNFCCC COPs and the CBA meetings, was also important to increase technical capacity. In short, capacity building and awareness raising activities were conducted through different channels and in various fields. Surveys to assess the impact of these activities are not available. Interviews suggest that politicians and high-level officials have understood that climate change is a key question, as shows its inclusion in MKUZA III. As noted earlier, there are however concerns regarding how the capacity that was built will be able to promote climate-compatible development due to the institutional change that followed 2015 elections.

Additionally the project implemented activities on the ground. Again, there is no consolidated information on this, indicating for instance the total number of beneficiaries. Similarly, the project document did not include specific targets. Interviews indicate that beekeeping activities were implemented in 29 communities; smart agriculture activities were implemented in 7 communities, 4 of which benefited also from solar energy systems for pumping water; solar energy systems for lighting purposes were installed in 38 clinics, schools and community centres; 10 cookstoves were provided to army camps, boarding schools and prisons; and energy saving bulbs were provided in 3 villages. Mangroves were also restored, with no information available on the total number of hectares that has been covered. Fishfarming was also promoted in some communities. All these activities have taken place in three districts: North A and South districts in Unguja and Micheweni in Pemba. Although it is too early to assess the impacts, since most of the interventions were finished just few months ago (between May and July 2016), available information suggests that interventions are likely to improve the wellbeing of beneficiaries, as they address important climate change vulnerabilities and barriers for development, such as water intrusion in gardens, and decrease and unreliability of rainfall. The number of beneficiaries, both total and per intervention, seems however small. The groups that were interviewed during field visits involved between 80 and 160 people each. As indicated above, in terms of impact, the key for these pilots relies more on the capacity of drawing lessons to inform their replication and/or scaling up than in the effects of these specific small investments. As highlighted, there are serious gaps at this regard. In addition, there are concerns on the relevance of some sites<sup>15</sup> and sustainability (see below).

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<sup>15</sup> The strategic selection of sites and activities has been discussed in section 4.1 above. For instance, the clinic that was visited was small (although the total population target for 2016 was 1,353 patients, the week prior to the interview they attended 8 people, which gives an average of around 400 patients per year). VPO came and installed 2 solar panels to light 8 bulbs in early 2014. Interviews reveal that they served its original purpose (allowing deliveries at night) only until December 2014, that is, for less than a year. The Ministry of Health transferred the person in charge of this to another

The project also created and strengthened partnerships. An assessment of this is presented in section 4.6.

Finally, the project contributed to raise funds. Although the projects developed during the implementation period of this project cannot be considered a direct result of it, as noted above, it contributed to build an environment on which climate change projects in Zanzibar are more likely to be approved by international climate change funds. Table 4 presents the projects that were developed during the implementation of this project.

Table 4. Climate change projects in Zanzibar developed during the implementation of the project

No.	Project	Project objective	Amount of funds (US \$)	Donor	Duration	Remarks
1.	Enhancing national capacity for mainstreaming and implementing Zanzibar's climate change strategy	The overall objective of this grant is to enhance the capacity of key Government Institutions in Zanzibar (MOLWEE, Zanzibar Planning Commission, MoF, key Ministries and local authorities) to develop, implement and monitor climate resilient programs and projects that will be implemented by Government institutions and selected institutions using internal	341,330	African Development Bank (AfDB)	2016-2019	Approved

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destination at that time and a replacement has not been assigned yet. The dispensary doesn't have beds and closes at 3.30 pm on weekdays.

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		resources as well as improving access to external sources of climate finance. The project will assess the opportunities for GCF accreditation of Zanzibar institution(s) and provide guidance in completing stage 1 of the accreditation process. The MLWEE will implement the project.				
2.	Scaling out devolved climate finance in Tanzania, including Zanzibar	<p>The project focuses on designing public finance management systems to deliver results-based finance for investment in local adaptation in mainland arid areas and the island of Zanzibar. The project is a follow up of the DFID's Tanzania Climate Change Institutional Strengthening Programme that funded the NCCS Action Plan and the design of the climate change financial mechanism and fund.</p> <p>In Phase 1 (2016-18), it is anticipated over 300,000 men and women in Tanzania including Zanzibar will have strengthened their resilience to increasing climate variability and change (ICF KPI</p>	500,000 (1st year) for Zanzibar	IIED/DFID	2016-2020	

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		4); rising to over 1 million by 2020 as a direct result of project investments.				
3	ECONADAPT (FP7)	The project focuses on testing the development and economic assessment (including costing) of national and sector adaptation plans. The project also assists to develop projects on seaweed and cloves production as adaptation interventions in Zanzibar. ECODAPT also intends to pilot the implementation of developed project.	200,000	European Commission	2015-2016	In progress
6	Implementing Zanzibar Climate Change Strategy Project (UNDAP II)	The project is planned to support the implementation of the developed Zanzibar Climate Change Strategy. The developed action plan provided the bases for the project development. The project is planned to succeed the phasing out of Strengthening Environment and Climate Change Governance Project in Zanzibar.	3,000,000	UNDP	2017 - 2021	In design stage

In addition, the European Commission has funded a feasibility study on solar and wind energy. It started in 2013 and should be finished by 2018. Moreover, interviews indicate that a project on

adaptation through forestry and coastal management has been developed for the GEF. Apparently, a project on water for livelihoods is also being developed for the GCF. Furthermore, the United Nations Industrial Development Organization (UNIDO) has shown interest in working in Zanzibar.

#### **4.4.2. Contribution to global overarching issues**

The project has significantly contributed towards equitable and sustainable development in Zanzibar by building capacity for climate change governance in a relatively comprehensive way. This contribution is an essential one, and can be identified in its very core, not referring to a particular output, but being cross-cutting to all of them. The project has contributed to climate change adaptation, with an accent on vulnerable groups, both at policy level and in the implementation of activities on the ground.

The project directly contributes to Goal 13 of the Sustainable Development Goals (SDGs), which focuses on climate change. More broadly it contributes as well to the other 16 SDGs. In terms of sectors, the activities implemented on the ground directly contribute to Goals 7 on energy and 15 life in land (environment), while the policies and strategies contribute also to Goals 6 on water, 9 on industry and 14 on life below water. By increasing resilience and focusing on vulnerable groups, the project contributes as well to goals 1 on poverty, 2 on hunger, 3 on well-being, 8 on decent work, 5 on gender and 10 on equality. Its focus on sustainability impacts positively goals 11 on sustainable cities and communities, and 12 on responsible consumption and production. Given its focus on governance, the project contributes finally to goals 16 on strong institutions and 17 on partnerships.

### **4.5. Sustainability**

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#### **4.5.1. Implementation of a robust sustainability strategy**

The project document includes a section (3.5) on sustainability. The document indicates that this would be ensured by using government-established mechanisms and coordination structures during implementation, that is, favouring a national implementation modality (p. 19). The project document lists the institutions that would be engaged, and claims that they would be provided with

financial and technical support (p. 20). The project document also includes a section (3.9) on risks, but these refer more to project implementation than to project sustainability (pp. 21-22). A clear exit strategy was not originally devised.

As noted earlier, the project aimed at strengthening the capacity of the GoZ for addressing climate change challenges, ensuring that environment and climate change are mainstreamed in the most economically important and vulnerable sectors of the economy (p. 14). The overall approach contributed to sustain this, as it integrated all relevant layers: legal and policy framework, tools for policy-making, institutional structures, capacity building and financial resources. If significant changes were made on these, the sustained mainstreaming of environment and climate change in development processes would be considerably strengthened. As shown in section 4.4 above, this was the case to a certain extent, but there are important concerns in the different areas, which need to be analysed separately.

As indicated above, the project improved considerably the legal and policy framework on climate change in Zanzibar. The new laws and policies do contribute significantly to the sustained mainstreaming of climate change in development processes, as everyone is obliged to follow them. The project also conducted some dissemination and awareness activities. This is critical, as the implementation of laws and policies cannot be taken for granted. So far, there are good signs at strategic policy level. The country is currently preparing MKUZA III for the period 2016-2020. According to interviews, in the draft environmental sustainability is a key results area, including 3 outputs, one of which is climate change mitigation and adaptation. As this is the main planning document, sectoral and local plans need to follow it, so this is big news in terms of sustainability. Nevertheless, it won't ensure implementation. To strengthen sustainability it is key to expand dissemination and awareness activities, review or develop the policies that were not taken care of in this project, such as on land-use and spatial planning, and integrate climate change into the annual plans of the district governments.

Sustainability of climate change mainstreaming requires appropriate institutional structures in addition to an adequate legal and policy framework. The project contributed to this, mainly regarding the climate change financial mechanism. There are however concerns at this regard. According to the original plan, the mechanism would be operating by the end of the project. As noted above, only the design has been delivered at the time of this evaluation. There is still a long process to go before the mechanism is actually formally created and operates. Indeed there is no

warranty that this will actually happen, compromising the sustainability of the project results and, more importantly, the proper management of climate change funds and the mainstreaming of climate change in development processes. Although a similar structure is already in place for health, interviews reveal that key officials at the Ministry of Finance don't feel they have the capacity to make the design a reality. They should train the DoE, but don't have the capacity themselves and there are no specific capacity building plans.

At institutional level, three other issues compromise the sustainability of the project. To begin with, there is the issue of the climate change unit. As noted above, the project did not change its institutional structure when this was created in 2013, in spite of its mandate to coordinate all climate change projects. Its capacity has not been greatly strengthened. The problem is particularly relevant given that the DoE in which it is anchored has shifted significantly between ministries in the recent past. In this sense, it would make sense that the climate change unit becomes a non-sectoral institution, in order to work better with all sectors and be more resilient to political decisions on the sectoral set up. In any case, future projects should have a more strategic link with the climate change unit. In addition, there is no clarity on how the operation of the Steering and Technical Committees of the National Climate Change Strategy and the participation on the UNFCCC COPs will be funded once the project stops to do it.

Moreover, there is the issue of the complex relationship between the Government of Tanzania and the Government of Zanzibar. Environmental and climate change issues are not areas under the Union, but Tanzania has only one official representative in the UNFCCC conferences of parties. Interviewees highlight that Tanzania's National Environmental Management Council has been accredited by the Adaptation Fund, but it doesn't have responsibilities over Zanzibar. Similarly, Zanzibar doesn't participate in the National Climate Change Fund under Foreign Affairs. In this context, some interviewees indicated that the Zanzibar is trying to be accredited for direct access to the Green Climate Fund. This is a critical issue for sustainability of the project. Zanzibar needs to make sure that it can access resources from all major international climate change funds, including the GEF, the Adaptation Fund and the Green Climate Fund, whether directly, through accredited Zanzibar institutions, or through union institutions.

Sustained mainstreaming of climate change also requires technical capacity and awareness. As noted in the previous section on impacts, the project contributed greatly to this through training, study tours and direct participation in international events, mainly UNFCCC COPs. Wisely, it built capacity

at different levels, from high-level officials to technical persons, from communities and NGOs to the private sector. However, there are very important gaps in term of capacity building. As noted above, and as it will be discussed below in the section on partnerships, some cross-cutting areas, such as meteorology and marine science and land-use and spatial planning, were not appropriately strengthened technically and physically (with equipment). As pointed out previously, this compromises the capacity of Zanzibar to design proper adaptation and mitigation plans on the ground, as it does not allow to have detailed information on climatic and sea trends and ignores altogether how activities are located in the territory. As discussed in the following section on partnerships, engagement with some other stakeholders was also weak.

Furthermore, this evaluation has revealed considerable deficits in technical capacity to design and manage climate change-related projects. As stressed above, the project document and the progress reports were approved despite their significant caveats. This casts doubts on the capacity in the country to make the most of the efforts to mainstream climate change. It is important to note that some interviewees showed also a fundamental lack of knowledge of what climate change is after being trained.

Recent institutional changes also compromise the sustainability of the project results. Some trained stakeholders are no longer in positions that are strategic for mainstreaming climate change into development. Conversely, high-level officials with little knowledge of climate change might be key to the implementation of the policies and the continuation of achievements. While this is a general risk in all projects, it is particularly crucial in a project that focuses on institutional capacity building, such as this one.

In addition to building institutional capacity, which was its main aim, the project implemented some activities of ground. Given that most of them have just finished it is too early to assess their sustainability. Some points can be however raised. There have been some efforts to promote the sustainability of these interventions. When installing solar systems or providing bulbs, the Department of Energy requested beneficiaries to sign an agreement on which they commit to maintain them (the agreement is also signed by the DoEnergy and the shisha (local leader at the sharia level)). By the same token, ZACCA asks the community to pay a portion (2 to 10%) of the construction works and a small amount per litre every time they take water in order to generate ownership. In many cases, actual impacts on welfare will be a key determinant of sustainability. If the new infrastructures help increase income and/or welfare, beneficiaries are likely to maintain



them with their own resources. Technical knowledge to maintain the infrastructures is also important. Some interviewees indicate that this is weak in aquaculture and beekeeping. For mangroves, awareness has been built, but sustainability will depend to a great extent on the existence of income generating activities, such as crab fattening and beekeeping, and the decrease in the need of firewood and/charcoal (due to an increase in energy efficiency and/or an increase in the use of alternative energy sources). Enforcement of laws also has an important role to play. There are no concerns on the sustainability of cookstoves, as they were provided to army camps, which are typically well organized. Continued efforts on awareness will be key for all activities on the ground. CODECOZ affirmed that the radio program that was prepared is still programmed and that training manuals were disseminated in school libraries and to NGOs, and ZACCA indicated that they use media, but a more active media campaign or influence on media would significantly increase the sustainability of the activities implemented on the ground. Concerns on sustainability were raised in the PSC meetings held in December 2013 and September 2014, focusing mainly on energy and forest.

It is important to note that in terms of sustained achievement of project objectives the possibility of scaling these activities up or replicating them in another location is more important than their specific sustainability. As noted above, this relies on drawing lessons from them, and this, in turn, on conducting proper monitoring and showing a critical, constructive analytical perspective. Unfortunately, these two have been weak.

Finally, the promotion of climate-compatible development requires financial resources. According to the original plan, the project would not only ensure that the financial mechanism would be operating by its finalization, but seed funds would also be available. However, the project did not meet this target, compromising the sustainability of climate change mainstreaming into development processes. Nevertheless, interviews reveal the GoZ is exploring ways to fill this gap. In terms of getting funds, discussions with the Zanzibar Utilities Regulatory Authority (ZURA) have apparently taken place to get resources for the climate change financial mechanism. Interviews indicate that 0.5 UTS per litre of petrol will go to the fund, with contributions as well if oil is found. In addition, as discussed just above, efforts to be able to get funds from international funds, such as the GCF, seem to be planned. Although the perspectives are good, the actual raise of funds is still uncertain. At least, as presented in section 4.4, a number of new projects have been approved during project implementation, with the indirect contribution of this project. On the allocation front,

the MoF plans to require sectors to allocate a percentage of their budgets to climate change. Interviewees affirm that this percentage is likely to be significant, but this is still to be confirmed.

#### **4.5.2. Collection, documentation and exchange of lessons learned**

The project document claims that one of the aims of the project is to develop a culture of lessons learning (p. 7). This culture does not seem to have been built, as there was a poor understanding of what such a culture means. The project separates this from project management, considering it a specific activity (5.12), when it should be cross-cutting. Wisely, though, it considers that it should be conducted during the last three years of the project. In addition, minutes show a regular confusion regarding the aim of monitoring and drawing lesson. This is constantly taken as an exercise of demonstrating how effective the project is, identifying success stories. In contrast, a proper monitoring and lessons learned exercise tries to identify elements that went well and not that well, with the aim of understanding them. More than a communication and marketing strategy, it is a learning process that should allow improving performance of next projects.

In any case, collecting and using lessons learned were not a priority during implementation. While the original progress report template included a section on this, this was removed in 2014. In this context, evidence of lessons being collected can be identified only twice: the progress report of the third quarter of 2013 (p. 19) and the PSC meeting held in April 2013, when lessons from the study tour to the Philippines were discussed (Minutes, pp. 8-9). However, in both cases there is no evidence of these lessons being used, considering them an improvement tool. There is also little evidence of lessons being considerably shared. Interviews indicate that the environmental education unit of the DoE is currently collecting success stories. It must be noted that success stories are not likely to be reliable given the weakness of the results framework. Technically, without ex-ante indicators, baseline and targets it is not possible to assess the impact and therefore identify success or failure. Valuable lessons can be derived but mainly qualitatively and as indicative hints.

#### 4.6. Partnerships

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The project partnered with important stakeholders. At international level, the project partnered with DFID and IIED. While the former supported the development of the National Climate Change Action Plan and the design of the financial mechanism, the latter contributed to the preparation of LAPAs in three districts. These contributions were relevant and added great value. Without DFID funds, the climate change strategy would not have an implementation plan and would remain too general, and the institutional design would have not been developed. IIED funds were critical to prioritize interventions and sites for the activities on the ground. In addition, the project contributed to build international networks by allowing government officials to participate in international events. In this sense, attending UNFCCC COPs was particularly important to build capacity and establish contacts with other countries. The project also funded the participation in other international forums, such as an international meeting on community-based adaptation. Moreover, the study tour to the Philippines also contributed to build international networks.

At government level, the project was led by the FVPO, which was the overall executive agency in coordinating its implementation. The project also established very close links with DoE, DoEnergy and Department of Forests. These acted as implementing entities, had significant autonomy, were in charge of considerable budgets, supervised studies and implemented activities on the ground. The interaction with the project team and between them was great. They clearly benefited from the project. The project also worked with the Ministry of Finance. This was also an implementing entity, but allocated resources were relatively small and most of it went to a study, which was funded by an external source (DFID). Although focal points were not funded by the project as originally planned, which would have been better for project management, the project built important partnerships with the mentioned institutions.

In addition, the project built notable relationships with NGOs. AZOSA participated in the PSC. CODECOZ was a key implementing partner. It participated in the IP committee and the Technical Committee and was in charge of a full output. ZACCA and ZAZOSO were also involved in implementation.

Despite some gaps (e.g. Western Indian Ocean Marine Scientists Association (WIOMSA)), the involvement of the academia was reasonable. IMS participated in the PTC and developed two products. ZUSA was also part of the PTC. They were originally an implementing entity but there were severe delays in delivering one product, and the relationship was no longer close.

It is worth noting that the PSC and especially the PTC helped strengthen collaboration between these and other stakeholders. The list of stakeholders that participated in both structure has been presented in section 4.2 above.

The coordination with other climate change projects was reasonable. The project document did not identify complementary projects and indicate what the links and synergies were, as it is usually done in this kind of documents. Some projects were identified in the progress report prepared in March 2013, without showing the relationship with the project. However, during implementation, actions were taken to ensure coordination. The project supported the functioning of the National Climate Strategy Steering and Technical Committees, which are responsible for overseeing all climate change projects in Zanzibar. The project coordinator was the secretary and ensured that meetings were held, prepared reports and minutes, and paid the cost of the venue, travelling and stationary. In addition, the coordinators of other projects were invited to several meetings, including the pre and post COP meetings and the workshops regarding the preparation of the climate change strategy and its implementation plan, the financial mechanism and communication strategy.

Regarding coordination with mainland, the PS of Zanzibar VPO is member of the National Climate Change Steering Committee in Tanzania, and the director of DoE is member of National Climate Change Technical Committee in Tanzania. There were great potential synergies with the twin project in the mainland. Originally, it was agreed to have annual coordination meetings with the twin mainland project. This happened in 2013 and 2014. Although it was planned and budgeted, in 2015 this involved high level officials and never took place. While it was easy for Zanzibar to visit mainland, it was difficult the other way around. However, interviewees indicate that there was fluid communication between the project coordinators of the two projects. They exchanged by phone or emails more or less monthly about project progress, progress reports, organization of meetings, engagement of stakeholders and others. They faced similar challenges. Moreover, the project coordinator participated in the high-level meetings held in Dar es Salaam every six months regarding coordination of different projects. The meetings were chaired by the Director of the Tanzania DoE and facilitated by UNDP, which prepared the reports and the minutes.

As noted above, the society in general and the beneficiary communities were sufficiently engaged, through a large number of workshop and direct consultation on activities on the ground once the sites had been selected, despite some problems regarding clinics<sup>16</sup>.

However, key stakeholders were not properly engaged. At international level, the project did not engage any other UN agencies. In this sense, the acronym that was widely used (UNDAP project) is significantly misleading. Even if the project is aligned with the UNDAP 2011-2015, all projects implemented by UN agencies during that period were also in tune, as new projects will be aligned with UNDAP 2016-2020. It would have been better to use an acronym more related to the content.

At governmental level, there were important deficits at national and local level. At national level, the project did not properly engage with the institutions in charge of two crucial cross-cutting issues: meteorology and marine services, and land-use and spatial planning.

Proper climate change adaptation strategies require robust meteorological and marine data. This has to be collected and analysed regularly to provide opportune and solid early warnings and medium and long term climate and sea level rise scenarios. Without this data, or with inopportune or low-quality data, mal-adaptation is a serious risk. It is unclear which public government institution is in charge of marine data in Zanzibar (IMS has some equipment for this). The Tanzania Meteorology Agency (TMA) is responsible for collecting and analysing meteorological data. However, its capacity to provide robust early warnings and medium and long term climate projections is currently significantly weak. To begin with, the number of weather stations is insufficient to consider the collected data representative. At the moment, there are two synoptic stations and two agromet stations in Zanzibar (one of each in Unguja and Pemba). This coverage is poor, as both Unguja and Pemba have very different climates. In Unguja the central region has two seasons, while there is only one in the South. At least, TMA should have 3 meteorological stations per island, for a total of six, which means that at least 4 more stations are urgently needed. Moreover, TMA staff has limited capacity to analyse the data collected by the stations, and provide the early warnings and especially the medium and long term climate projections needed for strategic climate change adaptation. Interviews suggest that TMA is under the union and that there is a climate change focal point in Dar es Salaam, but that the division in Zanzibar doesn't have a focal point and there is poor communication on that matter. Indeed, TMA Zanzibar is not aware of the climate change projections

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<sup>16</sup> In the clinic the team visited a solar system had been installed only for lighting purposes, when medicines are kept in a fridge that consumes a lot of energy and fans that were installed time ago have never being used because they are not connected.

for the country. Furthermore, there is poor coordination with the national climate change structure. There doesn't seem to be a fluid communication with the climate change unit and with the climate change focal points in different sectors. The Department of Meteorology participated in the PTC, but was notably ignored from capacity building, with only some staff participating in workshops. The added value of this was limited by the lack of a formal focal point, with different people receiving different trainings without continuity. But the deficit was more substantive. The project should have addressed rigorously the lack of capacity, considering it an integral part of institutional climate change capacity, for the reasons noted above. At least four stations should have been strategically installed. The cost would not have been great. Automatic stations, which represent an initial investment of about 7,000,000 TSC each, could have been enough. This would have been coherent with the main objective of the project. Instead of building national capacity to provide solid climate data regularly, the project paid external consultants to do it once, relying on external capacity next time.

The importance of land-use and spatial planning was also overlooked. This is critical, as it deals with the territorial expression of development: everything is located in the territory and how it is organized is a crucial dimension of development. Indeed, land-use plans and building codes define the extent to which activities on the ground are consistent with the risks and opportunities of each territory. Resiliency and sustainability require resilient and sustainable land-use and spatial patterns. In Zanzibar the Department of Urban and Rural Planning is in charge of land-use and spatial planning. However, this is not taking climate change seriously into account. Interviews reveal a crucial lack of capacity, with little awareness of risk assessments, such as the DFID 2012 study, policy frameworks and institutional structures. However, the Department of Urban and Rural Planning did not participate in the design and implementation of the project. They were a member of the PTC, but rarely participated (just once or twice, according to interviews). And they were not engaged beyond the PTC. Interviews show increasing awareness. Any future work on climate change should strengthen the integration of climate change considerations (both adaptation and mitigation) into land-use and spatial planning. They should also work more in urban areas.

Moreover, at the level of national government some sectoral institutions were not adequately involved. One sector is tourism. In the project document it appears as a critical sector. Selected activities include supporting the process of mainstreaming E&CC in the tourism sector plan (activity 1.3) and establishing, training and facilitating operationalization of an E&CC focal point in the Ministry of Tourism (activity 1.5) (p. 16). The project document (pp. 20, 23) affirms that, although

not an implementing partner, the Ministry of Tourism would contribute to the achievement of planned output and that it would receive technical and financial support. According to the project document, the Ministry of Tourism would also be part of the PSC (p. 24). During implementation, the screening report considered tourism and some staff received training. However, it was not considered a priority sector in term of activities on the ground. In this line, the engagement with the Zanzibar Investment Authority was also poor.

Partnerships with other relevant sectors were also weak. This was the case of fisheries, livestock, infrastructure, construction (including housing), education and health. The project did not consider that reviewing building codes is critical. It also overlooked the importance of the education curricula, trying to ensure that climate change science, impacts and strategies are studied in schools and universities, only with a competition that will not last. Ministry of Agriculture does not seem to be strongly engaged formally, but had an important role, as many of the activities on the ground focused on agriculture. The poor engagement with many sectors is evidenced in the lack of coordination regarding activities on the ground. For instance, there is no evidence that the Department of Energy coordinated the selection of clinics for solar systems for lighting with the Ministry of Health.

In addition, the project didn't engage closely with local governments, which are crucial to connect the concerns of the communities with the government, despite not being directly elected by them. Regional and district governments did not participate in project design. They were involved through IIED in the development of the LAPAs, in 2015, but villages had already been selected. Moreover, they were not familiar with the implementation of the activities on the ground. Indeed, interviews indicate that local governments submitted proposal to the project management team, but never heard back from it. Interviews with implementers show that regional and district governments were essentially jumped. They sent them an informing letter, but worked only with the lowest (sheha) and the highest (national ministry or department) government levels<sup>17</sup>. Officials from these governments received training, through workshops in project proposal development and climate change awareness and a study tour to Arusha region (Longido and Monduli districts, 1 week), but there wasn't a clear follow up as they were overlooked during implementation of activities on the ground.

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<sup>17</sup> Some interviewees claim that planning officers were engaged and that they might not have communicated their involvement to the directors.

In addition, most of the government representatives in Pemba were also jumped. Although the officer in charge of the FVPO in Pemba was accepted as member of the PSC in April 2013 and attended the following meetings, all the other government officials were not informed. For instance, the Zanzibar Environmental Management Authority (ZEMA) office in Pemba knew about the activities of the project not because they were told or participated, but because they saw them when visiting sites.

It is important to note that although it was initially agreed that the government would provide some financial resources to the project, it only provided in kind support in terms of office space and staff.

As noted above, coordination with the Climate Change Unit within the DoE could have been better, as this is a natural exit strategy for this project. The engagement of the climate change focal points in the Ministries of Agriculture; Livestock and Fisheries; Infrastructure and communication; Tourism; and Water, Land, Energy and Settlements does not seem to have been great, apart from some training on climate change mainstreaming.

There were also opportunities to further involve the private sector. The Chamber of Commerce, Industry and Agriculture (ZNCCIA) was a member of the PSC and the PTC. Representatives of the ZNCCIA attended workshops on the climate change strategy, the financial mechanism and communication. The ZNCCIA was also consulted during the revision of the Environmental Management Act. They were sent a draft, reviewed it, sent comments and these were taken into account. Wisely, a workshop was conducted at the ZNCCIA to raise awareness of the private sector regarding the NCC Strategy and Action Plan. Nevertheless, a more tangible target on the private sector could have been sought. Recently support from the World Bank helped them mainstream environmental issues. Companies need to demonstrate that they consider these issues to become a member. Something similar could have been done for climate change. For the ZNCCIA, it is relatively easy to include climate change in their day to day monitoring of businesses.

There were opportunities to engage media more efficiently as well. The project supported radio programmes, through CODECOZ. ZACCA uses radios (Zench Fm and Chucho Fm), TV (Zanzibar Broadcasting TV) and newspapers (Leo) regardless of the project. However, there was no engagement with media professionals as key stakeholders. It would have been important to train them, so that media pays significant attention to climate change issues and their messages are technically robust.



## 5. CONCLUSIONS

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### Relevance

The project was significantly congruous with the United Nations Development Assistance Plan (UNDAP) 2011-2015 in Tanzania and with UNDP's strategic priorities. The project was also considerably consistent with national development plans and policies, the spirit of the environmental policies available at that time, and the existing climate change policies. Alignment between the project and national policies can also be identified in environment-related sectors, such as forest and energy. In contrast, the project was not in tune with the annual plans of local governments in which it was implemented.

The process of designing the project during 2011/2012 is not clearly documented. According to interviews, the design process involved significant consultation with government institutions, academia and Non-Governmental Organizations (NGOs). The definition of activities on the ground in 2013/2014 was less inclusive: it involved the main implementing partners and the International Institute for Environment and Development (IIED), but overlooked the role of local governments and government representatives in Pemba. Internationally, the detailed design of the project only involved UNDP Tanzania. Other UN agencies in Tanzania, UNDP regional or global offices or international climate change financial institutions were not involved, the project not being subject to peer review from external stakeholders.

To a significant extent the project strategy pointed at the critical need of strengthening the institutional and policy framework on climate change in Zanzibar. However, the project design was not consistent, including activities on the ground before covering the full spectrum of key national institutional capacities. Deviation from the main strategy exacerbated during implementation, in spite of the most serious technical information available at that time. Moreover, the design of activities was not strategic. The project included an extremely long list of activities, without considering their hierarchy and links, which resulted in considerable duplication and confusion. Similar problems can be identified in the selection of sites. Furthermore, there were very serious deficits in defining outcomes, outputs and activities, and the corresponding indicators, baselines and targets. These are incomplete, lack correspondence and are very far from being specific, measurable, attainable, relevant and time-bound (SMART). Although concerns were raised and a

report was funded, these issues were never addressed during implementation. These caveats affected the work plan and financial planning, which were not reliable. The project would not have been initially approved as it was with external peer review.

The project document included a strong approach in terms of contributing to gender equality. However, in reality, gender considerations were not seriously taken into account, in spite of regular calls of attention from the Project Steering Committee. A gender analysis was also funded, but this resulted of little use for the project. In this background, the inclusion of gender considerations in the implementation of the project was mostly accidental. The project management team was composed exclusively of men, which were majority regarding focal persons of implementing partners. Although the focus was on vulnerable people and not on gender, 60% of the members of the interviewed groups were women and these were the majority in the boards, although the chairman was typically a man.

### **Effectiveness**

The project management unit conducted planned tasks with difficulties. While the project coordinator was considerably committed and was appreciated by partners, technically, monitoring was poor and management was not based on robust data.

UNDP provide administrative, financial and technical support. Although the provision of funds is a great contribution, actual funds were significantly smaller than planned and unpredictable. Technically, UNDP did not push enough for proper project management.

In addition to the project management unit, the project included three different management levels: a group of technical people representing the main implementers, the Technical Committee and the Steering Committee. Available information reveals that this structure was followed to a significant extent during implementation, the three levels of management performing their role. Minutes of PSC meetings show that the process was transparent and responsive. However, funds for sectoral program managers were not provided, the PSC met less frequently than expected (4 instead of 8 times), with no meetings since September 2014, significant issues were not addressed and discussions on annual work plans do not seem to have been substantive.

The list of stakeholders in the Steering Committee and the Technical Committee is long. Most of the relevant ones were invited at least to the technical committee, although participation seems to be low. The local level was not properly involved. Moreover, the project did not react adequately to changes in the institutional setting, such as the creation of the Climate Change Unit in 2013 and the major institutional restructuring following the national election in October 2015.

### **Efficiency**

A monitoring and evaluation system was not developed during project design. Although the project document planned to develop this during the initiation plan, this was never developed, despite the very significant deficits of the original results framework, and the regular concerns of the PSC. A late report was of little use for this project.

With exceptions, progress reports were prepared timely. However, the template was not comprehensive, especially since 2014; most reports were internally incomplete; and the responses in the sections that were completed tended to be too vague. Overall, they presented the activities that were conducted in each quarter, but not the cumulative progress and how this compares to the planned progress in terms of distance from the targets. Indeed, as late as in September 2016, this information was not available, being impossible to fully understand what the project has achieved and which planned targets it has not met. Financial monitoring was also poor, lacking a clear idea of planned resources versus actuals per output and activity.

### **Impact**

Despite substantive design and management deficits, the project was able to make a very significant impact. It worked in many fronts and resulted in considerable impacts in most of them. The project contributed crucially to improve Zanzibar's legal and policy framework, by developing and updating relevant laws and policies. In addition, the project contributed to the development of tools that are vital in policy-making. Moreover, the project considerably strengthened the climate institutional structure. Furthermore, the project funded a large number of studies. The project also contributed significantly to build technical capacity and raise awareness, through document sharing, trainings, study tours and media programs. Additionally, the project implemented activities on the ground in three districts. The project also created and strengthened partnerships. Although there are important caveats in each of these fronts, and many targets seem not to have been met, the impact

is significant. Indirectly, the project also contributed to raise funds. At global level, the project directly contributes to Goal 13 of the Sustainable Development Goals (SDGs), which focuses on climate change, affecting positively the other 16 SDGs.

## **Sustainability**

There are good prospects on the legal and policy front, given the importance of the laws and policies approved under the project and the corresponding dissemination efforts. MKUZA III mainstreams climate change. However, laws and policies are less likely to be implemented without expanding dissemination and awareness activities and integrating climate change into the annual plans of the district governments.

There are reasonable doubts on the sustainability of the institutional structures. The financial mechanism is still to be created and capacities to operationalize it seem weak. The capacity of the climate change unit to take on a coordination role is uncertain and there is no clarity on how the operation of the Steering and Technical Committees of the National Climate Change Strategy and the participation on the UNFCCC COPs will be funded once the project stops to do it. The relationship with the GoT regarding international forums and institutions needs also to be clarified.

The project contributed greatly to build capacity at different levels and areas. However, some cross-cutting areas, such as meteorology and marine science and land-use and spatial planning, were not appropriately strengthened technically and physically (with equipment), compromising the ability to implement strategic and effective measures sustainably. Furthermore, there are notable deficits in technical capacity to design and manage climate change-related projects. Recent institutional changes also compromise the sustainability of project results.

The project did not meet the target of providing seed funds to sustain climate change mainstreaming. However, the GoZ is trying to get funds, domestically and internationally. A number of projects have been approved. Efforts to ensure resources are allocated for climate change are in place.

## **Partnerships**

The project built important partnerships. At international level, it partnered with DFID and IIED and contributed to build international networks. At government level, the project was led by FVPO and

established very close links with the Department of Environment, the Department of Energy and the Department of Forestry. The relationship with the Ministry of Finance was also good, although less substantive. In addition, the project built notable relationships with NGOs and the academia. The PSC and especially the PTC helped strengthen collaboration between these and other stakeholders.

Although the project document did not identify complementary projects and indicate what the links and synergies were, actions were taken to ensure coordination with other projects during implementation. Coordination with the twin project in the mainland was reasonable. The society in general and the beneficiary communities were sufficiently engaged, through a large number of workshop and direct consultation on activities on the ground once the sites had been selected.

However, key stakeholders were not properly engaged. At international level, the project did not engage any other UN agencies. At national level, the project did not properly engage with the institutions in charge of meteorology and marine services, and land-use and spatial planning. Moreover, the relevant institutions in sectors such as tourism, fisheries, livestock, infrastructure, construction (including housing), education and health were not adequately involved. In addition, the project didn't engage closely with local governments, and jumped government representatives in Pemba, except for those at the VPO office. Furthermore, there were opportunities for build better partnerships with the climate change unit, the private sector and the media.

## 6. LESSONS LEARNED

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The following lessons can be drawn from the design and implementation of the *Strengthening Environment and Climate Change Governance for Zanzibar* project:

### 1. Comprehensiveness of the scope

Projects achieve greater impacts and are more cost-effective when they cover the different aspects of a specific issue. In this framework, it is a good idea to analyse whether all elements of an issue have been covered before moving to another level. In this project, activities were implemented on the ground when the full spectrum of key national institutional capacities had not been covered. Strengthening them now will not exploit synergies that were at hand before.

### 2. Sectors and cross-sectoral issues

A comprehensive approach implies considering different sectors, but also elements that run across them. This project engaged with the environmental, energy, forestry and (less explicitly) agricultural sectors, as well as with finance. However, it left behind sectors such as tourism, fisheries, livestock, infrastructure, construction (including housing), education and health, among others. Furthermore, it overlooked the importance of meteorological and marine data and land-use and spatial planning, which are cross-cutting. As explained above, a country does not have adequate capacity to adapt to and mitigate climate change if it lacks that data and doesn't have appropriate tools to manage the spatial dimension of development.

### 3. Rural and urban

A comprehensive approach also implies considering both rural and urban areas. There is often an anti-urban bias in adaptation, even when a great percentage of the population lives in the latter, there is an intense urbanization processes, and critical infrastructures and vulnerability pockets are located in urban areas. To be strategic, adaptation needs to be adaptive, taking into account demographic, social and economic dynamics, as it tries to adapt current and future society to current and future climate, not just the rural areas to current and future climate.

### 4. Use of recent technical studies

Decisions are only strategic when they are informed by up to date technical data. Using these helps balance political biases. In this project, considering more seriously the findings of the DFID 2012 study would have improved impacts and cost-effectiveness.

### 5. Integration of activities and sites

Projects benefit as well from a close integration of activities. Selection of activities should not be the result of brainstorming, but of a robust prioritization, in which their priority and hierarchy is carefully discussed. Often working by sectors can hamper the coherence of a project, as each sector often focuses on getting the biggest piece possible. Mapping sites and considering the number of beneficiaries helps prioritization, as it shows potential synergies and economies of scale and agglomeration.

## 6. Importance of project monitoring, evaluation and learning

The relevance of this cannot be overemphasized. A robust results framework must be developed during project design, with at least a clear indicator, baseline, target and means of verification for each of the outputs and activities. This project shows how much project management suffers when these are incomplete, lack correspondence and are very far from being specific, measurable, attainable, relevant and time-bound, including information for mid-term.

This project also shows the importance of proper monitoring during implementation. It highlights that not only progress reports have to be prepared timely, but also that the template has to be comprehensive, and they have to be fully completed with the sufficient level of detail. In this sense, the project demonstrates the importance of progress reports showing not only the activities conducted in a particular quarter, but also the cumulative progress and how this compares to the planned progress in terms of distance from the targets. Similarly, the project stresses that PSC have to be very regular, providing strategic guidance at all times.

By the same token, it is important that the objective of monitoring and lessons learning is clear for all stakeholders. They serve for understanding where the projects stands, what are the challenges and address them, that is, for adaptive management, and not just to document success stories, which cannot be soundly identified without a proper results framework.

## 7. Importance of peer review

The project also reflects the importance of external peer review, even within the institution in charge of designing the project. The results framework would probably not have been approved by UNDP's global or regional offices.

## 8. Importance of secured funds

For proper planning, projects need the financial resources to be secured for implementation. A project document is of little use if a significant part of the resources it was based on are not provided. This is worst if there is uncertainty on the amount of funds available each time, as it requires continuous planning and negotiation, and this is complex.

## 9. Discussion on modality

There are many options for designing and implementing climate change projects, with their own advantages and disadvantages. UN Agency country offices have a good understanding of the local context. The process is faster if they design the project. Although it was not the case in this project, they can seek peer review and plan only with resources that are available. When needs have to be addressed urgently, this might be a good strategy. Linking with a climate change international fund, such as the GEF, the Adaptation Fund or the GCF, takes longer, in part because they are not familiar with the local context. However, external peer review is an integral part of the process and funds, which are additional, are secured.

## 10. Full project management unit.

Project management is difficult when the results framework is weak and the project management unit does not have strong monitoring capacity and is understaffed. The technical and human needs for project management have to be carefully assessed, in terms of capacities, number of people and level of involvement. Often officials working half time are overbooked and do not provide adequate support.

## 11. Importance of being strict

It is important that the PSC is strict. In this project concerns were raised on gender and monitoring issues several times. They were never followed, but nothing happened. Products on these issues were also approved when they did not address the main issues.

## 12. Careful with project acronyms

Project acronyms are important, as they are widely used when project titles are long, as it is usually the case. It is important that acronyms reflect the nature of the project. In this case, the project was known as the "UNDAP project", but UNDP was the only UN agency working on it.



## 7. RECOMMENDATIONS

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Recommendations can be organized in two groups. The first group invites stakeholders to cover the gaps of this project in terms of content. The second group of recommendations focuses on elements related to the design and management of potential follow up projects.

Recommendations on issues to cover

- Cover the cross-cutting issues that were ignored in this project, namely meteorological and marine data and land-use and spatial planning. Address the challenges in terms of legal and policy framework, institutional structure and links, and human, technical and physical capacity (e.g. equipment), and conduct basic studies.
- Prioritize some of the sectors that were not covered, namely tourism, fisheries, livestock, infrastructure, construction (including housing), education and health.
- Scale up and replicate activities in the environmental, energy, forestry and agricultural sectors.
- Cover both rural and urban areas.
- Support the operationalization of the climate change financial mechanism.
- Support GoZ in setting up a mechanism to get and allocate significant domestic funds to climate change adaptation and to a lesser extent mitigation.
- Support GoZ in getting direct access to climate change funds, such as the GEF, the Adaptation Fund and GCF.
- Strengthen the capacities of the climate change unit.
- Support GoZ in ensuring that the Steering and Technical Committees of the National Climate Change Strategy meet regularly and it participates in the UNFCCC COPs.
- Support district governments in integrating climate change into their annual plans.
- Support the private sector in mainstreaming climate change in their business operations, for instance with a program similar to the one supported by the World Bank on environmental issues.
- Support radio and TV programmes and train media on how to cover climate related issues.

Recommendations on the design and management processes

- Address challenges comprehensively
- Prioritize activities and sites, trying to exploit synergies, economies of scale and agglomeration. Use maps and consider cost-effectiveness. Avoid duplication.
- Use the most up to date technical data and projections, taking into account demographic, social and economic dynamics, in order to adapt current and future society to current and future climate
- Develop the results framework very carefully during project design. Provide at least an indicator, baseline, target and means of verification for each of the outputs and activities. Ensure they are specific, measurable, attainable, relevant and time-bound, including information for mid-term.
- Prepare timely, complete and detailed progress reports during implementation, assessing progress towards the objectives.
- Conduct regular PSC meetings
- Follow closely the recommendations made by the PSC and adapt to new circumstances
- Ensure the project document is peer reviewed by external stakeholders
- Plan activities based on the financial resources that are secured. Indicate additional potential activities with different levels of additional funding.
- Assess the advantages and disadvantages of addressing the challenge(s) through international climate change funds, such as the GEF, the Adaptation Fund and the GCF. Consider the additional funding and the technical backstopping they can provide.
- Ensure the project management unit has the human and technical capacity to comply with its role
- Select a proper acronym
- Involve various UN agencies, particularly if the project uses UNDAP as its acronym
- Engage all relevant stakeholders in the PSC, including local governments if activities are implemented on the ground
- Engage representatives of national government in Pemba if activities are implemented there

## 8. ANNEXES

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### 8.1. Annex 1: List of Documentation Reviewed

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Zanzibar Vision 2020

Zanzibar Strategy for Growth and Reduction Of Poverty (MKUZA II)

The United Nations Development Assistance Plan (UNDAP) 2011-2015

Global Climate Adaptation Partnership (2012): Economics of Climate Change in Zanzibar. Final Summary Report. DFID.

Project Document

Project Annual Work Plans 2012 - 2016

Project Quarterly Progress Reports 2012 – 2016

Project Steering Committee Minutes 2012-2016

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Mainstreaming climate adaptation in the Zanzibar MKUZA II implementation plan. Identifying gaps and prioritized adaptation opportunities on environment and climate change mainstreaming in MKUZA II, 2013.

Guidelines for mainstreaming climate change into national sectoral policies, plans and programmes, 2013.

Baseline study on potential energy technologies and services in Zanzibar and their potential for carbon credit, 2013.

Zanzibar wide survey on leakage from forest-based greenhouse gas mitigation initiatives, 2013.

Action Plan for promoting low carbon energy technologies for forest conservation initiatives (plocet-fcp) in Zanzibar, 2013.

The implementation plan of the Zanzibar Energy Policy, 2013.

Zanzibar climate change strategy 2014 – 2020, 2014.

Zanzibar climate change training manual, 2014.

Zanzibar framework on Local Adaptation Plans for Action, 2015.

Micheweni district local adaptation plan of actions. Promoting climate-smart agriculture (2016 – 2020), 2015

Kaskazini ‘a’ district local adaptation plan of actions. Promoting local artisanal fisheries industry (2016 – 2020)

Kusini district local adaptation plan of actions. Promoting climate-smart agriculture (2016 – 2020), 2015

Gender analysis for climate change adaptation and low carbon development in Zanzibar, 2015.

Monitoring, evaluation and learning framework, 2016.

Zanzibar climate change action plan 2016 – 2021, 2016.

Zanzibar climate change financing mechanism and resource mobilisation plan, 2016.

PME Handbook

UNDP Handbook on Monitoring and Evaluating for Results

UNDP Guidelines for Outcome Evaluators

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## 8.2. Annex 2: List of People Interviewed

Table 5. Interviewed stakeholders

No	Name	Sex	Institution	Position	Telephone	Email	Place of Interview	Date
1	Riziki S. Shemdoe	M		National consultant	(255) (0) 262771614	<a href="mailto:shemdoes@gmail.com">shemdoes@gmail.com</a>	Dar es Salaam	8/8/16
2	Deusdedit Kibassa	M	ENCC Consult (T) Limited and Ardhi University	National consultant	(255) (0) 713770434	<a href="mailto:dkibassa2015@gmail.com">dkibassa2015@gmail.com</a> ; <a href="mailto:dkibassa2000@yahoo.com">dkibassa2000@yahoo.com</a>		
3	Abbas Kitogo	M	United Nations Development Programme (UNDP)	Energy, Climate Change and Extractives Programme Specialist	Mob: (255) 689 103 906 Office: (255) 22 211 2576	<a href="mailto:abbas.kitogo@undp.org">abbas.kitogo@undp.org</a>		9/8/16
4	Aaron Cunningham	M	UNDP	Programme Analyst (UNV)				
5	Ann Moirana	F	UNDP	Programme Analyst				
6	Soud Jumah	M	Projec Management Unit (PMU)	Project coordinator			Stonetown	
7	Suleiman Kheir	M	PMU	Project officer	(255)(0) 719229896			
8	Sheha Mjaja	M	Zanzibar Environmental	Director General,	(255)(0) 777420801	<a href="mailto:sheha_mjaja@hotmail.com">sheha_mjaja@hotmail.com</a>	Stone	10/8/1

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			Management Agency (ZEMA)	ZEMA and DoE			Town	6
9	Farhat A. Mbarouk	F	ZEMA	Officer	(255)(0) 654300404		Stone Town	10/8/1 6
10	Salim H. Bakar	M	Depart of Environment (DoE)-Zanzibar	Officer	(255)(0) 772598350	<a href="mailto:salimbkr@yahoo.co.uk">salimbkr@yahoo.co.uk</a>	Stone Town	10/8/1 6
11	Alawi H. Hija	M	DoE-Zanzibar	Officer	(255)(0) 777848107		Stone Town	10/8/1 6
12	Nassir T. Ali	M	DoE-Zanzibar	Officer	(255)(0) 773245398		Stone Town	10/8/1 6
13	Salhina M. Ameir	M	Ministry of Lands, Water, Energy and Environment (MLWEE)	Director of Planning, Policy and Research	(255)(0) 777452895	<a href="mailto:sameiri@yahoo.com">sameiri@yahoo.com</a>	Stone Town	10/8/1 6
14	Salum M. Machano	M	MLWEE	Planning and Project Officer	(255)(0) 717135340	<a href="mailto:machanosalum7@gmail.com">machanosalum7@gmail.co m</a>	Stone Town	10/8/1 6
15	Omar Zuberi	M	Department of Energy (DoEnergy)	Officer		<a href="mailto:omar.zuberi@yahoo.com">omar.zuberi@yahoo.com</a>	Stone Town	11/8/1 6
16	Sayyidomar A. Idarious	M	DoEnergy	Officer		<a href="mailto:sayf2m@yahoo.com">sayf2m@yahoo.com</a>	Stone Town	11/8/1 6
17	Omar Saleh Mohamed	M	DoEnergy	Officer		<a href="mailto:omuhamed@yahoo.com">omuhamed@yahoo.com</a>	Stone Town	11/8/1 6
18	Hamad Juma	M	DoEnergy	Officer		<a href="mailto:hjbakari@yahoo.com">hjbakari@yahoo.com</a>	Stone	11/8/1

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	Bakar						Town	6
19	Dadi Hamad Dad	M	SHINA INC	Officer		<a href="mailto:maziwani10@yahoo.com">maziwani10@yahoo.com</a>	Stone Town	11/8/1 6
20	Dr. Islam S. Salum	M	Ministry of Agriculture, Natural Resources, Livestock and Fisheries	Deputy Principle Secretary-Livestock and Forestry	(255) 777611669	<a href="mailto:islam.salum@smz.go.tz">islam.salum@smz.go.tz</a>	Stone Town	11/8/1 6
21	Ali Mohamed Hilal	M	Department of Forestry and Natural Resources (DFNR)	Planning Officer			Stone Town	11/8/1 6
22	Tamrini A. Said	M	DFNR	Focal Person - UNDAP			Stone Town	11/8/1 6
23	Kassim H. Madeweya	M	DFNR	Chief Forestry Officer			Stone Town	11/8/1 6
24	Yussuf H. Kombo	M	DFNR	Director of Forestry			Stone Town	11/8/1 6
25	Bihindi N. Khatib	F	Ministry of Finance and Economic Planning (MoF)	Commissioner for External Finance	(255) 777434426	<a href="mailto:bnkhatib@gmail.com">bnkhatib@gmail.com</a>	Stone Town	12/8/1 6
26	Aziza J. Ali	F	MoF	Head of Aid Coordination	(255) 777498723	<a href="mailto:azizajuma@hotmail.com">azizajuma@hotmail.com</a>	Stone Town	12/8/1 6
27	Omar M. Omar	M	MoF	Budget Officer	(255) 779323317	<a href="mailto:mkengeza@hotmail.com">mkengeza@hotmail.com</a>	Stone Town	12/8/1 6
28	Khalid Abdulla Omar	M	Presidents Office, Regional Administration, Local	Director of Regional	(255) 777474168	<a href="mailto:khalid_abdalla12@yahoo.co">khalid_abdalla12@yahoo.co</a> <a href="mailto:m">m</a>	Stone Town	12/8/1 6



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			Governments and Special Departments (ORTMSMIM)	Administration and Local Governments				
29	Daima M. Mkalimoto	F	ORTMSMIM	Director of Planning, Policy and Research	(255) 778332524	<a href="mailto:mkalimoto@hotmail.com">mkalimoto@hotmail.com</a>	Stone Town	12/8/1 6
30	Yahya J. Mwadini	M	ORTMSMIM	Project Officer- Department of Planning, Policy and Research	(255) 777250240	<a href="mailto:ymadini@yahoo.com">ymadini@yahoo.com</a>	Stone Town	12/8/1 6
31	Dr. Narriman S. Jiddawi	F	Institute of Marine Science (IMS)	Senior Lecturer	(255) 777423183	<a href="mailto:n_jiddawi@yahpp.com">n_jiddawi@yahpp.com</a>	Stone Town	12/8/1 6
32	Dr. Mwanahija Shalli	F	IMS	Lecturer	(255) 716819914	<a href="mailto:shalli@ims.udsm.ac.tz">shalli@ims.udsm.ac.tz</a>	Stone Town	12/8/1 6
33	Mustafa Ameir Ibrahim	M	Zanzibar Climate Change Alliance (ZACCA)	Acting Chairperson	(255) 773277978	<a href="mailto:777imustafa@gmail.com">777imustafa@gmail.com</a>	Unguja	13/8/1 6
34	Juma Rashid Juma	M	ZACCA	Member	(255) 777657476	<a href="mailto:jumarashidjuma@yahoo.com">jumarashidjuma@yahoo.com</a>	Unguja	13/8/1 6
35	Rahma Ramadhan	F	Zanzibar Climate Change Alliance (ZACCA)	Administrator	(255) 776641328	<a href="mailto:rahmaranaan0@mail.com">rahmaranaan0@mail.com</a>	Unguja	13/8/1 6
36	Iddi Shaaban Iddi	M	Zanzibar Climate Change Alliance (ZACCA)	Secretary	(255) 779443081	<a href="mailto:iddishaaban@gmail.com">iddishaaban@gmail.com</a>	Unguja	13/8/1 6
37	Ali Mohamed	M	Zanzibar Zoological Society	Member	(255) 773930856	<a href="mailto:alihilal82@yahoo.com">alihilal82@yahoo.com</a>	Unguja	13/8/1

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			(ZAZOSO)					6
38	Vuai Saleh Mosha	M	Chanjani imara	Member	(255) 777869433		Unguja	13/8/16
39	Machano Chum Machano	M	Chanjani imara	Chairman	(255) 772163336		Unguja	13/8/16
40	Sihaba Hassan Omar	F	Chanjani imara	Secretary	(255) 779463953		Unguja	13/8/16
41	Mwanajuma Muhsini Ame	F	Chanjani imara	Treasurer	(255) 774393692		Unguja	13/8/16
42	Hamdani Chum Machano	M	Chanjani imara	Member	(255) 777845986		Unguja	13/8/16
43	Hailani Nassoro Hailani	M	Chanjani imara	Member			Unguja	13/8/16
44	Khalfani Haji Ali	M	Chanjani imara	Member	(255) 777734044		Unguja	13/8/16
45	Khamisi Rashidi Abu	M	Chanjani imara	Member	(255) 776245402		Unguja	13/8/16
46	Kijakazi Shauri Shadhili	F	Chanjani imara	Member	(255) 772270368		Unguja	13/8/16
47	Zainabu Machano Haji	F	Chanjani imara	Member			Unguja	13/8/16
48	Nadia Machano	F	Chanjani imara	Member			Unguja	13/8/16

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	Haji							6
49	Mwanaasha Chum Machano	F	Chanjani imara	Member	(255) 779789161		Unguja	13/8/16
50	Mboza Haji Ali	F	Chanjani imara	Member			Unguja	13/8/16
51	Mwashamba Muhsin Ame	F	Chanjani imara	Member	(255) 774313995		Unguja	13/8/16
52	Mlivyo Suma Hamis	M	Chanjani imara	Member			Unguja	13/8/16
53	Pili Suma Hamis	F	Chanjani imara	Member			Unguja	13/8/16
54	Mariam Muhel Ame	F	Chanjani imara	Member			Unguja	13/8/16
55	Nadia Chum Seif	F	Chanjani imara	Member			Unguja	13/8/16
56	Sakina Hamis Sibu	F	Chanjani imara	Member			Unguja	13/8/16
57	Kheri Makame Kombo	M	Chanjani imara	Member	(255) 779463923		Unguja	13/8/16
58	Zainabu Mwinyi Mohamed	F	Chanjani imara	Member			Unguja	13/8/16
59	Mwanaisha	F	Hakiba haozi	Member			Unguja	13/8/16

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	Mwinyi							6
60	Mtumwa Saidi Ali	F	Hakiba haiozi	Member			Unguja	13/8/16
61	Riziki Makame	F	Hakiba haiozi	Member	(255) 774302026		Unguja	13/8/16
62	Wajibu Mbaraka Amani	F	Hakiba haiozi	Member	(255) 776206720		Unguja	13/8/16
63	Mohol Mkanga Mwita	M	Hakiba haiozi	secretary	(255) 779519973		Unguja	13/8/16
64	Ali Mohamed Abdallah	M	Hakiba haiozi	Member	(255) 777904373		Unguja	13/8/16
65	Habibu Haji Mlenge	M	Hakiba haiozi	Chairman	(255) 774286052		Unguja	13/8/16
66	Kassimu Nahodha Mkan	M	Hakiba haiozi	Member			Unguja	13/8/16
67	Khatibu Dude Khatibu	M	Hakiba haiozi	Treasurer	(255) 774176060		Unguja	13/8/16
68	Mune Ramadhani Mcha	F	Hakiba haiozi	Member	(255) 777888655		Unguja	13/8/16
69	Hassan Ali Hassan	M	Hakiba haiozi	Member	(255) 776236534		Unguja	13/8/16
70	Awesu Shaaban	M	Hakiba haiozi	Deputy secretary	(255) 777851871		Unguja	13/8/16

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								6
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72	Munira Ahmed	F	Zanzibar National Chamber of Commerce, Industry and Agriculture (ZNCCIA)	Executive Director	(255) 772070425	<a href="mailto:ed@znccia.or.tz">ed@znccia.or.tz</a>	Stone Town	15/8/16
73	Ahmed Saleh Mbarouk	M	ZNCCIA	Board Member of ZNCCIA	(255) 777413244	<a href="mailto:zuhramj@hotmail.com">zuhramj@hotmail.com</a>	Stone Town	15/8/16
74	Massoud Ali Mussa	M	ZNCCIA	Focal Person- Environmental Issues at ZNCCIZ	(255) 773525350	<a href="mailto:almuntaz@yahoo.com">almuntaz@yahoo.com</a>	Stone Town	15/8/16
75	Kassim Mtoro Abu	M	South District Council	District Director	(255) 777461271	<a href="mailto:kassim70@hotmail.com">kassim70@hotmail.com</a>	Stone Town	15/8/16
76	Mhoma Sabri Abdi	M	South District Council	South District Planning Officer	(255) 774101757 and (255) 657 818664	<a href="mailto:samsh2011@hotmail.com">samsh2011@hotmail.com</a>	Stone Town	
77	Salim Hamis	M	Community Development and Environmental Conservation in Zanzibar (CODECOZ)	Secretary	(255) 773437208	<a href="mailto:sakhsaid@yahoo.com">sakhsaid@yahoo.com</a>	Stone Town	15/8/16
78	Abuu Jafar	M	Zanzibar Environmental Management Agency	Head of ZEMA in Pemba	(255) 777461956	<a href="mailto:matumbe@gmail.com">matumbe@gmail.com</a>	Pemba	16/8/16

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			(ZEMA)					
79	Ali Othman Mussa	M	ZEMA	Environmental Officer-EIA Section	(255) 777005626	<a href="mailto:othman.ali90@yahoo.com">othman.ali90@yahoo.com</a>	Pemba	16/8/1 6
80	Hamad Mbwana Sheha	M	Micheweni District Council	District Director	(255) 773135741	<a href="mailto:hamadmbwana@gmail.com">hamadmbwana@gmail.com</a>	Pemba	16/8/1 6
81	Juma Nyasa	M	Presidents Office, Local Governments and Administration	Officer In charge for Pemba	(255) 777852328 and 713006256	<a href="mailto:jumanyasa@yahoo.com">jumanyasa@yahoo.com</a>	Pemba	16/8/1 6
82	Bakar Juma Alawi	M	Ministry of Water, Land, Energy and Environment	Officer In charge for Pemba (Former DoE-Zanzibar)	(255) 777717944		Pemba	16/8/1 6
83	Haji Abeid Haji	M	Tujipange Sote Group	Chairman	(255) 777020301		Pemba	16/8/1 6
84	Halima Ali Aeif	F	Tujipange Sote Group	Treasurer	(255) 772452197		Pemba	16/8/1 6
85	Aziza Khamis Hamad	F	Tujipange Sote Group	Member			Pemba	16/8/1 6
86	Asha Ali Makame	F	Tujipange Sote Group	Member	(255) 773304842		Pemba	16/8/1 6
87	Fatma Suleiman Said	F	Tujipange Sote Group	Member	(255) 772409592		Pemba	16/8/1 6

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89	Zule Mohamed Khamis	F	Tujipange Sote Group	Member	(255) 774592212		Pemba	16/8/16
90	Sada Rizik Hamad	F	Tujipange Sote Group	Member			Pemba	16/8/16
91	Khamis Hamad M.	M	Tujipange Sote Group	Member	(255) 773652123		Pemba	16/8/16
92	Asha Kassim Bakar	F	Ministry of Works, Infrastructure, Communication and Transportation	Project Officer	(255) 777433021	<a href="mailto:ashampg@yahoo.com">ashampg@yahoo.com</a>	Pemba	17/8/16
93	Juma Hamid Juma	M	Ministry of Works, Infrastructure, Communication and Transportation	Research Officer	(255) 773525207	<a href="mailto:jjumahamid@yahoo.com">jjumahamid@yahoo.com</a>	Pemba	17/8/16
94	Ali M. Said	M	Ministry of Works, Infrastructure, Communication and Transportation	Head of Planning Section	(255) 773838250	<a href="mailto:alistat02@yahoo.com">alistat02@yahoo.com</a>	Pemba	17/8/16
95	Sihaba Haji Vuai	M	Ministry of Agriculture, Natural Resources,	Officer in Charge	(255) 772467330	<a href="mailto:sihabavuai@yahoo.com">sihabavuai@yahoo.com</a>	Pemba	17/8/16

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			Livestock and Fisheries					
96	Haji Ali Mshindo	M	Mkinang'ombe Dispensary	Health Assistant	(255) 774619314		Pemba	17/8/16
97	Mbarouk Mussa Omar	M	Pemba Community Forest Organization	Executive Director	(255) 777427450	<a href="mailto:mbarouk@forestinternational.org">mbarouk@forestinternational.org</a>	Pemba	17/8/16
98	Mohamed Ali Saleh	M	Pemba Community Forest Organization	Water Safety Officer	(255) 774405636	<a href="mailto:mohd_1saleh@yahoo.com">mohd_1saleh@yahoo.com</a>	Pemba	17/8/16
99	Khatib Rashid Mselem	M	Kibubunze Haturudi nyuma Group	Chairman	(255) 772135556		Pemba	17/8/16
100	Juma Hamad Abd	M	Kibubunze Haturudi nyuma Group	Vice Chairman	(255) 777038612		Pemba	17/8/16
101	Zuwena Salim Ali	F	Kibubunze Haturudi nyuma Group	Member			Pemba	17/8/16
102	Mauridi Khamis Shaame	M	Kibubunze Haturudi nyuma Group	Treasurer	(255) 776464853		Pemba	17/8/16
103	Dadi Hamad Dadi	M	Kibubunze Haturudi nyuma Group	Secretary	(255) 773059328		Pemba	17/8/16
104	Hafidh Juma Bakari	M	Tanzania Meteorological Agency (TMA)-Zanzibar	Meteorologist	(255) 774681147	<a href="mailto:bahafidh2002@yahoo.com">bahafidh2002@yahoo.com</a>	Unguja	18/8/16
105	Masoud Makame Faki	M	TMA-Zanzibar	Meteorologist	(255) 777875244	<a href="mailto:maso.1978@yahoo.com">maso.1978@yahoo.com</a>	Unguja	18/8/16



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### 8.3. Annex 3: Comments to the Project Results Framework

Table 6. Comments to output and activities

Output	Activity		Comments
	Name (based on Table 2 (pp. 36-42). Note that Table 3 (pp. 43-51) presents different activities)	Further description (Actions)	
<b>Output 1:</b> Environment and Climate Change adaptation mainstreamed in National development planning processes as part of MKUZA-II	1.1 Identification of gaps and prioritized adaptation opportunities on Environment and climate change mainstreaming in MKUZA-II.	In depth assessment of climate change vulnerabilities which could underpin delivery of MKUZA-II, with a focus on delineating priority sites for supporting adaptation projects. ☐ Recruitment of Consultants; Identification of gaps and prioritized adaptation opportunities for integration of E&CC in MKUZA-II implementation; ☐ Articulated CC vulnerabilities for achieving MKUZA-II goals for key growth sectors including Water, Agriculture, Forest, Livestock, Fisheries, Tourism and	Key activity. Note that it includes identification of sectoral priorities and sites.  Why not infrastructure?

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implementation		Energy.	
	1.2 Develop and support implementation of Action Plan for mainstreaming Environment and Climate Change adaptation in MKUZA-II.		The difference with the previous activity is not huge, given that the former provides recommendations for future work. There is no clear indication on how they would be integrated.
	1.3 Support the process for mainstreaming of E&CC in Tourism, Agriculture and Water sector plans		What is the difference with activities 1.1 and 1.2? Does it refer to the implementation of the plan developed in 1.2? Why only these 3 sectors? Why not Forest, Livestock, Fisheries and Energy?
	1.4 Facilitate a consultative process within the government to build consensus on most effective process to coordinate mainstream Environment	Dialogue on strengthening coordination of E&CC mainstreaming in Key MDAs under the Leadership of NCCSC.	It seems important. Unclear how it will be integrated with the study and the plan, as it seems part of 1.2.

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	and climate change adaptation in key MDAs.		
	1.5 Contribute in supporting implementation of E&CC considerations in sector plans for relevant MDAs		What is the difference with activity 1.3?
	1.6 Establish, train and facilitate operationalization of E&CC focal points in key Ministries (Tourism, Agriculture, MNR)	Training of E&CC focal points in key MDAs. ☐ Financial support for Operationalization of E&CC focal points in key MDAs.	This does not seem to be integrated with the other activities, although it could be linked to the implementation of the plan. Why these ministries? Why is MNR included when it is not included in 1.3? How were the sectors prioritized?
<b>Output 2.</b> Zanzibar Climate Change Response Strategy developed.	2.1 Support the review, enhancement and elaboration of Tanzania NAPA to reflect the Zanzibar specific issues with the view of informing the Zanzibar CC strategy development process	Recruit consultants; ☐ Elaborated NAPA (2007) using Zanzibar sources of available data; ☐ Feeding of the results of elaborated NAPA into the process for development of Zanzibar CC strategy.	Relevant activity. However, the activity seems to include two different activities: the development of the NAPA and the integration of results into the development of the CC strategy, unless they are considered to be the same process.

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2.2 Support relevant studies for the purpose of providing necessary information for Developing Zanzibar Climate Change Strategy	<p>"Improved CC scientific data;          ☐ Conduct gender analysis to identify opportunities for gender mainstreaming in implementation of CC adaptation actions.          ☐ Articulation of needs of Zanzibar vis vis International Climate Change financing including GCF."</p>	Each study should be an activity. There is duplication in terms of the nature of the main activity. Isn't activity 1.1 linked to this? For the second study there is duplication with activity 5.4 on the economic cost of CC.
2.3 Support the process for developing Zanzibar component of National Appropriate Mitigation Actions (NAMAs).		Very vague. What does "support the process" mean? Does it mean to actually develop the NAMA?
2.4 Facilitate a stakeholder's driven process for developing Zanzibar Climate Change Response Strategy.	<p>"Hiring of a consultant for supporting process for developing Zanzibar CC strategy.          ☐ Facilitate stakeholders' involvement in the process of developing the strategy.          ☐ Process for endorsement of the strategy by key stakeholders."</p>	What is "Zanzibar CC Response Strategy"? Is it the NAPA, the NAMA, the plan to integrate CC into MKUZA II, the CC Strategy or something different? The process should be linked to 1.1, 1.2, 1.3, 2.1, 2.2, 2.3, so there is clear duplication.

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	2.5 Support implementation of pilot mitigation and adaptation projects as part of demonstrating implementation of the Zanzibar Climate Change response Strategy.		In which way is it different to 1.5? How are they articulated? Does it refer to implementation of activities in the ground? I assume it is.
<b>Output 3.</b> Strengthened Institutional Framework for improved Climate Change Governance in Zanzibar.	3.1 Facilitate operationalization of Zanzibar Climate Change Steering Committee (ZCCSC) for coordinating all the CC initiatives in Zanzibar		This is important, but in which way is it different to 1.4 and 2.4? There is duplication in studies, plans and processes.
	3.2 Facilitate a government process for reviewing Zanzibar Climate Change Institutional Framework with a purpose of strengthening coordination as a necessary step for maximizing negotiation capacity and improving the opportunity for accessing and effective implementation of available adaptation funding.	"Report on the review of Zanzibar CC institutional framework and recommended options for its strengthening. ☐ Presentation of results to the NSCCC for further actions. ☐ Well informed process initiated for strengthening Zanzibar CC Institutional Framework. ☐ Consultative process involving the views by Civil societies"	Relevant activity. The description duplicates, as the development of report has to be participative.
	3.3 Institutional capacity building for effective CC governance in Zanzibar based on participatory		This assessment should be part of 3.2

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	needs assessment		
	3.4 Technical and Financial assistance to ZVPO for operationalization of Institutional reforms for effective CC governance in Zanzibar.		Relevant activity, although poorly linked explicitly to the previous ones (3.2 study).
	3.5 Technical Assistance and financial support for effective functioning of climate change focal points in relevant MDAs in Zanzibar		Relevant activity, but it's duplicated. What is the difference with 1.6?
	3.6 Effective Preparations and participation in the Conference of Parties for relevant bilateral and multilateral agreements with emphasis on increasing the participation of women delegates.	"Articulation of Zanzibar needs vis-à-vis the AF, GCF etc ☐ Stakeholders process for preparing official position documents for Rio+20. ☐ Effective participation in Rio+20 Conference"	Lack of clarity on the focus of the activity: details on Rio+20 but reference to COP (probably to the UNFCCC) and climate funds such as AF and GCF. Duplication with activity 4.4 if COP UNFCCC. Participation on all international meetings should go together.
<b>Output 4.</b> Zanzibar Climate Financing	4.1 Establishment of a functional coordination unit at ZMoF for guiding the process for establishment of Zanzibar CC Financing Mechanism	Establishment of the coordination unit with clear TORs and work plans for guiding this process.	Relevant activity. Unclear what the activity will fund to "establish" the unit.

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Mechanism developed	4.2 Learning and knowledge experience sharing with other developing countries on the development of Climate Financing mechanisms.( Ecuador, Indonesia, Brazil, Bangladesh and Cambodia).	"Identify best options/model relevant for Zanzibar Climate Change Fund. ☐ Develop specific guidelines on the process for establishment of Zanzibar Climate Change Fund."	Poor articulation between the name and the description of the activity. The activity is the development of guidelines for which experiences from other countries should be considered. Why have those countries been chosen?
	4.3 Capacity building and technical assistance for key stakeholders on all aspects of international climate financing access.	"Conduct implementation capacity gaps at ZMoF and ZVPO1 for establishment and operationalization of ZCF ☐ Addressing existing implementation capacity gaps. ☐ Technical Advisor at ZMoF to support the process for establishment of ZCF during the first year of the project"	Does this refer to a study or to the implementation of its recommendations? The study should be explicitly indicated, either as a stand-alone activity or integrated in 4.2. In which way is the second part (support the process of establishment) different to 4.1?
	4.4 Development and implementation of a strategy for ensuring that Zanzibar gets a "fair share" of international climate financing, including participation in UNFCCC COP meetings.	"Develop a strategy for ensuring that Zanzibar gets a fair share of international climate funds. ☐ Preparations and effective participation of ZMoF staff involved on ZCF project in COP meetings."	This activity includes two distinct activities. In which way is the strategy different to 4.2? Shouldn't 4.2 be included in this strategy? The participation of ZMoF in COP meetings should be linked to 3.6.



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4.5 Undertake stakeholder engagement to identify needs and requirements for Zanzibar Climate Change Financing Mechanism	"Issues and options paper on the needs of Zanzibar for ZCF to be presented at the National Workshop on the design of the CC financing Mechanism; ☐ The paper should articulate Zanzibar's strategic goals on climate change and how the ZCF will help in achieving those goals."	Duplicated with 4.2, 4.3 and 4.4 as the development of the strategy, guidelines and capacity gap should include a participatory process.
4.6 Facilitate dialogue on the design consideration for Zanzibar Climate Change Financing Mechanism		Duplicated with 4.2, 4.3, 4.4 and clearly 4.5
4.7 Facilitation of the political process for endorsement of ZCF establishment		Unclear whether there is a need to separate it from 4.5 and 4.6, and 4.4
4.8 Support stakeholders' process for development and agreement on Monitoring Reporting and Verification (MRV) requirement		This should be part of previous processes (4.3 for the strategy and 4.5 for stakeholder engagement).
4.9 Support stakeholders' process for development and agreement on fiduciary management requirement		This should be part of previous processes (4.3 for the strategy and 4.5 for stakeholder engagement).

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	4.10 Support stakeholders’ process for development and agreement on the implementation arrangement including setting guidelines for gender-sensitive use of collective Climate Fund resources.		This should be part of previous processes (4.3 for the strategy and 4.5 for stakeholder engagement).
	4.11 Develop Resource Mobilization Plan and capitalization of the National Climate Change Fund		This should be part of previous processes (4.3 for the strategy and 4.5 for stakeholder engagement).
	4.12 Establishment the governing body for day to day oversight of the fund, which will include ensuring women’s full and effective participation and considering women’s rights and interests.		In which way is this different to 4.1?
	4.13 Launching of the ZCF with UNDP contributing some initial seed funding		In which way is this different to 4.1?
<b>Output 5.</b> Improved level of information availability and awareness on	5.1 Development and dissemination of information and awareness materials on climate change to the general public, private sector and rural communities with focus on holding meetings at times and places that work for women, use	Production and dissemination of short video clips, policy briefs, fact sheets with key CC facts on Zanzibar produced in both English to Kiswahili.	Relevant activity, although it introduces a new line (meetings) that is not developed latter.

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climate change impacts, adaptation strategies, environmental laws and regulation among the general public and rural communities.	accessible communication mediums, create opportunities for women to contribute information and recognize diversity among women.		
	5.2 Mapping climate-development linkages, institutional and policy context for climate change governance for identifying entry points and priority issues for adaptation integration in National development plans	"Quantitative analysis and documentation of climate-development links for Zanzibar; ☐ Report on Governmental, institutional and policy capacity gaps for CC adaptation integration in Zanzibar development plans."	In which way is different to studies in 1, 2, 3 and 4? This should be already covered.
	5.3 Conduct capacity building on climate change impacts and vulnerabilities to policy and decision makers in relevant MDA		Duplication with 1.6 and 3.5
	5.4 Compile Zanzibar specific evidence of social and economic costs of climate change impacts for key economic sectors in Zanzibar and identify benefits of investing in implementation of adaptation strategies		This study should be included above. There is duplication with 2.2, and it is clearly related to output 3

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5.5 Develop policy briefs for advocacy on integration of climate change adaptation into Zanzibar development plans		Which development plans? Local development plans? National development plans already covered in output 1. Policy briefs already explicitly considered in 5.1
5.6 Conduct workshops for capacity building and awareness on climate change impacts and vulnerability and related adaptation costs targeting women, local authorities and rural communities		Relevant. Note that there is a reference to this in 5.1, although it is better to distinguish them.
5.7 Support effective participation of Zanzibar in SIDS Network meetings.		Which meetings are these? It would be good to have an output integrating all international meetings (including 3.6 and 4.4).
5.8 Review of the Zanzibar Environmental Management for Sustainable Development Act of 1996.		Why here? This is not awareness raising but policy development or mainstreaming.
5.9 Develop and operationalize the National Environmental Management Action Plan for Zanzibar		Why here? This is not awareness raising but policy development or mainstreaming.

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	5.10 Engage with community leaders and CSOs in sensitization and dissemination of Environmental Management for Sustainable Development Act, Regulation and Policy. (CODECOZ)		Why is this not linked to general awareness raising on climate change? There should be one activity on this as the documents and workshops would cover the two topics.
	5.11 Facilitate development of by-laws and other practical tools for sustainable utilization of natural resources in consideration of the poor in Zanzibar.		Why here? This is not awareness raising but policy development or mainstreaming.
	5.12 Lessons learning for CC focal points from relevant MDAs and other project staff in VPO, DoE, MoWELS and MoFEA for supporting integration and linkage of project activities for effective delivery of the project		Not very clear why this is here when it's crosscutting.
<b>Output 6.</b> Strengthened capacity for increased use of sustainable low carbon energy	6.1 Develop a strategic plan for the Zanzibar Energy Act.		Relevant
	6.2 Establishing a national framework of phasing out incandescent bulbs and replacing them with energy efficient ones (Consider private sector partnership).		It's relevant but not clear whether the activity refers only to establishing the framework allowing PPP or to actually developing them, which should be a different activity.

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efficient technologies in Zanzibar.	6.3 Support promotion of Low Carbon Energy Technologies and services in pilot areas of Zanzibar		What does "support" mean?
	6.4 Advocate for the adoption of ISO supported standards on certified application of green technology in Zanzibar.		Advocate or adopt?
	6.5 Carry out situation analysis on stoves technology and the potential market for Zanzibar.		OK
	6.6 Facilitate rural households in adopting fuel efficient technology in order to alleviate pressure on forest		What does "facilitate" mean?
<b>Output 7.</b> Strengthened enabling environment for increased use of alternatives to	7.1 Conduct and disseminate a Zanzibar wide survey on leakage and develop appropriate forest-oriented alternative to biomass energy.		No clear what "leakage" refers to. Two different activities: development of a study and implementation of alternatives.
	7.2 Conduct baseline study to establish potential of efficient energy technologies and services to benefit from carbon benefits		What is the different with 6.5?

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forest-oriented biomass in Zanzibar	7.3 Review status and support the up-scaling of LPG initiatives on Zanzibar and Pemba Islands undertaken by the Forestry/Energy departments as an alternative to firewood and charcoal stoves.		This should be integrated in output 6.
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Table 7. Comments to activities, indicators, baselines and targets, after significant re-structuring.

Output	Activity	Indicator	Baseline	Target	Comment
Output 1	1.1 Identification of gaps and prioritized adaptation opportunities on Environment and climate change mainstreaming in MKUZA-II.			Articulation of CC vulnerabilities for achieving MKUZA-II goals for key economic growth sectors	No indicator and baseline. The target is non-specific (what does it mean to articulate CC vulnerabilities?)
	1.2 Develop and support implementation of Action Plan for mainstreaming Environment and Climate Change adaptation in MKUZA-II.				No indicator, baseline or target.

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1.3 Support the process for mainstreaming of E&CC in Tourism, Agriculture and Water sector plans	E&CC issues integrated in key sector plans.	Inadequate implementation of E&CC considerations in sector plans	ZVPO1 providing guidance to MDAs on integration and implementation of E&CC considerations in sector plan	There is no direct correlation between indicator, baseline and target: it is different to provide guideline and actually integrate issues in sector plans. The target is non-specific (what does it mean to provide guidance?, which sector plans?)
1.4 Facilitate a consultative process within the government to build consensus on most effective process to coordinate mainstream Environment and climate change adaptation in key MDAs.	Consensus on most effective approach for coordinating the mainstream E&CC adaptation in planning and implementation of National development strategies	There is no consensus adopted on most effective approach for coordinating CC adaptation in planning and implementation of development strategies		No target.
1.5 Contribute in supporting implementation of E&CC				No indicator, baseline or target.



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	considerations in sector plans for relevant MDAs				
	1.6 Establish, train and facilitate operationalization of E&CC focal points in key Ministries (Tourism, Agriculture, MNR)	Functional E&CC focal points exist in key MDAs	Focal points on E&CC in MDAs lack operational resources		No target.
				Stronger involvement of Ministry of Planning and Finance in establishment and implementation of CC initiatives.	There is no indicator and baseline for this. The target is non-specific (what does it mean to have stronger involvement?). The target is not related to any specific activity in output 1.
				At least 4 CC resilient initiatives that address risk vulnerability and CC impacts demonstrated at local level through this support.	There is no indicator and baseline for this. The target is more specific than others, but what does initiative mean? The target is not related to a specific activity in output 1.
Output 2	2.1 Support the review, enhancement and elaboration	Elaborated NAPA with more details of	Current NAPA not able to attract	Reviewed NAPA	Poor correlation of indicator, baseline and target, although the idea can be

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	of Tanzania NAPA to reflect the Zanzibar specific issues with the view of informing the Zanzibar CC strategy development process	Zanzibar specific issues in place.	funding for Zanzibar.		followed.
	2.2 Support relevant studies for the purpose of providing necessary information for Developing Zanzibar Climate Change Strategy	Study reports on needed adaptation efforts for Zanzibar in place	Specific and detailed asks for CC adaptation support for Zanzibar still poorly known.	Improved level of information on economic costs for CC impacts and needed adaptation efforts for Zanzibar.	No baseline. The target is non-specific (what does improved information mean?)
		Articulated Zanzibar needs of resources from GCF and other UNFCCC windows	Low awareness on available potential funding windows such as GCF under UNFCCC	Government of Zanzibar capacity enhanced, and taking up opportunities to access international CC financing	The indicator is poor written. There is no correlation between baseline and target: awareness of windows is different to capacity and taking up opportunities. The target is non-specific (what does enhanced capacity and taking up opportunities mean?) It refers to activity 2.2 or 5.4 for which there are already indicators, baselines

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				and targets.
2.3 Support the process for developing Zanzibar component of National Appropriate Mitigation Actions (NAMAs).	Draft NAMAs document with Zanzibar component.	Tanzania is yet to develop NAMAs	Tanzania NAMAs developed.	OK, although not very clear whether a NAMA has to be developed or a Zanzibar component of a NAMA has to be developed.
2.4 Facilitate a stakeholder’s driven process for developing Zanzibar Climate Change Response Strategy.	Stakeholder’s Consultations on Zanzibar CC response strategy.		Zanzibar CC response strategy developed	No baseline.
2.5 Support implementation of pilot mitigation and adaptation projects as part of demonstrating implementation of the Zanzibar Climate Change response Strategy.	Number of CC adaptation initiatives implemented at local level		Adaptation initiatives at local levels as part of implementation of Zanzibar CC response Strategy.	No baseline. The target is non-specific (how many initiatives? What does initiative mean? Where? Which specific interventions?). A target on output one refers to this as well.

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		Amount of funding obtained from CC opportunities unlocked for Zanzibar due elaborated NAPA		Policy makers & members of the public aware on potential impacts of CC to the economic sector increased and willing to take action	No baseline. Lack of correlation between indicator and target. Funding is different to awareness.
		Advocacy and awareness materials produced and in use.	Paucity of Climate Change scientific data for Zanzibar.		Poor correlation between indicator, baseline and original target. The CC strategy is not an advocacy and awareness material, neither exclusively scientific data. Target of CC strategy moved up.
Output 3	3.1 Facilitate operationalization of Zanzibar Climate Change Steering Committee (ZCCSC) for coordinating all the CC initiatives in Zanzibar	Frequency of NCCSC meetings with substantive Agenda	NCCSC has just been established in Zanzibar.	Consistency in NCCSC meetings maintained to at least once per quarter.	It would have been robust to indicate the total number of NCCCS meetings (tentatively 16), but the idea is fine and there is relative correlation between indicator (albeit poorly formulated), baseline and target. Note that this is included in output 1 but refers to output 3, in particular to

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					activity 3.1. I have moved it here.
		Appreciable institutional strengthening made to improve coordination of CC governance in Zanzibar.	Coordination of CC governance in Zanzibar still in its infancy.		There was already a indicator, a baseline and a target in output 1. Otherwise, lack of target (the target included in the corresponding line refers to learning).
	3.2 Facilitate a government process for reviewing Zanzibar Climate Change Institutional Framework with a purpose of strengthening coordination as a necessary step for maximizing negotiation capacity and improving the opportunity for	Political will, Financial and technical capacity provided to support institutional strengthening for CC governance.	MoF not traditionally involved in planning and implementation of CC initiatives.	Launching of a process for strengthening Zanzibar Institutional framework for CC governance.	Lack of correspondence between indicator, baseline and target. The indicator and the baseline seem to refer to all institutions, while the baseline refers to MoF. "Providing" (odd word) capacity is different to launching a process, which is itself non-specific. How is political will

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	accessing and effective implementation of available adaptation funding.				provided? No time reference.
	3.3 Institutional capacity building for effective CC governance in Zanzibar based on participatory needs assessment	High level endorsement of the role of sector MDAs in planning and implementation of CC initiatives.	Lack of funding for strengthening institutional capacity for CC governance.		No correspondence between indicator and baseline. No target.
	3.4 Technical and Financial assistance to ZVPO for operationalization of Institutional reforms for effective CC governance in Zanzibar.		While other LDCs have taken steps to reform CC institutional structures as part of improving coordination of	High-level officials from relevant MDAs have learned from example taken by other LDCs on institutional reforms for CC governance.	No clear activity or 4.2, which, as noted, misses the point. No indicator. The target is non-specific: how is learning measured?

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		CC governance like Zambia, Uganda, Nigeria and Kenya; Tanzania and Zanzibar are still lagging behind		
	3.5 Technical Assistance and financial support for effective functioning of climate change focal points in relevant MDAs in Zanzibar	Improved MDAs, ZMoF participation in planning, coordination and implementation of CC programmes		No baseline and target.
	3.6 Effective Preparations and participation in the Conference of Parties for relevant bilateral and multilateral agreements with emphasis on increasing the participation of women delegates.		Lack of funding for effective preparations and participation of Zanzibar in international meetings and Conference of Parties for relevant bilateral and multilateral	Funding is available for effective preparations and participation of more Tanzanians in international meetings and Conference of Parties for relevant bilateral and multilateral
				There isn't an indicator. This should not be availability of funding for preparation and participation, as the baseline and the target suggest, but number of meetings on which the country has participated properly (after preparing them). The current target is non-specific (how much

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			Parties for relevant bilateral and multilateral agreements		funding?). Moved down. Originally no alignment with activity.
Output 4	4.1 Establishment of a functional coordination unit at ZMoF for guiding the process for establishment of Zanzibar CC Financing Mechanism				No indicator, baseline or target.
	4.2 Learning and knowledge experience sharing with other developing countries on the development of Climate Financing mechanisms.( Ecuador, Indonesia, Brazil, Bangladesh and Cambodia).				No indicator, baseline or target.
	4.3 Capacity building and	Improved technical	Weak technical	Necessary capacity in place	After re-organizing them, there is



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	technical assistance for key stakeholders on all aspects of international climate financing access.	capacity and experience at RGoZ level on international climate financing and access.	capacity and experience at RGoZ level on international climate financing and access	as the foundation for ZCF establishment and operationalization.	correspondence. The target is non-specific (what exactly does capacity mean?).
	4.4 Development and implementation of a strategy for ensuring that Zanzibar gets a “fair share” of international climate financing, including participation in UNFCCC COP meetings.	Strategy for ensuring that Zanzibar gets a “fair share” of international climate financing in place.	There is no clear strategy for ensuring Zanzibar gets a “fair share” of international climate financing.	Strategy for ensuring that Zanzibar gets a “fair share” of international climate financing	After re-organizing them, there is correspondence. The target seems to be duplicated. And what is a “fair share”?
	4.5 Undertake stakeholder engagement to identify needs and requirements for Zanzibar Climate Change Financing Mechanism				No indicator, baseline or target.
	4.6 Facilitate dialogue on the design consideration for				No indicator, baseline or target.

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	Zanzibar Climate Change Financing Mechanism				
	4.7 Facilitation of the political process for endorsement of ZCF establishment	Endorsement of ZCF establishment at the highest level of the RGoZ.			No baseline and target.
	4.8 Support stakeholders’ process for development and agreement on Monitoring Reporting and Verification (MRV) requirement				
	4.9 Support stakeholders’ process for development and agreement on fiduciary management requirement				
	4.10 Support stakeholders’ process for development and agreement on the implementation arrangement				

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	including setting guidelines for gender-sensitive use of collective Climate Fund resources.				
	4.11 Develop Resource Mobilization Plan and capitalization of the National Climate Change Fund			Efforts for Resource Mobilization and Capitalization demonstrated for Zanzibar through the Zanzibar Climate Change Fund.	No indicator no baseline. No direct correlation in terms of number of line. The target is non-specific: what does "effort" mean?
	4.12 Establishment the governing body for day to day oversight of the fund, which will include ensuring women's full and effective participation and considering women's rights and interests.				
	4.13 Launching of the ZCF with UNDP contributing some initial seed funding			Zanzibar Climate Fund developed and effectively functioning	No indicator and baseline. Ultimately, it refers to several activities. How much funding?

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			Launching of both Political and Technical processes for the establishment of Zanzibar Climate Fund.	The target should not be one. It is not linked to one specific activity, but to several activities. Launching is not a relevant activity; what is relevant is what happens after it, and this must be explained.
		No mechanism in place for collecting and coordinating climate finances in Zanzibar	ZCF Governance Structure and reporting mechanisms in place	After re-organizing them, there is some correspondence between the baseline and target. The target seems duplicated. Indeed it is linked to several activities, which are themselves duplicated.
	Number of initiatives benefiting from International Climate Funds increased from the baseline situation	Low number of initiatives benefiting Zanzibar from Global Climate Funds (determine number at the start of the		After re-organizing them, there is correspondence between indicator and baseline, although the indicator is not properly written and the baseline is non-specific (what does "low number" mean? how many?). There is no target. And there isn't a link to a specific activity.

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			project)		
Output 5	5.1 Development and dissemination of information and awareness materials on climate change to the general public, private sector and rural communities with focus on holding meetings at times and places that work for women, use accessible communication mediums, create opportunities for women to contribute information and recognize diversity among women.	Number of awareness materials produced and disseminated (short climate witness videos, documentaries, policy briefs, posters, fact sheets with key CC facts in both English to Kiswahili).	CC information not readily available or understood by general public especially rural communities.	Number of video clips on climate witness, documentaries, policy briefs, posters, fact sheets with key CC facts on Tanzania produced in both English and Kiswahili.	There is correspondence between indicator and target, and to certain extent the baseline. But the target isn't actually a target, and the indicator should be disaggregated and the baseline should be more specific.

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	5.2 Mapping climate-development linkages, institutional and policy context for climate change governance for identifying entry points and priority issues for adaptation integration in National development plans			Quantitative information on climate-development links documented.	No clear relation with any of the other indicators and baselines. As a target it is non-specific (how will the links be documented? How is this information quantitative?). No correspondence in terms of the line.
	5.3 Conduct capacity building on climate change impacts and vulnerabilities to policy and decision makers in relevant MDA				No indicator, baseline or target.
	5.4 Compile Zanzibar specific evidence of social and economic costs of climate change impacts for key economic sectors in Zanzibar and identify benefits of investing in implementation of adaptation strategies	Report on evidence of social and economic costs of climate change impacts for Tanzania	Zanzibar specific evidence of social and economic costs of climate change impacts for key economic sectors and	At least 2 research undertaken and shared among MDAs - capturing evidence of social and economic costs for climate change impacts in Zanzibar.	After re-organizing, there is correlation between indicator, baseline and target. The target doesn't make sense. Why do you need two research processes instead of one? And is non-specific: Which type of research?

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		benefits for investing in adaptation initiatives are poorly known and often not documented		
	5.5 Develop policy briefs for advocacy on integration of climate change adaptation into Zanzibar development plans			No indicator, baseline or target.
	5.6 Conduct workshops for capacity building and awareness on climate change impacts and vulnerability and related adaptation costs targeting women, local authorities and rural communities	Activities reports such as of road shows, seminars workshops and national events conducted.		No baseline and target.

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	5.7 Support effective participation of Zanzibar in SIDS Network meetings.		E&CC focal points available in most MDAs, but have inadequate resources and working tools		No indicator, baseline or target. The baseline does not correspond to the activity.
	5.8 Review of the Zanzibar Environmental Management for Sustainable Development Act of 1996.				
	5.9 Develop and operationalize the National Environmental Management Action Plan for Zanzibar				
	5.10 Engage with community leaders and CSOs in sensitization and dissemination of Environmental Management for Sustainable Development Act, Regulation and Policy.				



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	(CODECOZ)				
	5.11 Facilitate development of by-laws and other practical tools for sustainable utilization of natural resources in consideration of the poor in Zanzibar.	Number of sites where by-laws governing implementation of CC adaptation strategies have been developed	By-laws and other practical tools for sustainable utilization of natural resources are urgently needed for many local communities.	Development of by-laws governing implementation of CC adaptation strategies that respect human rights for selected sites	After re-organizing, there is correlation between indicator, baseline and target. However, the target is not exactly a target, as it is not specific (how many bylaws are meant to be developed?). I have moved the line down, as there was no correlation of indicator, baseline and target with the activity.
	5.12 Lessons learning for CC focal points from relevant MDAs and other project staff in VPO, DoE, MoWELS and MoFEA for supporting integration and linkage of project activities for effective delivery of the project	Activities reports such as of road shows, seminars workshops and national events conducted.	Existing CC studies reports are scattered in various institutions and not available in popular versions		The link between the indicators and the baselines is poor. There aren't any targets.

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		"Documented research results/papers, and information that have been shared among MDAs."	Traditional adaptation strategies known to majority of people of Zanzibar		No correlation with activities and internally. No target
		"Perception, Knowledge and understanding of general public and MDAs on climate change impacts and adaptation options based on survey results."	Weak capacity on climate change impacts and vulnerabilities for policy and decision makers in relevant MDAs.		
Output 6	6.1 Develop a strategic plan for the Zanzibar Energy Act.	Strategic plan for implementation of Zanzibar energy Act in place	Zanzibar Energy Act is in place but not being actively implemented	Zanzibar energy Act being actively implemented.	After re-organizing, there is correspondence between indicator, baseline and target. However, the target isn't specific (what does it mean

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				to be "actively implemented"?)
6.2 Establishing a national framework of phasing out incandescent bulbs and replacing them with energy efficient ones (Consider private sector partnership).	Framework for phasing out incandescent bulbs in place	Incandescent bulbs still being used in Zanzibar.	Significant reduction on the use of incandescent bulbs in Zanzibar.	After re-organizing, there is correspondence between indicator, baseline and target. However, the target isn't specific (what does "significant" mean?)
6.3 Support promotion of Low Carbon Energy Technologies and services in pilot areas of Zanzibar	Adoption of ISO standards in Zanzibar.	ISO standards not adopted by Zanzibar.	ISO standards adopted by Zanzibar.	After re-organizing, there is correspondence between indicator, baseline and target. However, the target is a bit non-specific (Which ISO standards?)
6.4 Advocate for the adoption of ISO supported standards on certified application of green technology in Zanzibar.	Increase use of Local carbon energy efficient technologies in Zanzibar	Low awareness and insignificant scale on the use of existing low carbon energy	Scaled up use of sustainable energy sources.	After re-organizing, there is correspondence between indicator, baseline and target. However, the target isn't specific (what does it mean to scale them up? Which technologies

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			efficient technologies leading to decimation of Zanzibar coastal forests		specifically?)
	6.5 Carry out situation analysis on stoves technology and the potential market for Zanzibar.				No indicator, baseline or target.
	6.6 Facilitate rural households in adopting fuel efficient technology in order to alleviate pressure on forest				No indicator, baseline or target.
Output 7	7.1 Conduct and disseminate a Zanzibar wide survey on leakage and develop appropriate forest-oriented alternative to biomass energy.				Indicators, baselines and targets are not provided.
	7.2 Conduct baseline study to				

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	establish potential of efficient energy technologies and services to benefit from carbon benefits				
	7.3 Review status and support the up-scaling of LPG initiatives on Zanzibar and Pemba Islands undertaken by the Forestry/Energy departments as an alternative to firewood and charcoal stoves.				