

UN JOINT PROGRAMME

FINAL REPORT

Evaluation of the United Nations joint
programme to support
Tanzania's Productive Social Safety Net (PSSN)

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programme to support
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The evaluation was conducted by:

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April 2018

ACKNOWLEDGEMENT

The effectiveness with which this evaluation was conducted was made possible because partners availed themselves fully during the effective four days' of data collection inclusive of travelling to Zanzibar and facilitating all data collection there. This was mainly owed to Ms. Tumpe M. Lukongo, TASAF Agricultural and Research Specialist and Ms. Patricia Matogo, TASAF Monitoring and Evaluation Officer, who mobilised all relevant TASAF staff from the Executive Director to departmental managers and trainers in Dar es Salaam and ultimately involving field staff and beneficiaries in Zanzibar. This made it possible to conduct a wide range of interviews across all level of experiences and levels and types of responsibilities despite having a few days only for data collection.

In the UN context, Aine Mushi, from the UN Resident Coordinator's Office was very helpful throughout the evaluation engagement from the first preparations to arrangements of all logistics during the data collection exercise. Key joint programme focal points from UN agencies namely, Paul Quarles Van Ufford and Vu Manh Hong (UNICEF), Bwijo Bwijo and Aehyun Park (UNDP), Furaha Mafuru (UNFPA) and Dampu Ndenzako (ILO) and among non-TASAF partners did also avail themselves within these few days and with a very short notice. They all made this evaluation possible and a very positive experience.

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LIST OF ACRONYMS

ATE	Association of Tanzania Employers
CSO	Civil Society Organisation
DFID	Department for International Development (DFID)
FGD	Focus Group Discussion
FP	Family Planning
FYDPII	Five Year Development Plan 2016/17–2020/21
GoT	Government of Tanzania
HBS	Household Budget Survey
HH	Households
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ILO	International Labour Organisation
IYCF	Infant and young child feeding
JP	Joint Programme
KMS	Knowledge Management System
LE	Livelihood Enhancement
LG	Local Government
M&E	Monitoring and Evaluation
MOFP	Ministry of Finance and Planning
NBS	National Bureau of Statistics
NSPF	National Social Protection Framework
OECD	Organisation for Economic Co-operation and Development
PAA	Project Area Authority
PSSN	Productive Social Safety Net
SP	Social Protection
PMS	Poverty Monitoring System
SRH	Sexual Reproductive Health
SWOT	Strengths, weaknesses, opportunities and threats analysis
TASAF	Tanzania Social Action Fund
TUCTA	Trade Union Congress of Tanzania
UNCT	UN Country Team
UNDP	United Nation Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children’s Fund
UNDAP	United Nations Development Assistance Programme
WB	World Bank
ZANEMA	Zanzibar Employer’s Association
ZATUC	Zanzibar Trade Union Congress

EXECUTIVE SUMMARY

Programme Context

Over the past decade, Tanzania has experienced an impressive average annual GDP growth rate of 7%. However, contrary to the widespread expectations of many, the high growth rate did not result in commensurate poverty reduction. With exception of some notable progress in a few areas such as child survival (reduction of child mortality rates) and school enrolment, improvements in the overall status of human development in Tanzania are only marginal. Despite high GDP growth rates during the last decade, the poverty rate has only marginally declined from 34.2% in 2007 to 28.2% in 2012.

Population dynamics play an important role in the process of economic transformation, not only in terms of the rate of population growth, but also its age and sex distribution. The growth rate of the population of Tanzania mainland is at 2.7% per annum (NBS 2013). This national average population growth rate ranks as one of the fastest in the world, and translates to a net total of about 1.2 million people added to the population annually (Wuyts and Kilama 2014).

Acknowledging that the majority of poor people live in rural areas it is relevant to consider the potential of agri-based income. There is substantial potential for transforming agriculture in Tanzania. Agribusiness is another area in the agricultural sector where Tanzania has a comparative advantage and sizable potential for employment generation. Agribusinesses can enhance poverty reduction efforts and small-scale farmers' productivity. Through value chain analysis, various empirical studies have shown the potential of agribusiness in stimulating economic growth, thereby impacting positively on poverty reduction¹

Human capital development has proved to be a key ingredient in the overall socio-economic development of nations and is one of the key considerations for investors when selecting potential investment locations. Not only does high quality growth require healthy and educated citizens, but universal access to education is the best way to ensure open access to jobs and through that, social mobility and economic empowerment of all people.

While there have been efforts in this regard, they are insufficient. Finally, the quality of governance has to be improved, including a broader participation of citizens and civil society organizations.²

National Social Security and Protection Measures at Time of Intervention

With the aim to curb the negative human capital development the National Social Security Policy was enacted (2003) to expand the coverage of social security under the Prime Minister's office Labour Employment, Youth and people with Disability (PMO –LEYD) to harmonise the existing funds and to reduce fragmentation. The policy consists of a three-tier based system designed to cater for different needs of protection for different categories of people depending on their level of incomes. Tier one, which is financed by the government, caters for those who are not able to purchase social security services e.g. sick, disabled, elderly etc. Tier two caters for those who can contribute and is compulsory and supervised by the government. Tier three caters for those who can afford to supplement their Tier two security by purchasing commercial insurance benefits.

The Government of Tanzania (GoT) has implemented a number of measures to enhance the social protection system as part of national priorities to be implemented through the "National Strategy for Growth and Reduction of Poverty (NSGRP)" popularly known as MKUKUTA & MKUZA. The social protection goals of the NSGRP are concerned with the provision of adequate social protection and the rights of the vulnerable with basic needs services and protection in mainland Tanzania, as well as to improve safety nets and social protection for poor and vulnerable groups in Zanzibar.

With the aim to improve the coordination of the multiple and diverse social protection related policies and strategies, a work was initiated in 2013 developing a National Social Protection Framework (NSPF) under the Office of the Prime Minister. Meanwhile the NSPF was not approved by Cabinet (Policy and

¹ UNDP's report on: Human Development in Tanzania, 2014

² Extracts from UNDP: Human Development Report for Tanzania, 2014

Coordination department), and it was instead decided to prepare a National Social Protection Policy (NSPP), which should merge and strengthen the content and intentions of the two documents.

In the early 2000s, realizing that rapid economic growth may not be sufficient to substantially and sustainably reduce extreme poverty and inequality, the Government of Tanzania (GoT) established the Tanzania Social Action Fund (TASAF) as one of the National Strategy for Growth and Reduction of Poverty (NSGRP) implementation initiatives to ensure more inclusive growth.

Based on the success with TASAF I and II interventions, in 2013 Government of Tanzania decided to design and implement the Tanzania Productive Social Safety Net programme (TASAF III – PSSN.) The objective of TASAF III was to increase household (HH) consumption while improving human development indicators and helping beneficiaries save and invest for income generation, HH asset accumulation, and therefore be on the path out of extreme poverty.

Initially PSSN had targeted 275,000 HHs. In 2013 the Government and Development Partners (DPs) agreed to expand the scope to reach all 1.2 million food insecure households by December 2015, in order to contribute to the achievement of Millennium Development Goals (MDGs). However, the new Household Budget Survey Report of 2012 necessitated the adjustment of this figure to over 920,000 households due to reduction in the percentage of food poor households from 18 percent in 2007 to 9.7 percent in 2012.

TASAF III used a combination of four elements to successfully identify programme beneficiaries, involving:

- a) Geographical mechanism to identify and select districts, wards and villages and allocate an appropriate level of resource;
- b) Community targeting to identify extremely poor and vulnerable households in selected villages;
- c) Proxy Means Test to verify and minimize inclusion errors; and
- d) Community Validation test to confirm the results of the community targeting and Proxy Means Test.

JP Programme Support

In February 2014, the Government of Tanzania, through the Ministry of Finance requested the UN Resident Coordinator and UNDP Resident Representative to provide support to this scaling up of PSSN being operationalized through the 3rd Tanzania Social Action Fund (TASAF III). This was being done to ensure a more inclusive growth.

The UN Country Team (UNCT) in Tanzania, therefore, was supporting the Government of Tanzania as requested while strengthening the coordination of social protection interventions across sectors through a Joint Programme (JP) implemented by UNDP, UNICEF, ILO and UNFPA. Each UN Agency covered a specific area of intervention.

The JP, which was designed in consultation with the Ministry of Finance and the Tanzania Social Action Fund (TASAF), focused at strengthening linkage between policy level and downstream community interventions; filling the existing gaps in the PSSN, and complementing ongoing efforts being implemented through TASAF, to ensure programme sustainability.

The support to the scale-up of the PSSN was consistent with the intentions of Vision 2025, the Tanzania Second Five Year Development Plan 2016/17–2020/21 (FYDP II) and the Human Rights Action Plan from 2013. UN's Development Assistance Programme (UNDAP) supported these national plans.

The strategic approach of the JP was three-pronged. At the *macro-level*, it focused on support to finalisation and operationalisation of the National Social Protection Framework (NSPF) to strengthen inter-sectoral coordination to address supply-side issues. At the *meso-level*, the JP aimed at enhancing efficiency and effectiveness of PSSN by strengthening programme implementation and delivery systems e.g. TASAF M&E systems in 22 PAAs. At the *micro-level*, the JP planned to strengthen sustainable livelihoods and resilience mechanisms for PSSN that will allow PSSN beneficiaries to accumulate human capital, improve consumption and well-being and graduate and exit the programme. This was mainly done as training of relevant stakeholders at the time of cash transfer.

Purpose and Scope of the Evaluation

This evaluation assessed the performance and results of the Joint Programme, titled “Joint programme to support Tanzania’s Productive Social Safety Nets (PSSN)”. It was a final evaluation of the programme phase which was implemented during May 2015- Sept 2017. The overall goal of the PSSN JP evaluation was to promote accountability, organizational learning, stock-taking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs with the view to inform the formulation of potential new programmes in the field of Social Protection.

The choice of methodology took into account the relatively limited time allocated for data collection, namely seven days, which excludes choice of comprehensive and complex methods. Further, there were consistent discussion with the JP agencies during the preparation period. In addition, the delay in implementation had resulted in some activities being completed after closing of programme activities. The methodology came to comprise the following methods:

- Desk review
- Semi-structured questions
- Focus Group Discussion
- Validation – triangulation

Adhering to OECD/DAC criteria the evaluation was designed to assess: Relevance, effectiveness, efficiency, impact and sustainability guided by an evaluation matrix³.

The programme was developed on request from TASAF and was a response to expressed needs. The JP was as a consequence relevant to GoT. When the Social Protection Framework was not approved, new needs arose to which the JP responded accordingly.

In addition, the JP design was guided by a number of key issues that emanated from the World Bank/partners mission and stakeholder consultations.

The JP intention was to address multiple poverty factors parallel through:

- Income opportunities
- Better nutrition resulting in improved health and subsequently fewer visits to health clinics in combination with more energy to invest in income generating activities (IGAs) and schooling.
- Family planning with the view to have fewer, healthier family members to cater for.

Key Findings and Recommendations

Due to the change in GoT focus from Social Protection Framework to development of a Social Protection Policy JP inputs were to some extent delayed and had to reflect arising needs. The total output level achievements are estimated at around 80% of full delivery⁴.

Overall, quite a number of products have been developed in terms of new systems and structures (e.g. M&E, communication and advocacy strategy, nutrition training materials and LE training guideline) all of which is at draft level and/or needing approval, testing amendment and scaling-up.

The findings resulted in good practices and lessons learned across all three levels of JP operation involving macro, meso and micro level interventions. Especially the strong involvement of beneficiaries at all three levels was greatly appreciated by the stakeholders and is therefore likely to ensure sustainability at the sites of implementation.

Key recommendations encompass:

At JP level:

- If choosing the JP model for a next phase there is need for defining purpose, participating agency competency in this JP, while establishing joint functions (e.g. research on topics relevant for the support or inspiration visits with partners) apart from having coordination meetings.

³ Annex 4

⁴ The estimate is based on a counting of achievements into activities which were ongoing on at time of programme expiry and almost complete or under completion, and those that had been completed. The estimate was based on the final SDG-F report from the JP.

At macro level - support of:

- Finalisation and implementation plan of Social Protection Policy, M&E system and Advocacy Strategy. To have effective and efficient communication it will be relevant to included development of a Knowledge Management System defining how data and information from the M&E system should be shared.
- Capacity development of staff across all levels of implementation. It is recommended to widen the scope of capacity development and apply the OECD/DAC definition of capacity development⁵.

At meso level – support of:

- Finalisation and upscaling of Stawisha Maisha.
- Capacity development of meso-level monitoring staff.
- Capacity development of agricultural extension system if focusing on agri-based LE in TASAF phase IV.
- Development of skilled training relevant for local IGA, e.g. hands-on training in new agricultural products⁶, which will implicitly lead to other IGA in terms of processing, distribution, production of locally made incubators etc.

At micro level – support of:

- Capacity development of M&E staff at district level.
- Continued and diversified efforts in nutrition, SRH and HIV/AIDS
- Development of skilled training relevant for local IGA, e.g. hands-on training in new agricultural products.

Support of agri-based LE would as well support activities in nutrition and HIV/AIDS.

⁵ Understood as development of: Systems, structures, knowledge and skills, infrastructure, equipment and work environment

⁶ Songhai model (www.songhai.org/index.php/en/home-en) , farmer field schools or similar

1. BACKGROUND

1.1 Programme context

Over the past decade, Tanzania has experienced an impressive average annual GDP growth rate of 7%. However, contrary to the widespread expectations of many, the high growth rate did not result in commensurate poverty reduction. With exception of some notable progress in a few areas such as child survival (reduction of child mortality rates) and school enrolment, improvements in the overall status of human development in Tanzania are only marginal. In fact, the country has fallen seven positions in the Global UNDP's 2014 Human Development Index ranking. Economic growth by itself has failed to expand the ability of the majority of Tanzanians to lead the kind of lives they value. Economic growth, however welcome and necessary, is not enough.

Despite high GDP growth rates of over 7% during the last decade, the poverty rate has only marginally declined from 34.2% in 2007 to 28.2% in 2012. A clearer picture on poverty in Tanzania is manifested by the poverty profile which demonstrates low living standards amongst many households. In relation to this is a well-known fact that poverty in Tanzania is a rural phenomenon where living standards are worse off compared to those of urban households. For example, while the use of electricity for lighting has doubled from 10% in 2002 to 21% in 2012, usage in rural areas is still only at 8% (compared to 49% in urban areas). Moreover, 67% of households in Tanzania live in dwellings with floors made of earth, sand, or dung, while 63% of households have no access to piped water as the main source for drinking.

With regard to health, Tanzania has made significant progress in the last decade. Life expectancy rose from 51 years in 2002 to 61.8 years in 2012. Infant mortality declined from 51 deaths per 1000 live births in 2010, down to 43 in 2015. The MDG of reducing infant mortality down to 38 deaths per 1000 live births by 2015 thus seems achievable. Under-nutrition, however, remains one of the largest threats to human development in Tanzania. Caloric availability at the household level has hardly improved since 1997, and chronic malnutrition is estimated to be an underlying cause of over one third of under-five year old deaths.

The situation of education in Tanzania is mixed. On the positive side, since the early 2000s, Tanzania's education sector has witnessed impressive achievements in school enrolments at all levels. For example, 80% of primary school-age children (age 7–13) now attend school. On the negative side, however, the quality of education offered by Tanzania's education system is low. In addition, the country's education sector is characterized by increasing student dropout cases, along with a lack of competencies and reduced morale and motivation among teachers. Given the importance that a well-educated population has for economic transformation and human development, this status may be viewed as major stumbling block to progress at micro, meso and macro level.

Population dynamics play an important role in the process of economic transformation, not only in terms of the rate of population growth, but also its age and sex distribution. The growth rate of the population of Tanzania mainland is at 2.7% per annum (NBS 2013); the higher the rate of growth of the population, the younger the population structure. This national average population growth rate ranks as one of the fastest in the world, and translates to a net total of about 1.2 million people added to the population annually (Wuyts and Kilama 2014).

In spite of structural change in terms of GDP share, the sectoral distribution of employment has remained largely stationary. Still, around 80% of Tanzanians work in agriculture. Given the rapidly rising population over the period, this stagnant share of employment in agriculture reflects a large increase in real terms of those dependent on agriculture for their livelihood. In terms of non-agricultural sectors, industry has the lowest share in employment of less than 5%. Services account for around 15% of total employment. Seventy-nine per cent of employment in the service sector is informal – with an upward tendency.

Unexploited potentials include:

There is substantial potential for transforming agriculture in Tanzania. Tanzania's agriculture is based on the availability of land suitable for irrigation. Out of 44 million hectares suitable for agriculture..... only 345,690 hectares are under improved irrigation infrastructure.

Agribusiness is another area in the agricultural sector where Tanzania has a comparative advantage and sizable potential for employment generation. Agribusinesses can enhance poverty reduction efforts and small-scale farmers' productivity. Through value chain analysis, various empirical studies have shown the potential of agribusiness in stimulating economic growth, thereby impacting positively on poverty reduction. Other crops which could also be substantially increased include a range of along with spices such as paprika, vanilla, cardamom, pepper and ginger. The lost opportunity and potential in Tanzania can clearly be gauged by the massive post-harvest loss of fruits and other horticulture products

Rather than focusing on the mere expansion of output, there is need to emphasize the importance of changing qualitative features of production that occur through the growth process. It needs an economic transformation for human development. For economic transformation to work for human development, it is crucial that the transformation process goes hand in hand with the creation of employment opportunities, income growth, as well as social provisions. Put it differently, a meaningful economic transformation requires inclusive growth characterized by widespread poverty reduction and improvements in living standards.

Human capital development has proved to be a key ingredient in the overall socio-economic development of nations and is one of the key considerations for investors when selecting potential investment locations. Not only does high quality growth require healthy and educated citizens, but universal access to education is the best way to ensure open access to jobs and through that, social mobility and economic empowerment of all people. To link economic transformation with human development, it is thus crucial to increase public expenditures in these sectors.

Apart from investing in education and health, other government policies are central to creating conditions necessary for human development. There is need to provide greater access to productive assets and resources such as land, credit, and appropriate infrastructure. While there have been efforts in this regard, they are insufficient. Finally, the quality of governance has to be improved, including a broader participation of citizens and civil society organizations.⁷

1.2 NATIONAL SOCIAL PROTECTION MEASURES

In 2003, the National Social Security Policy was enacted to expand the coverage of social security under the Ministry of Labour and Employment, to harmonise the existing funds and to reduce fragmentation. The policy indicated three major areas in the development of a social security system, namely mandatory schemes, social assistance to the vulnerable, and voluntary market-based schemes. The policy also established the Social Security Regulatory Authority (SSRA), which sets the agenda and implements the Social Security Reform Programme with a focus on extension of coverage, including informal workers.⁸

The Government of Tanzania (GoT) has implemented a number of measures to enhance the social protection system as part of national priorities to be implemented through the "National Strategy for Growth and Reduction of Poverty (NSGRP)" popularly known as MKUKUTA & MKUZA. The social protection goals of the NSGRP are concerned with the provision of adequate social protection and the rights of the vulnerable, with basic needs services and protection in mainland Tanzania, as well as to improve safety nets and social protection for poor and vulnerable groups in Zanzibar.

The existing mandatory Social Security Schemes currently cover about 8.1% of the population, deemed low as compared to most low income countries where it is about 25%. Social assistance coverage is

⁷ Extracts from UNDP: Human Development Report for Tanzania, 2014

⁸ UN Fact sheet – Social Protection in Tanzania

also limited. Overall, over 90% of the population, including almost all informal sector workers, the self-employed and the unemployed, do not have protection in case of vulnerability to life contingencies, livelihood shocks or severe deprivation. Through various initiatives the government support the elderly, persons with disabilities, people living with Aids, children under five, most vulnerable children etc.⁹

1.2.1 From social security to social protection

With the aim to improve the coordination of the multiple and diverse social protection related policies and strategies, a work was initiated developing a National Social Protection Framework (NSPF) under the Office of the Prime Minister. The NSPF should help synthesize current social protection efforts as well as develop an optimal mechanism of social protection measures, in collaboration with key ministries and other stakeholders.

Meanwhile the National Social Protection Framework (NSPF) was not approved by Cabinet and it was instead decided to prepare a National Social Protection Policy (NSPP), which should merge and strengthen the content and intentions of the two documents with the view to have a strong and actual policy coordinating and guiding the national social protection efforts.

1.2.2 Tanzania Social Action Fund (TASAF)¹⁰

In the early 2000s, realizing that rapid economic growth may not be sufficient to substantially and sustainably reduce extreme poverty and inequality, the Government of Tanzania (GoT) established the Tanzania Social Action Fund (TASAF) as one of the National Strategy for Growth and Reduction of Poverty (NSGRP) implementation initiatives to ensure more inclusive growth. The implementation of the first two phases of TASAF achieved impressive results in facilitating community access to social services through infrastructure projects such as schools, health facilities and water points reaching 7.3 million people in TASAF I and 16.1 million in TASAF II.

Based on this success, in 2013 Government of Tanzania decided to design and implement the Tanzania Productive Social Safety Net programme (TASAF III – PSSN.) The objective of TASAF III was to increase household (HH) consumption while improving human development indicators and helping beneficiaries save and invest for income generation, HH asset accumulation, and therefore be on the path out of extreme poverty. The objectives of the scaling-up of the PSSN were to be achieved through the following components:

- a) *Establishment of a National Safety Net incorporating transfers linked to participation in public works and adherence to co-responsibilities;*
- b) *Support to community driven interventions which enhance livelihoods and increase incomes (through community savings and investments as well as specific livelihood enhancing grants);*
- c) *Targeted infrastructure development (education, health and water) to enable poor communities to realize the objectives of the safety net;*
- d) *Capacity building to ensure adequate programme implementation by communities, Project Area Authorities/Districts and at the national level.*

Initially PSSN had targeted 275,000 HHs. In 2013 the Government and Development Partners (DPs) agreed to expand the scope to reach all 1.2 million food insecure households by December 2015, in order to contribute to the achievement of Millennium Development Goals (MDGs) especially cluster 1 (Hunger and Poverty). However, the new Household Budget Survey Report of 2012 necessitated the adjustment of this figure to over 920,000 households due to reduction in the percentage of food poor households from 18 percent in 2007 to 9.7 percent in 2012. As of September 30, 2017, the registry has

⁹ UN Fact sheet – Social Protection in Tanzania

¹⁰ UN Fact sheet – Social Protection in Tanzania

a total of 1,363,448 targeted households with 5,726,101 beneficiaries and 1,118,741 enrolled households with 5,127,730 direct beneficiaries¹¹.

TASAF III used a combination of four elements to successfully identify programme beneficiaries, involving:

- e) Geographical mechanism to identify and select districts, wards and villages and allocate an appropriate level of resource;
- f) Community targeting to identify extremely poor and vulnerable households in selected villages;
- g) Proxy Means Test to verify and minimize inclusion errors; and
- h) Community Validation test to confirm the results of the community targeting and Proxy Means Test.

¹¹ TASAF, 2017

2. JOINT PROGRAMME FOCUS

2.1 INTRODUCTION

In February 2014, the Government of Tanzania, through the Ministry of Finance requested the UN Resident Coordinator and UNDP Resident Representative to provide support to this scaling up of PSSN being operationalized through the 3rd. phase of Tanzania Social Action Fund (TASAF III). This was being done to ensure a more inclusive growth.

The UN Country Team (UNCT) in Tanzania, therefore, was supporting the Government of Tanzania as requested while strengthening the coordination of social protection interventions across sectors through a Joint Programme (JP) implemented by UNDP, UNICEF, ILO and UNFPA. Each UN Agency covered a specific area of intervention based on their technical expertise, experiences, and comparative advantages.

The JP, which was designed in consultation with the Ministry of Finance and TASAF, focused at strengthening linkage between policy level and downstream community interventions; filling the existing gaps in the PSSN, and complementing ongoing efforts being implemented through TASAF, to ensure programme sustainability.

The support to the scale-up of the PSSN was consistent with the intentions of Vision 2025 and the Tanzania Second Five Year Development Plan 2016/17–2020/21 (FYDP II) and the Human Rights Action Plan from 2013. UN's Development Assistance Programme (UNDAP) supported these national plans, among others through a Social Protection Outcome supporting the *Government of Tanzania in coordinating a multi-sectoral social protection response to the needs of the economically deprived and vulnerable groups*. Furthermore, the UN support offered PSSN ways to connect international norms and standards on human rights, gender equality and environmental sustainability in its implementation.

The strategic approach of the JP was three-pronged. At the *macro-level*, it focused on support to finalisation and operationalisation of the National Social Protection Framework (NSPF) to strengthen inter-sectoral coordination to address supply-side issues. At the *meso-level*, the JP aimed at enhancing efficiency and effectiveness of PSSN by strengthening programme implementation and delivery systems e.g. TASAF M&E systems in 22 PPA. At the *micro-level*, the JP planned to strengthen sustainable livelihoods and resilience mechanisms for PSSN that will allow PSSN beneficiaries to accumulate human capital, improve consumption and well-being and graduate and exit the programme. For the nutrition and Reproductive Health part was mainly done as training of relevant stakeholders at the time of cash transfer.

2.2. STATUS OF THE JP PROGRAMME SUPPORT TO TASAF

The implementation of the first two phases of TASAF achieved impressive results in facilitating community access to social services through infrastructure projects such as schools, health facilities and water points reaching 7.3 million people in TASAF I and 16.1 million in TASAF II. Moreover, in TASAF II community based conditional cash transfers (CB-CCT) were piloted in the three districts of Bagamoyo, Kibaha and Chamwino targeting extremely poor households.

Phase III (PSSN - TASAF-III) so far has achieved additional substantial results. The Programme has managed to target and enrol total number of 5,037,632 direct beneficiaries in 161 PAAs which reflects 84.0 percent of the target of about 6 million direct beneficiaries. Majority 39.0 per cent of beneficiaries are of school age, between 6 and 18 years while 17.3 per cent are children between 0 and 5 years who are supposed to attend clinic.

By January 2017, a total of 161 PAAs have paid a total of TZS 391,239,435,000 has so far been transferred to 161 PAAs and paid as grant to 1,055,095 beneficiary households in 9,824 villages.

The PSSN is seen as a major component of TASAF that seeks to put in place the building blocks of a permanent national social safety net system in Tanzania in the context of a National Social Policy. The Joint Programme was implemented between May 2015 and September 2017.

It was with this background and on request of TASAF that the JP programme was designed and funds obtained from SDGF in combination with matching funds.

The programme had the following participating UN agencies:

- International Labour Organization (ILO)
- United Nations Children's Fund (UNICEF), and
- United Nations Population Fund (UNFPA)
- United Nations Development Programme (UNDP)

Below an overview over the allocation of SDGF Funds to each agency [at the time of evaluation](#):

UN Agency	Total approved funds	Total funds Transferred till end	Total funds committed to date	Total funds disbursed till end
United Nations Development Programme (UNDP)	462,114.00	462,114.00	58,856.74	403,257.26
United Nations Children's Fund (UNICEF)	653,127.00	610,028.00	301,935.00	308,835.00
United Nations Population Fund (UNFPA)	210,000.00	209,798.00	-	209,798.00
International Labour Organization (ILO)	174,759.00	174,759.00	-	174,759.00
Total	1,500,000.00	1,456,699.00	360,791.74	1,096,649.26

Matching Funds included:

Name of source	Total approved funds	Total funds Transferred to date	Total funds committed to date	Total funds disbursed to date
UNDP	1,500,000.00	1,100,000.00		998,585.00
UNICEF	350,000.00	475,487.00	24,110.00	460,017.00
UNFPA	300,000.00		140,000.00	110,000.00
ILO	30,000.00	154,250.00		154,250.00
Total	1,500,000.00	1,729,737.00	164,110.00	1,722,852.00

The matching funds enabled engagement in complementary support activities, which were not funded by the SDGF with aim to have synergy effect from combining activities.

Local Partners comprised:

- Prime Minister's Office
- Tanzania Social Action Fund (TASAF),
- Ministry of Finance and Planning,
- Ministry of Labour, Employment and Youth Development,
- Ministry of Health

- Ministry of Community Development, Gender, Elderly and Children
- Social Security Regulatory Authority,
- Local Government Authorities,
- Trade unions and Employers associations for both Tanzania mainland and Zanzibar
- Marie Stopes
- KIWOHEDE
- Chama Cha Uzazi Bora Tanzania – UMATI,
- Minister of Empowerment, Adults, Youth, Women and Children- Zanzibar
- Ministry of Health – Zanzibar

3. EVALUATION SCOPE AND METHODOLOGY

3.1 PURPOSE AND SCOPE OF THE EVALUATION

This evaluation assessed the performance and results of the Joint Programme, titled “Joint programme to support Tanzania’s Productive Social Safety Nets (PSSN)”. It was a final evaluation of the programme phase which was implemented during May 2015- Sept 2017. The overall goal of the PSSN JP evaluation was to promote accountability, organizational learning, stock-taking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs with the view to inform the formulation of potential new programmes in the field of Social Protection.

It is essential to notice that the evaluations concerns the UN Joint Programme efforts only, and not the efforts, performance and achievements of the wider PSSN or TASAF.

The final evaluation of the PSSN Joint Programme had the following specific objectives:

1. Measure to what extent the joint programme has contributed to solve the needs and problems identified in the design phase
2. To measure joint programme’s degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised
3. Measure to what extent the joint programme has attained the results originally foreseen in their project document, M&E frameworks, etc.
4. To measure the impact of the joint programme on the achievement of the SDGs
5. To identify and document substantive lessons learnt and good practices on the specific topics of the thematic areas and crosscutting issues: gender, sustainability and public private partnerships.
6. To identify and document substantive lessons learnt and good practices on the specific topics of the thematic areas and crosscutting issues: gender, sustainability and public private partnerships.

It was later agreed among ERG members that impact cannot be measured due to the short programme period and delays in roll-out of activities. Point 5 will thus not form part of this evaluation.

Key deliverables included:

- a) Inception Report
- b) Draft Final Report
- c) Final Evaluation Report

3.2 METHODOLOGY

The choice of methodology took into account the relatively limited time allocated for data collection, namely seven days, which excludes choice of comprehensive and complex methods. Further, consistent discussion with the JP’s participating agencies during the preparation showed that this evaluation deviated from most evaluations as all deliverables were solely at output level. Moreover, the delay in implementation had resulted in some activities being completed at the closing of the programme activities. Some intended inclusion of partners¹² was therefore not possible. The methodology came to comprise the following methods:

- Desk review
- Semi-structured interviews
- Focus Group Discussion
- Validation – triangulation

¹² Relevant Local Government departments, implementing CSOs beneficiaries in Mainland

Adhering to OECD/DAC criteria the evaluation was designed to assess: Relevance, effectiveness, efficiency, impact and sustainability guided by an evaluation matrix¹³.

3.2.1 Desk review

With the view to enable a focused planning of the data collection, the desk review of all availed documents was completed before finalising the inception report. This includes defining key findings with the view to have the most effective data collection in the short period of time given for the exercise.

Most attention was paid to reading of the programme document and analysis of results framework and subsequent SDGF reporting to a large extent outlining achievements against plans.

The background and operations of the JP are described in chapter 1, therefore only key findings are highlighted here.

The review concluded in a number of respectively joint and agency specific issues, which needed clarification before planning the data collection. This was done through skype interviews with each of the respective agencies and the RCO.

The desk review established some constraints and limitations.¹⁴

3.2.2 Semi-structured interviews

It was agreed to use semi-structured questions for the interviews with an emphasis on structure ensuring that the interview would answer the questions in the evaluation template.

All interviewees answered the following questions:

- Kindly describe your experience with the JP
- Which achievements have you experienced?
- Which challenges have you faced – if any?
- Which support will be the most relevant for a potential next phase?

In addition each interview could be asked to provide details on their individual specific area of operation, explain details given or provide feed-back to some observations made by the consultant.

The list of people interviewed is found in annex 2.

3.2.3 Focus group discussions

To cover the entire range of stakeholders, it was decided to include trainers and groups of beneficiaries.

A composition of eight TASAF trainers with experience across the deliverables of the JP (sexual reproduction, LE and nutrition) participated in a focus groups discussion answering the questions indicated under 3.2.

In Zanzibar the consultant met with beneficiaries of cash plus, which the PSSN conditional cash payment distributed bi-monthly to the poorest HHs. All payments are made to women for which reason all FGD participants were women. Due to the number turning up for the discussion, they were grouped into five groups of approximately seven members discussing the most important aspects of cash plus and how this had changed their lives. Each group presented their answers to the rest of the groups.

¹³ Chapter 3.4

3.3 Data validation

The data validation was done applying data source triangulation using data from respectively desk studies, UN agencies, implementers and beneficiaries. This allowed for the following data triangulation:

- a) Desk studies, UN agencies, TASAF and other implementers
- b) Desk studies, UN agencies and beneficiaries
- c) UN Agencies, TASAF and other implementers, beneficiaries
- d) Desk studies, UN agencies, TASAF

When analysing answers from each of the three data sources and across the three sources the level of cohesion in extent and type of experience with the JP could be established. Only findings, which could be validated are used in chapter 4.

3.4 Constraints and Limitations

The overall constraints for the evaluation were the uncoordinated reporting on progress, which was partly done in result template format and partly narratively. Further, that the reporting solely concerned inputs-outputs with no reporting against the outcomes inserted in the results template. The observations were that:

- The results matrix indicates some results framework discrepancies between planned achievements and reported achievements, e.g. plans to support a knowledge management systems while apparently having supported an Advocacy Strategy with no reference to when and at which meeting the decision was made.
- Outcome indicators, targets and outputs/outcomes do not always correspond.
- The final SDGF report, October 2017 reports on inputs/outputs, in other words what has been delivered, but not how this deliverable has been internalised by the client and been used.
- There is mix of TASAF and JP targets, as the TASAF outreach with number of cash plus recipients and number of PAAs with public works figure as JP results.
- There are no indications of Risks and Assumptions in the results matrix, which would have helped in explaining why/why not the achievements are as recorded during the evaluation. Overall risk analysis is found in the programme document.

The lack of reporting against indicators and targets at outcome level made it difficult to fully evaluate against the OECD/DAC criteria.

Finally, the seven-day timeframe allocated data collection on site for a complex programme as the JP is inadequate and may exclude some relevant stakeholders.

4. FINDINGS

4.1 Level of Evaluation

Because of the short implementation time from May 2015-September 2017 and change of frame for the Joint Programme (JP) support this evaluation is not an outcome/impact evaluation, but does rather evaluate the process of inputs-outputs defining achievements where these were documentable.

The roll-out of a number of mainly meso-level activities awaited approval of the Social Protection Framework, while others like support to TASAF of integration of cross-cutting issues (gender, nutrition and youth) were implemented. It was, however, not approved. Instead the Government of Tanzania decided to merge the existing Social Security Policy with the proposed National Social Protection Framework and instead develop a Social Protection Policy.

This evaluation does only assess activities and results achieved by the JP within the programme period. The JP support is viewed as enabler for TASAF achievements. But this is not an evaluation of TASAF achievements per se.

The findings are organised so that they answer the questions raised in TOR (programme relevance)¹⁵ and in the evaluation matrix¹⁶. The Evaluation Matrix questions are placed at the top of each chapter marked in blue. Since some of the questions overlap, some chapters answer more than one Evaluation Matrix question. Observations, which do not correspond with a specific Evaluation Matrix question, are added in the relevant chapter.

4.2 Programme Relevance

This analysis of the programme relevance will be divided into two: One analyzing the relevance of the support to the Government of Tanzania (GoT), and the other analysing the relevance of the joint approach.

4.2.1 Relevance of the joint programme content and structures

- 1) To what extent was the joint programme aligned with national development strategies and the UNDAF?**
- 2) How has the joint programme contributed to solve the needs and problems identified in the design phase, in particular with reference to the baseline situation?**

The programme was developed on request from TASAF and was a response to expressed needs. The JP was as a consequence relevant to GoT. When the Social Protection Framework was not approved, new needs arose to which the JP responded accordingly.

In addition, the JP design was guided by a number of key issues that emanated from the World Bank/partners mission and the stakeholder consultations¹⁷:

- a) The PSSN programme design was a given and could not be changed. This meant that the joint programme could only focus on in complementarity and supporting the gaps of the existing structure, content and approach of the PSSN Programme;
- b) The need to complete the NSPF was a priority for all stakeholders, including the TASAF Management Unit itself;
- c) At design stage, TASAF III was supposed to reach about 275,000 households over five years with a resources envelope of \$200 million. However, the scale-up of the PSSN now requires that TASAF reaches 920,000 households in 161 districts. The total resource requirement is estimated at about \$400 million;

¹⁵ TOR in annex 1

¹⁶ Evaluation matrix in annex 2

¹⁷ JP Programme document, p.9

- d) Supporting policy and institutional development is a priority for the long term vision of the programme;
- e) Provision of social infrastructure support to ensure quality health care and education both of which form conditional parts of the cash
- f) Consideration of options for improving the PSSN's targeting mechanisms in view of the scale up;
- g) The development of the livelihoods enhancement (LE) strategy including savings (COMSIP), nutrition and sanitation. It was agreed during the last World Bank mission (April to May 2014) that this process would be carried out in close coordination with development partners.¹⁸

With this the focus of the JP was overall given. The analysis of the planned achievements show that the targets/planned deliverables were many and in several cases very complex deliverables, e.g. a Poverty Monitoring Systems (PMS) system. However, an M&E system cannot be regarded as being in place before the full capacity is in place and the system in operational, which is not the case. PMS data are therefore not yet collected and analysed.

The risks associated with the PSSN scale up and implementation have been categorised by the World Bank's PSSN Appraisal (2012) as substantial, but a range of mitigation measures were included in the JP programme design. The identified key risks are Stakeholder Risks, Implementing Agency Risks, Project Risks and Risk of Delays in releasing funds or honouring pledges by other co- financiers.

The JP was monitored through semi-annual reviews and progress was reported partly in the results matrix format against planned achievements and partly in a narrative report. The intention was to have both a mid-term review and a final evaluation. Due to the mentioned delays the mid-term review was never conducted.

The JP support was provided as follows:

UNICEF supporting:

- Training in sexual reproduction rights and Livelihood Enhancement (LE) to youth
- Developing, testing and implementing a community toolkit, Stawisha Maisha, providing training of mothers in infant and young child nutrition during the days of time of cash transfer
- Development of TASAF Communication and Advocacy Strategy
- Supporting development of Social Protection Framework, subsequently Social Protection Policy.

UNDP supporting:

- Formulation of Social Protection Framework
- Development of two statistical M&E packages
- Development and integration of social protection indicators
- Training of TASAF staff in M&E
- Establishment of data capture centres in selected PAAs to enable PAAs to enter PSSN monitoring data electronically and thereby ensuring timely and quality monitoring and reporting
- Development of social protection indicators and inclusion in NBS statistics
- Support to conduct comprehensive gender assessment of the PSSN programme
- Support to develop Gender action plan for TASAF and the PSSN programme based on the assessment
- Support to develop gender mainstreaming training package

ILO supporting:

Establishment and implementation of sustainable livelihoods models among the youth from poorest households supported by TASAF through:

¹⁸ JP Programme document

- Support development of models for entrepreneurship development and business development services
- Development of tailor-made training materials and guideline for LE activities
- Conduct trainings among youth on entrepreneurship and business development and services and support them tapping of income generating opportunities through implementation of business plans
- Development of sustainable support structures including Training of Trainers (ToT) for enhancing supportive supervision, coaching and hands-on support
- Development of training materials and guideline for LE activities;
- Support of youth in implementing their business plans; and
- Tapping into key sector plans to support Social Protection (SP) mainstreaming.

UNFPA supporting:

- Supported family planning outreach services with special focus on young people from beneficiaries households (working with Local Government (LG) staff, KIWOHEDE and Marie Stopes).
- Supported Family Planning awareness creation and demand generation to empower and enable them to set their own priority.

The intention of the JP was to address multiple poverty factors parallel through:

- Income opportunities
- Better nutrition resulting in improved health and subsequently fewer visits to health clinics in combination with more energy to invest in income generating activities (IGAs) and schooling.
- Family planning with the view to have fewer, healthier family members to cater for.

This parallel support addressing multiple vulnerabilities envisioned to increase resilience and implicitly protect families from shocks.

Supporting the finalisation of the Social Protection Framework the JP was in line with national policies and strategies. The non-approval by Cabinet and the change into support of development of a National Social Protection Policy did not change the fact that the JP support was fully in line with national priorities and strategies including:

- “National Strategy for Growth and Reduction of Poverty (NSGRP)” popularly known as MKUKUTA & MKUZA
- The National Employment Policy (2007)
- The National Food Security Policy and
- The National Disaster Management Policy
- Health Sector Strategic Plan III putting emphasis on the extension of healthcare to the poor and vulnerable, including supporting those with HIV/AIDS
- The National Aging Policy (2003)
- The Child Law Act (2009)
- The Persons with Disability Act (2009)
- The National Costed Plan of Action for the Most Vulnerable Children (2007-2010)
- The National Education and Training Policy (1995) guarantees access to education and adult literacy for all citizens as a basic right.¹⁹
- Zanzibar Social Protection Policy (2013)
- Umaskini Zanzibar (MKUZA I and II) (RGoZ, 2010). The MKUZA II facilitating the implementation of Vision 2020
- Zanzibar Most Vulnerable Children Monitoring and Evaluation Plan (2015)

Being aligned to national strategies, the JP support has implicitly been aligned to UNDAP outcome:

¹⁹ UN Fact Sheet: Social Protection in Tanzania

Support to the scale-up of the PSSN is consistent with the UN Development Assistance Programme (UNDAP) Outcome 1 under the Social Protection Cluster: Government of Tanzania coordinates a multi- sectoral social protection response to the needs of the economically deprived and vulnerable groups.

The delivery to UNDAP was further illustrated in the JP result matrix as the UNDAP indicators were inserted against each JP outcome.

The baseline study²⁰ conclusions emphasize on livelihood and quality education – both with the aim to reduce intergenerational transmission of poverty presupposing. The need for development of human capital cuts across all support provided by the JP, as several sectors have enjoyed development of human capital. Further, the human capital was developed at macro, meso and micro level. The JP did thus contribute towards the solving the problems established in the baseline study.

Aiming at LE it could have been relevant to include formalised vocational training, which would widen the scope of income opportunities, not least for the youth.

4.2.2 Relevance of delivering as Joint Programme

- 3) To what extent was joint programming the best option to respond to development challenges described in the programme document?**
- 4) To what extent have the implementing partners participating in the joint programme added value to solve the development challenges stated in the programme document?**
- 11) To what extent were joint programme’s outputs and outcomes synergistic and coherent to achieve better results when compared to single-agency interventions? What efficiency gains/losses were there as a result?**

With regard to programming the partners found that the joint initiative worked well. The planning allowing for specialised responses to the TASAF request enabled a complementarity and coordination, which was continuously ensured through monthly coordination meetings between TASAF, the four JP agencies, World Bank and DFID all of whom support social protection.

After the programming the internal JP work as ONE was less. Each agency supported the agreed TASAF initiatives without assessing and/or defining potential synergy effects from one agency to another or from agency to TASAF, from agency to other implementing partners – and vice versa. The potential of “joint” was thus not fully exploited joint terms of e.g. joint research on synergy of merging exactly the JO scope of support as means to address SP or joint inspiration visits which would have illustrated the coherence of the supported activities. Synergy is the benefit that results when two or more agents work together to achieve something neither have achieved on its own.

Although UNICEF combined the LE with SRH and HIV/AIDS information it seems that having both UNICEF and ILO engaging in LE and with two different approaches seems inadequate in a JP, which should provide complementary expertise and not similar type of support.

Despite the baseline emphasis on the need for quality education to prevent intergenerational poverty the JP did not deliver at all to this area under the JP, which could have been an obvious UNICEF contribution. The JP design and the baseline study highlighted needs for interventions did thus not tally in an area of key importance for reduction of future poverty level.

It is noted that the programme was developed on request from Government of Tanzania. It must, however, be assumed that the each of the four agencies being experts in each their field of operations could have suggested initiatives beyond TASAF request, because such activities would significantly enhance the effect of TASAF’s work. This expertise is not clearly seen in the programme design. For

²⁰ PSSN IE Baseline Report, World Bank/TASAF, p 60

example capacity development is limited to training while sustainable capacity development²¹ entails a far wider composition of interventions and methods.

Each agency have, however, experienced a synergy effect from other own programme/projects to the JP and vice versa, while no synergy effect among the JP agencies was recorded. Such synergy effect includes study visits to other own sites for learning purposes, transfer of JP experience and materials to other own programmes/projects and building of the vast knowledge and experience internally in the respective agencies making JP interventions be more effective and efficient.

Despite the little “joint” approach, and irrespective of the late launching of activities due to the change in GoT priorities, each agency delivered around 80% of the planned outputs, while the roll-out of the developed systems and products is yet to come. The details are described in chapter 4.3.

With reference to chapter 3.4, Constraints and Limitation, mentioning some inconsistencies in the results matrix, this chapter will analyse the relevance of the results matrix as it was presented. Since the JP had no synergistic thinking, this does not appear in the plans or results matrix. Further, the results matrix inconsistencies mentioned in chapter 3.4 makes the joint aspects be less obvious.

The result matrix is the core document in any project programme, condensing all plans and budgeting into a few pages’ description of WHAT shall happen, HOW it shall happen and WHEN/in which order it shall happen. So if this has discrepancies, the understanding among the various stakeholder may differ, the reporting will not be logical or consistent, which may further effect the quality of performance and ultimately quality of the evaluation. It is therefore critical to have the results matrix right.

The JP PSNN results matrix (annex 5) presents the individual activities effectively. However, the JP outcomes as defined in the matrix are not easily measurable and the indicators, which should verify the outcome only had peripheral relevance for the outcome. For example does “No. of household with access to latrines” or data on pre-natal exams have no relevance at all for the outcome 1: “PSSN Programme implementation and delivery systems of the TASAF Management Unit, Regional Officers, District Councils and Communities strengthened”. In addition, the indicators do not at all reflect the targets set. It seems that the indicators are UNDAF indicators, which to some extent cover parts of the JP support.

Possible subsequent planning need to have a clear logic in the results matrix and in the support provided by the JP. It should as well have a clear joint logic with outcomes relating to the joint structure, e.g. mentioning of specific synergy effects, joint UN agency research or similar.

8) To what extent has the joint programme advance the national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc.)

The JP has supported national development of SP relevant frameworks, plans, and policies firstly by supporting the development of the Social Protection Framework and subsequently by strongly supporting development and finalisation on the Social Protection Policy. The latter is spearheaded by UNICEF.

The Social Protection Policy will be informed by the revised Social Security Policy from 2003 and the Social Protection Framework. The entire work does thus make use of the best from existing national documents.

The National Social Protection Working Group (SPWG), chaired by MoFP was not active during the last programme year despite UN efforts to make it convene.

The intensive capacity building at both macro, meso and micro level all had the purpose of enabling MoFP, TASAF at central and devolved levels, relevant Local Government officers, village leaders, committees and beneficiaries to manage and implement SP activities across all levels.

²¹ The OECD/DAC definition of capacity and capacity development is adopted as a default: Capacity is the ability of people, organizations and society as a whole to manage their affairs successfully. See details in chapter 6.2 (stats.oecd.org/glossary/detail.asp)

The JP was managed and coordinated through use of existing structures. Overall guidance of the Joint Programme was provided by the already existing TASAF National Steering Committee (NSC). Members of the NSC were drawn from the public and private sectors and are appointed by the President of the United Republic of Tanzania.

The intention was that the SPWG should have been responsible for:

- a) Managing programme resources to achieve the outcomes and output defined in the programme;
- b) Aligning the joint programme funded activities with UNDAP approved strategic priorities;
- c) Establishing programme baselines to enable sound monitoring and evaluation;
- d) Establishing adequate reporting mechanisms in the programme;
- e) Integrating work plans, budgets, reports and other programme related documents and ensures that budget overlaps or gaps are addressed;
- f) Providing technical and substantive leadership regarding the activities envisaged in the Annual Work Plan and provides technical advice to implementing and responsible partners;
- g) Agreeing on re-allocations and budget revisions;
- h) Addressing emerging management and implementation problems;
- i) Identifying emerging lessons learned; and
- j) Establishing communication and public information plans.

The SPWG convened only once, August 2016, after the elections wherefore tasks were shared among the participating UN agencies, TASAF and PMO.

9) To what extent did the joint programme help to increase stakeholder/citizen dialogue and or engagement on development issues and policies?

The design was developed to support implementation of intervention by using the existing PSSN delivering structures – LGAs, ward, village and communities.

The design approach built entirely on community engagement making communities decide whom among the villagers should be recipients of support activities. Village leaders and committee members have been trained as trainers supporting saving groups and conducting training in FP, HIV/AIDS and entrepreneurship.

TASAF trainers experienced that communities have become very confident in handling own SP situation because of the full-scale involvement.

The devolvement of decision-making reached from central to village level, which has made the villagers develop ownership of all cash plus efforts. This has resulted in that villagers do not wait for assistance to be brought, they take action when action is needed.

The villagers make self-assessment after training to know the value, adjust the training to own conditions and explain to those who may not have fully understood.

There were problem in the beginning understanding the idea of the cash plus and JP, but intensive awareness and involvement have generated a full understanding, accept and engagement.

The communities participated in monitoring and have participated in determining poverty indicators, which will be used for the national PMS.

10) To what extent was the joint programme's management model (governance and decision-making structure, i.e. lead agency, Joint Programme Coordinator, Programme Management Committee and National Steering Committee, financial management and allocation of resources, i.e. one work plan, one budget) efficient in comparison to the development results attained?

12) What type of work methodologies, financial instruments, business practices did the implementing partners use to promote/improve efficiency

13) What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have these affected its efficiency?

There was a routine monthly meeting between the four agencies chaired by One UN as part of coordination and reporting. There has been two occasion that the four agencies met jointly with their partners.

However, as mentioned under programme design the JP could have worked more jointly with clear upfront definition of synergy effects and described best use of the competencies of each participating agency. In addition, there was no analysis of which competencies were required and which agency would best at delivering.

However, there were JP joint initiatives including joint PSSN monitoring missions, joint biannual narrative and financial progress reporting, joint press/advocacy mission with the RC and Spanish Ambassador. The joint part overall concerned administrative matters and not making use of the scope of agency competences to develop new cross-agency approaches applying the wider scope of competences in a new and more effective manner.

The idea of having a JP was appreciated by TASAF as it meant having one system for financing, reporting, meetings etc. The JP management set-up was regarded as very effective by partners.

As chapter 4.3.1-4.3.3 shows the deliverables are overall at output level for which reason conclusions of efficiency cannot be made. Changes as a result of the inputs were just about to be seen at the time of programme expiry. But the community ability to and interest in keeping the pace and the effect at HH level is yet to be seen.

Since the work with developing the National Social Protection Framework it was assumed that the Framework would be approved and that the support activities could be launched as planned. When the policy work had to start afresh delaying part of the activities and stopping others efficiency gets lost. Intending to respond to the GoT needs the JP did what was possible to support the new plans acknowledging the need for a national policy on social protection.

No obstacles or challenges in the administration have been recorded, apart from a need from JP side to support the write-up of the monitoring reports.

4.3 Effectiveness

This chapter does not present findings for question 7 in the evaluation matrix although placed under this headline. Lessons learned are presented in a separate chapter 5.

6) To what extent did the joint programme attain the development outputs and outcomes described in the programme document?

The JP result matrix has no formulation of an overall objective. It consists of three outcomes as follows:

- 1) PSSN Programme implementation and delivery systems of the TASAF Management Unit, Regional Officers, District Councils and Communities strengthened
- 2) Social protection interventions are coordinated across sectors under National Social Protection Framework to address supply side issues
- 3) Sustainable livelihood and resilience mechanisms for the PSSN strengthened

The findings for each of the outcomes will be treated individually.

The achievements given in the table refer to the achievements reported in the final SDGF report, October 2017 – at programme expiry.

The timeframe allocated for data collection did not allow for follow-up on earlier data and/or revisit interviewees, conduct additional studies etc. The findings presented below is based on a mix of JP final reporting data, other data from the desk studies and data from the interviews.

4.3.1 Achievements under outcome 1

The achievements for output 1.1 were reported as follows:

OUTPUT 1.1	TARGET(S)	ACHIEVEMENT	AGENCY/IES
Social protection knowledge management system strengthened	Quarterly and annual MIS reports produced At least 2 OR studies per year At least 1 training on knowledge management for TASAF Operations Research Section conducted At least one learning visit for TASAF Operations Research Section organized NSPF is disseminated on at least 7 platforms PSSN messages packaged in at least 5 user friendly formats and languages	Strengthening the PSSN knowledge management system through enhanced functioning of the Management Information System (MIS). The drafting of the TASAF communications and advocacy strategy was ongoing a programme expiry	UNDP, UNICEF

With reference to the earlier mentioned delays in programme roll-out, the targets were not reached. Following a review of the MIS, a number of actions were taken, including upgrading the existing system and incorporating modules on targeting, enrolment, payment, compliance, case management and public works. The work cannot be regarded as completed until a strategy for the operations of the MIS has been developed as it should define roles and responsibilities with regard to inputs to MIS; it should define user groups including description of who should know what, when and in which format, e.g. through access to MIS, leaflet, annual reports, briefing meetings etc. In addition there is need for a capacity analysis and capacity building²² before the mentioned targets may be achieved

The on-going work with an advocacy and communication strategy partly covers part of the work with MIS as communication is key in both. However, a knowledge management system is an information system used to capture, organise, and create knowledge to enhance organisational processes. A knowledge management system is thus backward looking. Therefore an Advocacy and Communication Strategy cannot replace a Knowledge Management Strategy. The second rather builds on the first explaining how acquired data can be used for advocacy. An advocacy strategy²³ is forward looking trying to influence mind-sets of selected stakeholders to engage in and/or support given ideas. The type of stakeholders prone to advocacy may range from politicians to beneficiaries depending on the purpose of the communication and advocacy.

The purpose and structures of the two are therefore different. Hence the Advocacy and Communication Strategy must be regarded as activity not catered for in the plans.

The many training activities in the JP and the relatively narrow group of beneficiaries at both macro, meso and micro level, e.g. TASAF staff and community leaders, made it difficult to deliver all the planned training and subsequently have the expected results/products. The delay in roll-out added negatively to this.

At the time of programme expiry the achievements for outcome 1.2 comprised:

OUTPUT 1.2	TARGET(S)	ACHIEVEMENTS	AGENCY/IES
Institutional capacities of the PSSN Programme implementation structures strengthened	All 22 LGAs and ROs have overall PSSN Implementation responsibility by mid-2015 All 22 LGAs and ROs have overall PSSN Implementation responsibility by mid-2015	Stawisha Maisha piloted in 2 PAAs 130 Stawisha Maisha facilitators trained The livelihood framework completed	UNDP, UNICEF

²² As defined by OECD/DAC

²³ UNICEF definition: Advocacy is the deliberate process, based on demonstrated evidence, to directly and indirectly influence decision makers, stakeholders and relevant audiences to support and implement actions...(UNICEF, Advocacy Toolkit, 2010)

	All MDAs, 22 LGAs and ROs have a nucleus of decision makers and technical staff trained in respective area by end 2016	UNICEF supported cash plus safe, healthy and productive passage to adulthood for youth in 2 PAAs.	
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There is no reporting against targets. Further, the results matrix holds no definition of which capacities and structures should be developed, which makes evaluation of deliverables against plans be difficult. The decentralisation in 22 LGAs and ROs is not reported on.

Part of the achievements reported in the final SDGF report, October 2017 apparently mix TASAF achievements with JP achievements as the reporting for example mentions number of people reached with cash transfer.

The Stawisha Maisha activity, addressing nutrition at the days of cash transfer, has continued since programme expiry. During the JP UNICEF supported development of a community engagement toolkit on nutrition, which, during the February evaluation, was in its final testing before being ready for national roll-out. District facilitators have been trained and Stawisha Maisha groups have been established in respectively Mbeya districts and in Zanzibar. A total of 100 sites in Mbeya and 20 sites in Zanzibar have established groups of 19-500 participants. The challenge has been to develop a nationally relevant material as the vast Mainland is very diverse, while Zanzibar has a different culture affecting the design of the materials.

The second training of the facilitators was still pending.

The piloting was planned to be completed in quarter 2, 2018.

For UNICEF the involvement with TASAF has had positive spill-over effect to UNICEF activities in general through:

- Supports to the nutrition-cash transfer linkage
- Access to most vulnerable people for other UNICEF inputs as well through TASAF registration of vulnerable people
- The opportunity to apply a multi-faceted approach combining LE + cash plus + sexual reproduction.

For output 1.3 the following achievements were reported:

OUTPUT 1.3	TARGET(S)	ACHIEVEMENTS	AGENCY/IES
Robust PSSN Programme Monitoring and Evaluation and Management Information System (MIS) enhanced, including indicators on gender, climate change and other cross-cutting issues	A robust M&E system with enhanced data collection and analysis capabilities enhanced, including indicators on gender, climate change, and other cross-cutting issues A robust MIS with enhanced capabilities to support management decision making processes in place PSSN MIS decentralised to the 22 LGAs Beneficiary tracking system designed Data capture centres in the 22 PAAs established and functioning At least 30 TASAF M&E staff trained on the new beneficiary tracking system, data capture and monitoring	Monitoring system based on mobile data uploading at data capture centres has been developed, but is not fully operational. 10 TASAF staff have participated in 3 training phases on M&E.	UNDP

	At least 30 front line workers trained on M&E and data capture		
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The development of the M&E system was based on a gaps analysis concluding at that time that there was need for training in (i) construction of poverty indexes and poverty maps; (ii) monitoring and evaluation frameworks for SP programmes and results-based monitoring, and (iii) Statistical packages.

The MIS has faced some challenges among other because capacities are still inadequate. There is need for provision of skills – not only training – in the following and an up-scaling to be meaningful:

- Use of GIS
- Design and use of graphics
- Development of simple, focused questionnaires
- Few districts connected. All need to be connected

The M&E department has realised that poverty analysis is critical, but that there is need to have something simple combined with longer-term with mentored hands-on practising before training others. That stage has not yet been reached. Thereby the target has not yet been achieved.

The partner conclusion is that a real-time monitoring system with PSSN relevant data is a precondition for an effective and efficient implementation of the PSSN and later implementation of the Social Protection Policy.

Since the cash PSSN ultimately aims at contributing towards poverty reduction, the current indicators for poverty reduction, HH consumption versus HH production, may need revision and reflect the data which will be available when the M&E system is fully developed. This development may need technical and financial support. Further, gender aspects are not included.

The robustness of the M&E system could be improved. People suggested that poverty indicators should be included, which is a good start good start. But they cannot be expected to give indication of level of poverty eradication. One of the current indicators: consumption against production is an irrelevant indicator, while level of HH nutrition would indicate the level of poverty, but say nothing about HH income. The two are not coherent. Quite a number of families have acceptable agricultural production. But some husbands take part or all of the products, e.g. the tobacco to the local market, spent days and money in town and return with very little. It is a question whether this HH is poor. The production may be acceptable, but the consumption may be very modest and all HH members may be malnourished. As a consequence indicator for poverty reduction need to be carefully considered, which the community alone will not have the background to do. They can add value, though.

In spite of MoFP being the holder of poverty reduction data, they were not involved in the development of indicators for the Poverty Monitoring System (PMS)

For outcome 1.4. the achievements include:

OUTPUT 1.4	TARGET(S)	ACHIEVEMENTS	AGENCY/IES
Sector line ministry community extension workers capacity built to manage and implement Community Sessions	Nutrition , hygiene and HIV/AIDS sessions in at least 90% of PSSN programme communities in the 22 LGAs by 2015 Mother and child health sessions conducted in all PSSN communities without easy access to health facilities in the 22 LGAs by 2015 Family planning community information sessions	130 facilitators that were trained are ward extension officers. They are responsible during cash payment to facilitate community sessions UNICEF and TASAF have created an Equity Nexus – linking large nutrition programme to PSSN beneficiaries in the JP areas of implementation	UNICEF

	(including HIV/AIDS risk mitigation) provided in p to 10 PSSN PAAs by end of 2015 Relevant IEC material for community extension workers produced All participating communities in the 22 LGAs have access to trained extension workers by end 2014 Training modules for community sessions designed		
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In relation to the cash plus LE groups there was late pairing of groups with extension service to ensure continued support. There is no availed reporting on this, as it took off around the time of programme expiry.

The targets/deliverables are overall not in consistent with the output. However, UNICEF and UNFPA have delivered as planned within HIV/AIDS, Family Planning (FP) and Sexual Reproductive Health (SRH). Although made a target under output 1.4, it is reported on under output 3.2 in the final SDGF report.

OUTPUT 1.5	TARGET(S)	ACHIEVEMENTS	AGENCY/IES
NSPF and PSSN indicators incorporated into NBS national, thematic and panel survey instruments	At least 1 survey per year captures PSSN and NSPF indicators disaggregated in regard to gender, age, and disability All NBS staff key to survey instruments design trained by June 2015 By 2016 key NSPF and PSSN indicators included in HBS 2015/2016 At least 4 Household Budget Survey (HBS) user-producer consultations conducted by Jan 2016	The PSSN, NSPF and NPS single questionnaire still needed approval at programme expiry	UNDP

As mentioned above the M&E system at large was close to ready, but was experiencing various shortcomings although supported, one of them being development of simple, focused questionnaires for use at macro and meso level. As the questionnaire was not yet approved there has been no staff training and there has been no annual survey.

4.3.2 Achievements under outcome 2

The achievements under output 2.1 were the following:

OUTPUT 2.1	TARGET(S)	ACHIEVEMENTS	AGENCY/IES
National Social Protection Framework (NSPF) finalized and implemented	National Social Protection Framework finalized National Social Protection Framework implementation and monitoring plan in place, which specifically takes into account gender and poverty-environment	The priority changed to development of Social Protection Policy	UNDP UNDP

	<p>Social Protection monitoring and reporting framework, which include indicators on gender, poverty-environment, and other cross-cutting issues in place</p> <p>Workshops to review the NSPF and to sensitize on SP for at least 50 representatives from government, trade and labor unions, and employers' associations trained conducted</p>		ILO
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Since the GoT did not approve the Social Protection Framework and instead wanted to develop a Social Protection Policy all support changed. UNICEF is actively engaged in strengthening the Social Security Policy and merge it with the Social Protection Framework intentions.

A deliverable, which is not included in the framework, was under-way at the time of programme expiry. This concerns an institutional assessment of challenges, gaps and opportunities of implementing, coordinating and monitoring social protections. The assessment will identify institutional and budgetary bottlenecks and challenges that hinder optimum coordination, monitoring and implementation. The report is not yet made public. The outcomes are instead used for development of the National Social Protection Policy.

The targets were not reached and an unplanned activity had been added without any documentation of the why and when the decision was made.

Achievements under output 2.2 comprise:

OUTPUT 2.2	TARGET(S)	ACHIEVEMENTS	AGENCY/IES
A harmonised PSSN and NSPF coordination mechanisms established	All key stakeholders actively involved in NSPF coordination Social development committees at all levels operating under one coordination framework At least 3 key sector ministries demonstrate positive response to SP service demand Report on operational lessons produced	Social protection indicators have been identified and integrated into the draft Poverty Monitoring System (PMS). Will track progress from FYDP II and SDGs, while also delineate systems and structures.	UNDP UNDP/UNICEF UNDP/UNICEF UNDP

The indicators and the PMS was not approved at the time of programme expiry. Since the PMS was not yet approved, there was no report on operational lessons.

4.3.3 Achievements under outcome 3

Outcome 3 consist of three outputs. For output 3.1 the following achievements were reported:

OUTPUT 3.1	TARGET(S)	ACHIEVEMENTS	AGENCY/IES
Pro-poor and child-sensitive social protection institutionalized at all levels to prevent inter-generational poverty	At least 100 MPs and technical staff trained in Pro-poor and child-sensitive social protection	Support to Ministry of Labour, Empowerment, Elderly, Youth, Women and	UNICEF

	<p>At least 3 SP South-South initiatives carried out by 2016</p> <p>At least 2 sector action plans on pro-poor and child sensitive SP developed by end 2016</p> <p>SP sensitive development planning mainstreamed into national, sectoral, regional and local development plans</p>	<p>Children to develop a ZSSP plan.</p> <p>The Zanzibar Child Policy a multi-sectoral policy was developed in 2016 and the final draft is with the MLEEYWC waiting for printing.</p> <p>SF officer from various GoT participated in regional SP initiative session</p> <p>Delegation from TASAF and PMO participated in workshop on the TRANSFER project.</p>	
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The development of the ZSP Implementation Plan was a consultative process which involved range of participants from Government and Non- Government. The final version was validated in one day workshop chaired by the PS of MLEEYWC.

Neither the ZSP nor the Child Policy were ready, approved and rolled-out at the time of programme expiry.

The targeted deliverables for output 3.2 were many and often complex, which confirms the earlier mentioned optimism under the JP design. The achievements

OUTPUT 3.2	TARGET(S)	ACHIEVEMENTS	AGENCY/IES
Mechanisms for strengthening medium to long term community and household resilience to risk and shocks developed	At least 5 resilience building projects developed through community participatory approaches integrating poverty-environment-gender linkages		UNDP
	At least 2 CCA, LED, CBNRM and DRR projects piloted in the of the communities in the scaled up PSSN programme integrating poverty-environment-gender linkages		UNDP
	By 2016 adoption of LB approaches becomes a major criterion in awarding public infrastructure development tenders		UNDP
	Labour-based gender responsive and environmentally sustainable approaches piloted in 3 districts		UNDP
	At least 1000 youth trained in entrepreneurship and technical skills		ILO
	Review of operational lessons conducted		UNFPA
	Pilot project and implementation guideline developed		UNFPA
	Gender sensitive, community based approaches to		UNFPA

	<p>nutrition piloted in at least 10 Wards</p> <p>Report on project implementation progress and challenges as well as operational lessons Produced</p> <p>A module on impact of CT on adolescent behavior change piloted in 10 wards</p> <p>Projects on youth behavior piloted in at least 3 communities in each of the 22 PAAs</p> <p>Report on project implementation progress and challenges as well as operational lessons produced</p>		<p>UNFPA</p> <p>UNICEF</p> <p>UNICEF</p> <p>UNICEF</p>
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ILO supported training of 800 youth against the targeted 1,000 youth. The remaining 200 were trained after programme expiry. Some are still preparing their business, while quite a number have started and some have had to employ peers because the business has picked very well. This has enabled the involved youth to contribute towards their HH economy and engage in savings.

UNDP combined the first two activities and provided support in the development of TASAF LE framework. UNDP started piloting LE capacity development in 2017 in collaboration with TASAF in selected districts.

The adoption of LB approaches was dropped in the initial stages of the project.

UNDP also provided support to integrate poverty-environment-gender linkages into the design of the LE Framework e.g. through learning visits to UNDP pilot projects, studies and technical assistance.

UNICEF supported development of materials on youth behaviour, which were not ready at the time of programme expiry.

The reporting referred to above is general reporting, which was done.

The achievement for output 3.3 are significant although mainly at output level. There are, however, clear indications that the deliverables are viable. The achievements are as follows:

OUTPUT 3.3	TARGET(S)	ACHIEVEMENTS	AGENCY/IES
Effective gender sensitive and sustainable livelihoods models tested and implemented	<p>Study on gender sensitive and environmentally sustainable livelihood models conducted</p> <p>Gender sensitive and environmentally sustainable livelihoods models for PSSN developed</p> <p>Gender sensitive and environmentally sustainable community livelihoods models piloted in at least 2 communities in each of the 22 PAAs</p>	See UNDP activity above.	UNDP

In Zanzibar a meeting groups of beneficiaries and local leaders showed that the JP LE complemented TASAF requirements for cash plus resulting in the women recipients starting saving groups and subsequently income generating activities(IGA) either individually or in groups. Some do both and have

benefitted to an extent where they save from their IGAs and make further investments in e.g. additional agricultural productions.

In the Muslim communities, where women are not supposed to engage in manual labour in the field, the savings enable hiring of youth to do the manual work. This means that agri-based production supporting the nutrition training and increasing income opportunities is now an IGA option.

The training in agri-based LE had components of environmental measures to make sure that families can continue producing.

Some women found that they are ready for transition into full independence and that new women should take over the support they have been given.

Despite the male resistance towards female income, most have come to terms with it, not least because the women have started sharing some of the income with the men. The religious leaders have acted as effective mediators.

The entrepreneurship training helped communities make self-assessment after the training and discuss benefits and possibly better ways forward. In addition, they often assist each other in kind, e.g. through teaching other, carry another women's products to the market etc.

Because of the ability to overcome problems together, people do not wait any longer for somebody to support their individual development.

4.4 Positive and negative effects of the JP intervention

Questions 16 and 17 will not be answered as it was agreed in the inception meeting to leave out evaluation of impact, as all documentable results are at output level.

14) To what extent and in what ways did the joint programme contribute to the SDGs?

The JP response delivered to eight²⁴ out of the 17 SDGs plus to the cross-cutting SDG goal 17: Partnerships to achieve the Goal.

On the side of negative effect it is noteworthy that when having a specific activity on gender mainstreaming the deliverables to SDG goal 5 and 10 were not amply gender balanced. It is recognised that the GoT has decided to pay the cash transfer to women as recipients on behalf of the HHs as GOT has experienced that these are better at making the payment be used optimum. Description of results in chapter 4.3 will confirm that the women have wholly utilised the cash opportunity. However, men have had difficulties understanding how they, as breadwinners, can be side-lined. The JP added to this by providing LE, sexual reproduction training and training in nutrition to women only. This has resulted in some unnecessary household challenges, which could have been addressed by involving men, for example in planning the development of the household. It has also made husbands and male youth not attend information meetings "since they are not paid"²⁵. This did not only refer to meetings held at payment days.

On the positive side the JP supported environmentally sound LE addressing women and youth with the aim to have more equality (goal 5 and 10), while securing nutritious food production (goal 1, 2 3 12 and 15), training women in composition of nutritious meals (goal 2 and 3) and providing training of women, men and youth in FP, SRH and HIV/AIDS (goal 3).

Further, the JP contributed to ensuring that gender equality issues were consistently monitored during joint DPs/TASAF and Government PSSN missions and gender equality challenges captured in mission reports and action plans.

Thereby the JP managed to establish systems contributing towards nine of the 17 SDG goals with an adequate spread in technical areas of support.

²⁴ GOAL 1: No Poverty; GOAL 2: Zero Hunger; GOAL 3: Good Health and Well-being; GOAL 5: Gender Equality; GOAL 8: Decent Work and Economic Growth; GOAL 10: Reduced Inequality; GOAL 12: Responsible Consumption and Production and GOAL 15: Life on Land

²⁵ This evaluation had very limited time for data collection. To know the details it is recommended (p.37) to have an in-depth survey of household and community effects of cash transfer.

15) To what extent and in what ways did the joint programme contribute to the targeted cross-cutting issues: gender mainstreaming and women's empowerment, public private partnerships (PPPs) and sustainability at the local and national levels?

18) What unexpected/unintended effects did the joint programme have, if any?

On the negative side the inadequate gender mainstreaming is mentioned above.

The JP did not engage in public private partnerships due to delays in implementation and uncertainty with regard to need for support.

On the positive side women's empowerment at the relatively few sites has had a very positive response, especially with regard to LE, and Stawisha Maisha groups are established although operations have not yet started.

With regard to FP, SRH and HIV/AIDS most inputs have been delivered, while the effects in terms of behaviour change cannot be assessed at this early stage. It was noted that the target group, being the poorest among the villagers, seemed more occupied with LE and to some extent nutrition than with FP, SRH and HIV/AIDS.

Sustainability is treated separately in the following chapter.

4.5 Efficiency

With reference to chapter 2.2. the programme reported the utilisation of funds in the final report. From the SDGF funding all is either spent or committed, while the use of matching funds exceeded the budget.

Viewing this in the light of deliverables, which are mainly at output level, it must be concluded that efficiency has been low. However, with the PJ type of activities the most costly period would be the input-output period, while the move from output to outcome and impact for most of the delivered support is significantly less costly.

If looking purely at value for money it must be concluded that the intended change in capacity, effectiveness of systems and structures under improvement and/or in people's living conditions is yet to be seen both at outcome and impact level. This next level of delivery is the essence of development support. Therefore, if these many outputs are not lifted to the next level, this efficiency of this phase of support will be dissatisfactory.

4.6 Sustainability

The sustainability analysis will cover the following evaluation matrix questions:

20) To what extent has the capacity of beneficiaries (institutional and/or individual) been strengthened such that they are resilient to external shocks and/or do not need support in the long term?

Since the outputs were delivered around the time if programme expiry the sustainability cannot be documented, but only be anticipated.

Starting at the micro-level effective and community managed systems are in place for all PSSN support activities. Cash plus beneficiary groups have been established all of which engage in savings²⁶ for individual or group IGAs, for payment of school fees etc. Livelihood groups generating income at group level have been running for around one year, preliminary coordination of the extension support has been established and communities participate in all decision concerning cash plus and participate in the monitoring of the effect of cash plus. Systems are thus in place and seemingly operational.

At meso-level a national a wide range of outputs with sustainability potential have been delivered. This included: (i) PMS is under development; (ii) TASAF staff at central level have received training in M&E

²⁶ Details in chapter 4.3.3

(insufficient²⁷) to make the M&E system be operational. When gaining new knowledge, unforeseen new needs for capacity are often revealed; (iii) staff has been supported in developing the details of the cash plus and the systems for community involvement; (iv) TASAF staff and local government staff from relevant line ministries have been trained and involved in development of materials for Stawisha Maisha; (v) guideline for establishment of LE, and (vi) family planning, HIV/AIDS and sexual reproductive health is positively received and is regarded as an enabler – and precondition – for stable income and HH development.

At macro-level the JP has supported development of a Communication and Advocacy Strategy (not yet completed), development of the Social Protection Framework (2014-2016) and thereafter development of the Social Protection Policy (2017 – date), development of PMS (not yet fully operational) and the Stawisha Maisha materials for national use.

Systems are yet to be completed, tested and approved and the staff within the respective fields of operations need more training, possibly rather mentoring, before the systems will be operational.

Being just developed the systems will be fragile and will need continued support to take the most adequate shape.

4.6.1 Potential future of the JP

21) To what extent will the joint programme be replicated or scaled up at local or national levels

Since neither national strategies, nor SDGs have changed or been achieved the areas of intervention are still relevant.

Since training materials and guidelines have been developed and some systems and structures for better administration of TASAF initiatives were in the process of being developed with some close to completion at the time of programme expiry, a potential next phase should finalise the development of these products, most of which will need support to be satisfactorily tested, possibly amended and introduced. It will all require substantial capacity development as defined by OECD/DAC²⁸.

The Stawisha Maisha materials were being piloted at the time of the evaluation and will need conclusions and amendments for upscaling and introduction at national level.

Gender training materials need to be finalized and used to train TASAF staff and PSSN implementers at the national and local levels. Also, the gender action plan for TASAF needs to be finalized and implemented. This will contribute to enhanced integration of gender into the programme

The part of the JP support, which concerned policy formulation and development of systems and knowledge at national level can obviously not be replicated, but only completed, while the systems introduced at community and PAA level should be monitored and possibly amended before upscaling to national coverage.

With a strong need for further efforts to reduce intergenerational transmission of poverty, a future JP should consider involvement of agencies which could add value to the JP interventions implemented during TASAF II. Acknowledging that LE in the rural areas will mainly concern agri-based productions and also noting that the current extension service is distant and weak, it seems relevant to involve agencies, which can add considerable value in the field of farm and farmer development. Further, addressing women as recipients of cash plus, agencies with strong and diverse competencies in combining women empowerment and gender mainstreaming may add value to current activities having expertise in addressing and establishing locally designed gender mainstreaming and gender equality measures. It could be relevant to explore opportunities to establish linkages between the PSSN programme and other government, UN Agency and CSO programmes

²⁷ Details in chapter 4.3.1 and 4.3.3

²⁸ OECD/DAC definition: The process by which individuals, groups and organisations, institutions and countries develop, enhance and organise their systems, resources (HR, equipment, finances etc.) and knowledge; all reflected in their abilities, individually and collectively, to perform functions, solve problems and achieve objectives. (<https://stats.oecd.org/glossary/detail.asp?ID=7230>)

5. LESSONS LEARNED AND GOOD PRACTICES

Lessons have been learned at all three levels of intervention: micro, meso and macro level.

Good practise: At micro level the complete involvement of the villages and introduction of village-based systems for cash plus and JP interventions – here viewed as a package – had generated a high level of community understanding and responsibility for own development. In two years people have moved from spending the cash payment to savings (TASAF and JP achievement) to engagement in IGAs both as individuals and as groups (JP achievement).

The women groups have markets for their agricultural products, but have challenges finding markets for woven products and school uniforms. It was noted that there is no value added to the agricultural products enabling higher net income for same produce.

Lessons learned: The strong emphasis on saving groups have proved very positive, as life opportunities have enhanced significantly and they are utilised.

When being successful in introducing IGAs it is essential to introduce the next step in time, in this case market linkages, to avoid disappointments and subsequent loss of interest in taking charge of own life.

Good practise: At meso-level LG officers and TASAF staff have been trained as trainers in LE, Stawisha Maisha and FP, SRH and HIV/AIDS and are ready to start the work as soon as materials are distributed. The efforts involving all levels of TASAF staff and relevant colleagues at meso-level has been received very positively, while the effect cannot be established until the training materials are ready for scaling up and funding is provided.

The trainers across all subjects had been involved in the development of training materials and training guidelines which will enhance the immediate understanding and most likely also make the use of the materials be correct and effective.

Lessons learned: The involvement of TASAF at all levels has worked well and will ensure sustainability. However, training staff long before the materials are ready may be ineffective and inefficient as the trainers were losing motivation at the time of the evaluation and may have forgotten some of the messages that they need to pass as trainers when the materials are ready.

The ILO guide to LE had been tested and was ready for use. The remaining 200 youth had been trained after programme expiry showing that the ILO developed guide on LE made it possible to continue the training without JP support.

Good practise: At macro-level the continued support of the policy work despite a change from National Social Protection Framework to National Social Protection Policy was appreciated and will result in a far better document, as a policy will force budget allocation and thereby a stronger and more stable development of national social protection efforts.

Lessons learned: The response to GoT needs proved very relevant and effective in this situation.

Good practise and lessons learned: The provision of support for development of support systems such as the NSPF and NSPP, PMS, nutrition materials, LE guideline, training of trainers was well received and early application of the support seems to have the potential to generate sustainable changes.

Lessons learned: The establishment of a joint programme goes beyond making a number of UN agencies deliver to the same ministerial response. In this case four agencies each deliver what was assumed relevant for the governmental needs and not what was realistic with the available resources. The agencies collaborated effectively as parallel entities, but did not make recorded efforts on involving in joint JP activities enhancing the ability to support TASAF through well-planned internal activities that could have generated a synergy effect making the agencies as group have a common, strong platform from which to engage in evidence-based, innovative activities, which could only happen because of the very composition of agencies.

Lessons learned: When looking at the multitude of complex deliverable over a three-year period, a feasibility study of JP man-power/effort requirements would have forced a choice, which may have made fewer activities be fully completed. The incomplete deliverables were not solely due to change in government priorities and late roll-out.

6. RECOMMENDATIONS

With reference to findings, lessons learned and good practices the following recommendations are made with the view to lift outputs to outcome and impact level in TASAF phase IV.

The recommendations are disaggregated into recommendations for respectively macro, meso and micro level support. The recommendations will mainly concern a finalization and stabilisation of what the JP supported in TASAF phase III.

The recommendations for each level are made in random order. All recommendations concern recommendations for UN support, as this evaluation did not include TASAF or PSSN.

Each agency involved in the next phase should start its support, when funding has been secured. A timing of the work is therefore not possible here.

Since most recommendations concern finalisation of activities from this phase, there is no mentioning of which agency will be responsible for finalisation of the respective outputs, as this should be given.

Where additional agencies is proposed this is clearly indicated.

Capacity development as described in recommendation 6.2e is a precondition for success of the recommendations made in 6.2 and 6.3. Hence it should run in a wide range of designs as an enabler for all activities.

6.1 Recommendations for JP Preparation

With reference to findings it is strongly recommended that UN defines internal capacity before venturing into design and support of next TASAF phase to ensure definition of realistic achievements. The following may be relevant:

- a) Considering which donors may be relevant for more efforts at macro level management across Capacity development management of SP measures, PMS, Communication and Advocacy, Knowledge Management and other areas supported under TASAF III.
- b) Considering which other UN agencies may be relevant as partners in JP for TASAF IV. With the focus on agri-based LE and relatively weak extension systems, e.g. agencies with substantial expertise in all aspects of farm and farmer development in combination with global goal to create social development may be a relevant partner.
- c) It may as well be relevant to involve national and/or international research institutions with expertise in SP, technical training and other relevant areas, think tanks, relevant associations etc. To know whom to include there may need to conduct a needs assessment, which could provide exact ideas of relevant partners.
- d) TASAF's wish to empower women will need expertise in gender issues to enable women empowerment while respecting gender mainstreaming principles. UN Women has expertise in designing women empowerment in way that is acceptable to men. Working primarily in the far rural areas and in Muslim cultures, both of which are strong male dominated cultures, there we will be need to reduce the risks of HH conflicts which was reported, in some cases, to have made men find another wife. As HHs need a man and the children need a father, this should be prevented to the largest possible extent by finding adequate roles to men and male youth. This could be engagement in the processing, distribution of products, group purchase of farm inputs at better prices etc. With view to have an evidence-based change in approach, it may be useful to conduct an in-depth survey in different cultural settings of the effect the cash transfer.
- e) The effect of the training in FP, SRH and HIV/AIDS should be followed to assess whether there is any behaviour change and, ultimately, impact of the training. This will enable an informed decision about continued and/or maybe changed efforts in this field.
- f) Acknowledging that development of human capital is a key component in reducing poverty, a new JP could support training in processing of agri-based products, marketing, packaging and in some new areas of vocational training which would appeal to youth without land. This could

include training/education in repair of watches, radios, mobiles and similar which is in demand at village and district level.

- g) The results matrix should have a clear line, or logic, from activity to output to outcome. The indicators should clearly reflect the desired outcome, as the indicator is the measure stick determining whether the outcome has been achieved. The indicator can therefore not concern latrines, when the outcome concerns establishment of TASAF management systems as in the latest results matrix as was the case in the evaluated results matrix.

It is recommended to seek assistance for development of the next results matrix, as a correct matrix will both make the writing of the programme document and later monitoring and reporting be easy. It will further help having a common understanding of which support to provide/expect across all involved parties.

- h) A stronger JP M&E system with relatively few key performance indicators enabling a joint learning from experience and subsequent engagement in such learning activities. Such planned learning would be an obvious JP activity, partly for JP internal learning – and when having developed a simple approach or other products, offer this approach as a support function to JP partners and UN agencies at large. There is little evidence-based recording of the innovative aspect of joint programmes. Focus is mainly on simplifying the administration.

6.2 Recommendation for Macro-Level Support

With the view to have national systems and structures in place before up-scaling meso and micro-level activities the following support is recommended:

- a) Finalisation and implementation of the National Social Protection Policy.
The policy should be finalised and approved before the design of TASAF phase IV is completed with the aim to ensure targeted and coordinated support of the enforcement of the policy.
- b) If approved, support development of strategy for enforcement with regard to timing, pace and scale of roll-out of protection measures.
- c) Finalisation, test and amendment of the PMS.
The focus should be on simplicity in design to ensure usability across all levels of data collection and use.
Development of a user-manual, which includes M&E responsibilities at each of the three levels of implementation.
Finally, capacity development in poverty analytics.
- d) Finalisation and test of the Communication and Advocacy Strategy.
It is recommended to combine it with a Knowledge Management System (KMS) as the intentions presented in the results matrix are more in line with KMS than with a Communication and Advocacy Strategy.
The KMS could provide part of the information for general communication and advocacy activities. The KMS will provide details on who (donors, different levels of government, different categories of staff, newspapers, radio, TV etc.) shall know what, in which format (folder, report, one-page fact sheet, community information materials etc.).
- e) Revision of the M&E system, its simplicity and applicability. This includes the current structures for data uploading, data analysis and data use. Currently most data are raw data using statistics directly without comparing statistic from one area with those from another area.
An example: With regard to establishing poverty it may relevant to include data of level of harvest in a given area, hectares (percentage) of high-yielding crops, farmer sale of crops, prices obtained with the official poverty level. Some areas would show quite good income, while the households still suffer from malnutrition and lack of school fees. It may relevant to know where this household income disappeared to be able to design relevant interventions.
Further, gender relevant indicators, not only gender disaggregated data, should as well be included.

- f) Capacity development of management staff in TASAF, MoFP, NBS, other governmental institutions and relevant politicians (e.g. committees for finance, planning, labour, education and social work).

Capacity development involves strengthening of:

- o Systems (methods, routines, procedures, legislation)
- o Structures (policy, authority, rights & duties, communication)
- o Organisational changes
- o Individual knowledge and skills
- o Equipment (hardware, software)
- o Work environment (physically, psychologically)
- o External factors
- o Other

Capacity development is much more than just training. It can involve:

- o Peer Learning
- o Mentoring
- o Twinning
- o Consultancy services
- o Provision of technical staff and staff secondments.

Capacity is not built by a few days' input, only knowledge is acquired. It entails long-term support to internalise new knowledge and operations in existing work and procedures. Several of the approaches mentioned above provides access to such external expertise over time. There were expressed needs for capacity building in at higher levels in management, but also in the purpose and use of e.g. MIS or knowledge management together with diverse and hands-on capacity building in handling the other systems and structures developed during phase III.

- g) Capacity building in gender mainstreaming.

UN defines gender mainstreaming²⁹ as: ““The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels.”.

What is essential is the consideration of implication for respectively women *and* men.

Empowerment of the one sex without including the development of the other has resulted in gender imbalances over the decades of donor assistance – first with an unintended empowerment of male dominated areas primarily related to land (better production) and livestock (better producing and less sick animals), which later turned into a focus on women, which, in some areas more than others, resulted in negative male response to the HH development contrary to donor intentions. The emphasis on the mainstreaming where the needs, capacities and interests of both parties meet in united efforts to make their HHs, businesses or organisations develop is the essence of gender mainstreaming.

Gender mainstreaming should be applied at macro, meso and micro levels of interventions. Not least at micro level it requires strong involvement of both sexes in taking responsibility for the HH and other family and community related developments. The ways and means will be locally different. Only involvement will decide the final approach and design.

6.3 Recommendations for Meso-Level Support

- a) Enhancing gender mainstreaming capacities by finalizing and rolling-out of the gender training package and supporting the integration of gender into all components of the PSSN through support to finalisation and implementation of the gender action plan.
- b) Support to finalisation of the Stawisha Maisha material and up-scaling of the training.

²⁹ www.unwomen.org/en/how-we-work/un-system.../gender-mainstreaming

A needs assessment may be required to establish which knowledge is required by whom to use the materials optimum.

- c) Support of training development for district extension staff.

The training needs to have a practical aspect as in the Songhai model³⁰ or farmers field schools. Since the district administration is far away from the farmers, visits will be rare and will not have the support function required for sustainable, progressive farm/farmer development. One thing is to start a new production, another is to maintain it and protect it from diseases etc. It may, therefore, be necessary to establish local systems, e.g. example farmers or example productions at schools to provide continuous access to knowledge and support of the agri-based LE. Such initiatives should be headed by the district extension service.³¹

MoA establishment of farmer groups with same products will allow for farmers groups with same productions at different sites to bulk their products and transport it to better markets and have better prices. Likewise many groups of 30-50 farmers can purchase farm inputs at far better prices.

Further, 5-10 groups of 30-50 farmers can employ own extension staff with specialisation in their production(s) and can invest in processing equipment.

The support could be in terms of visits to such initiatives within or outside Tanzania for key MoA at all levels. Support of discussions of the relevance of an extended capacity of existing agricultural training centres etc. The type of support could be decided based on documentation of lessons learned from the UN supported model on enhanced access to information and extension services, which is being piloted under the JP, and use this to inform the scale-up of the intervention

- d) Capacity building of the LG staff in SP and M&E.

For SP the capacity building may involve discussions of the role of different ministries or departments when contributing towards social protection. The ministries and departments may include, but not be limited to: Education, Health, Social Work, Agriculture/livestock, Trade, TVET and NBS.

The capacity building could include training to provide knowledge and mentoring to provide the skills and experience. The training in SP should highlight and discuss which role each play, which would implicitly explain which data will be relevant for social protection and poverty reduction.

In M&E the support could be training, mentoring and equipment as relevant. The training and mentoring at this level should focus on data compilation and analysis. The latter because same statistics from different areas may not have the same context as statistics from other sites. The outcome of the analysis will thus be different.

6.4 Recommendations for Micro-Level Support

The following recommendations are mainly based on ideas from TASAF staff working on the ground and TASAF trainers:

- a) Based on trainer experiences there is need for strong procedures for teaching nutrition
The information about nutrition should not be too broad or general, but be to the point: First take this vegetable, clean it like this, cut it like that and prepare as follows.....
- b) Family planning in terms of child spacing has to be done smartly.
Recognising that family planning in some cultures interferes with the male pride and dominance and with female desire to be a fertile wife, it has to be presented in an acceptable manner, for example discussing the difference between a family with many children and a family with fewer children. This will help both man and wife see the difference and choose the

³⁰ Songhai model (www.songhai.org/index.php/en/home-en)

³¹ The potential of agri-based production in Tanzania and marketable products are mentioned in chapter 1.

solution which they feel can help them have healthy and educated children and a household to be proud of.

By involving both men and women, and involving them together, the JP would practise gender mainstreaming and equality as it would be the couples developing a joint understanding of the future of their respective HHs. They can make informed choices of the means to achieve such development. Some gender disaggregated preparatory training may be required to ensure some level of respectively male and female understanding, which would also ensure some and freedom to discuss among villagers of own sex, before translating it into a HH issue.

- c) Since it is often the same HHs that are asked to engagement in community work, it means that these assist many projects/interventions and become very busy. It may be relevant to set a limit to the number of activities for which a single HH can be made responsible and a timeframe for the membership of a development/village committee.
- d) Capacity development of lower level government staff in:
 - SP - same training as at meso-level may overall be relevant
 - Extension service - hands-on training in innovative agri-based productions is essential (6.3b)
 - Extension staff to understand SP.
The training of extension staff should be combined with technical skills within high value production, farmer grouping, processing, market linkages to help the extension staff realise the SP measures that each of these levels of farming provide
 - M&E - The training and mentoring in M&E would focus on correct data entry, data verification and data upload assuming that the system will be real-time monitoring using mobile uploading
 - Coordination and implementation
 - Human resource needs
- e) Develop guide and materials for gender equality community sessions, as collaboration and agreement of HH development is critical for sustainable SP.

Across the levels and types of interventions:

A stronger involvement and diversification of agri-based LE would help developing support jobs such as processing, distribution, production of locally made incubators based on kerosene lamps and other tools.

A more diverse production combining small(er) animals (e.g turkeys, quails, dairy goats) with fruit production and more stable cash crops as sorghum would yield higher income as none will fail in the same season and market dependency would be less.

In addition, stable food production or stable income from the same would support better nutrition and help those affected by HIV/AIDS. Focus on agri-based LE therefore seems relevant as key component in TASAF phase IV.

ANNEXES

Terms of Reference

INDIVIDUAL CONSULTANT PROCUREMENT NOTICE (ICPN)

International Consultant to evaluate the United Nations Joint programme to support Tanzania's Productive Social Safety Nets (PSSN)

Date: 13 November 2017

Procurement Notice No: IC/TZA/2017/UNDP-024

Project Title: International Consultant to evaluate the United Nations joint programme to support Tanzania's Productive Social Safety Nets (PSSN)

Duty Station: Dar es Salaam

Period of assignment/services: 28 working days

Eligibility: **Qualified and Experienced Consultants are invited to submit their proposals**

Description of the assignment: The UN Country Team (UNCT) in Tanzania is supporting the Government of Tanzania to scale-up of the Tanzania Productive Social Safety Nets (PSSN) programme and strengthen coordination of social protection interventions across sectors through a UN Joint Programme implemented by UNDP, UNICEF, ILO and UNFPA. As the Joint Programme nears completion of the programme cycle, the UN agencies and national partners have agreed to undertake an evaluation to further promote accountability for results and learning.

This evaluation will assess the performance and results of the Joint Programme, titled "Joint programme to support Tanzania's Productive Social Safety Nets (PSSN)". It is a final evaluation (with field visit expected to be conducted in August/ Sept 2017) of the programme phase which was implemented during May 2015- Sept 2017. The analysis and recommendations of the evaluation will contribute to organizational learning and accountability of results, and inform the formulation of potential new programmes in the field of Social Protection.

The Evaluation will be carried out by one consultant who will carry out the process through data collection and analysis, conducting the desk review, interviews and field visits to project sites in conjunction. The consultant will also be required to prepare an inception report as well a draft and final report.

Separate technical and financial proposals detailing understanding of the TOR, methodology and work plan should be submitted through; icprocurement.tz@undp.org not later than **Thursday, 23 November 2017 at 01:30 AM (EAT)**.

IMPORTANT NOTE:

The reference of the IC Procurement Notice No. IC/TZA/2017/024 should be indicated on all correspondences.

Any request for clarification must be sent in writing, or by standard electronic communication to the e-mail address: tenders.tz@undp.org. UNDP Tanzania will respond in writing or by standard electronic mail to the requestor and share the answer with all invited offerors without identifying the source of inquiry. Please Quote in all inquiries.

1. BACKGROUND

The UN Country Team (UNCT) in Tanzania is supporting the Government of Tanzania to scale-up of the Tanzania Productive Social Safety Nets (PSSN) programme and strengthen coordination of social protection interventions across sectors through a Joint Programme Implemented by UNDP, UNICEF, ILO and UNFPA. Each UN Agency covers a specific area of intervention as outlined in more detail in the evaluation TOR.

The JP, which was designed, in consultation with the Ministry of Finance and the Tanzania Social Action Fund (TASAF), focuses at strengthening linkage between policy level and downstream community interventions; filling the existing gaps in the PSSN; and complementing ongoing efforts being implemented through TASAF, to ensure programme sustainability.

The support to the scale-up of the PSSN is consistent with the UN Development Assistance Programme (UNDAP) Social Protection Outcome to ensure the *Government of Tanzania coordinates a multi-sectoral social protection response to the needs of the economically deprived and vulnerable groups*. Furthermore, the UN support offers PSSN ways to connect international norms and standards on human rights, gender equality and environmental sustainability in its implementation.

The overall goal of the PSSN JP evaluation is to promote accountability, organizational learning, stocktaking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs.

The final evaluation of the PSSN Joint Programme has the following specific objectives:

1. Measure to what extent the joint programme has contributed to solve the needs and problems identified in the design phase
2. To measure joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised
3. Measure to what extent the joint programme has attained the results originally foreseen in their project document, M&E frameworks, etc.
4. To the extent possible, measure the impact of the joint programme on the achievement of the SDGs
5. To identify and document substantive lessons learnt and good practices on the specific topics of the thematic areas and crosscutting issues: gender,
6. sustainability and public private partnerships.

2. DUTIES AND RESPONSIBILITIES

For detailed information on the tasks to be performed and expected deliverables, please refer to the Terms of Reference (TOR) attached.

3. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS:

National Consultant

I. Academic Qualifications

- Master’s Degree in International Development, Public Administration, Evaluation or Related Field

II. Experience

- Proven 5 years’ professional experience, specifically in the area of evaluating international development initiatives and development organizations and preferably in the field of social protection programmes,

- Familiarity with the UN system including Delivering as One (DaO) principles and processes, Demonstrative ability to assess the application of the five UN Programming Principles: human rights; gender equality; environmental sustainability; RBM; capacity development
- Experience of qualitative and quantitative data collection and analysis methods including interview techniques
- Proficiency in English is required; proficiency in Kiswahili is an asset

4. DOCUMENTS TO BE INCLUDED WHEN SUBMITTING THE PROPOSALS

(a) Technical (70 points - pass mark is 49 points)

Proposed format for submission of Technical Proposal

Explain why you consider yourself a suitable candidate for the work specified in the ToR
<i>Click here to enter text</i>
Provide a brief methodology on how you will approach and conduct the work (including evaluation matrix, see template in Annex II)
<i>Click here to enter text</i>
Personal P11 and CV including at least 2 references
<i>Click here to enter text</i>
Availability, please indicate any limitations in availability or other time constraints
<i>Click here to enter text</i>
1-2 sample reports
<i>Click here to enter text</i>

(b) Financial proposal (prepared in accordance with the instructions indicated below)

5. Financial Proposal (30 points)

The financial proposal shall specify a **total lump sum amount**, and payment terms around specific and measurable (qualitative and quantitative) deliverables (i.e. whether payments fall in installments or upon completion of the entire contract). Payments are based upon output (For detailed payment schedule, please refer to the TOR attached). In order to assist the Requesting Unit in the comparison of financial proposals, **the financial proposal will include a breakdown of this lump sum amount.**

Proposed format for submission of Financial Proposal:

S/N°	Item/Description	Amount (USD)
1.	Professional Fee (number of working day x Daily Rate)	
2.	Subsistence allowances (number of calendar days x DSA daily rate)	
3.	Reimbursables expenses (Travel, VISA, and Terminals etc.)	
4.	Other expenses (please specify if any)	

6. EVALUATION METHOD

Individual Consultants will be evaluated based on the following methodology:

Cumulative Analysis:

The contract will therefore be awarded to the Individual Consultant whose offer has been evaluated and determined as both:

- a) Responsive/compliant/acceptable, and
- b) Having received the highest score out of the pre-determined set of weighted technical and financial criteria specific to the solicitation:

* Technical Criteria weight: 70%

* Financial Criteria weight (based only on the professional fees): 30%

Only candidates obtaining a minimum of 49% points in the technical evaluation will be considered for the Financial Evaluation.

Criteria	Weight	Max. Points Available
Technical Proposal	70%	70
Proposed Work Plan and Methodology		
To what degree does the Offeror understand the task?	4	
Have the important aspects of the task been addressed in sufficient detail?	4	
Is the proposal based on a survey of the project environment and was this data input properly used in the preparation of the proposal?	6	
Is the evaluation design adopted appropriate for the task?	4	
Is the scope of task well defined and does it correspond to the TOR?	6	
Is the presentation clear and is the sequence of activities and the planning logical, realistic and promise efficient implementation to the project?	6	
Qualification of Personnel		
Master's Degree in International Development, Public Administration, Evaluation or Related Field	4	
5years professional experience, specifically in the area of evaluating international development initiatives and development organizations	8	
Familiarity with the UN system Inc. DaO principles and processes	7	
Demonstrative ability to assess the application of the five UN Programming Principles: human rights; gender equality; environmental sustainability; RBM; capacity development	7	
Experience of qualitative and quantitative data collection and analysis methods Inc. Interview techniques	7	
Proficiency in English and Swahili (spoken and written, with capacity to contribute to the inception, draft and final evaluation reports)	7	
Financial Proposal - Must be prepared in accordance with the instructions indicated in Section 5 above	30%	30

ANNEX 1 - TERMS OF REFERENCE (TOR)

ANNEX 3 - INDIVIDUAL CONSULTANTS GENERAL TERMS AND CONDITIONS

ANNEX 2 - EVALUATION MATRIX TEMPLATE

Victor Kida
Officer-in-Charge (Operations)

Terms of Reference (TOR)

INDEPENDENT FINAL EVALUATION OF THE JOINT PROGRAMME TO SUPPORT TANZANIA'S PRODUCTIVE SOCIAL SAFETY NETS



Programme Background information:

Based on the success of the TASAF I and TASAF II in a short period of time, in 2013 the Government of Tanzania decided to design and implement the Tanzania Productive Safety Net programme (TASAF III – PSSN). Direct beneficiaries of TASAF –PSSN Programme are poor and vulnerable households living in Project Area Authorities (PAAs) and villages identified as chronic poverty; and it targets people living below the food poverty line which is currently 9.8 percent of the population. The households benefit from a combination of basic conditional transfers, cash transfer through participation in labour intensive public works; advice and support concerning savings and investments. The programme was initially expected to support 275,000 households in five years (2013-2017) and has been scaled up to reach about 920 000 households living below the food poverty line by end of 2015 to substantially contribute to the achievement of the Millennium Development Goals (MDGs) particularly the first MDG on eradicating extreme poverty and hunger which is off-track. Currently TASAF III is reaching about 134,000 extreme poor households with cash transfers conditioned on family's participation in education and health related services.

The implementation of the first two phases of TASAF achieved impressive results in facilitating community access to social services through infrastructure projects such as schools, health facilities and water points reaching 7.3 million people in TASAF I and 16.1 million in TASAF II. Moreover, in TASAF II community based conditional cash transfers (CB-CCT) were piloted in the three districts of Bagamoyo, Kibaha and Chamwino targeting extremely poor households (below the food poverty line) to encourage targeted households to invest in nutrition, education and health. Although the level of cash transfer is a modest \$5 per household per month or \$10 if the household has children and/or pregnant woman, given every two months, /or six times a year, the results of the randomized trial of the pilot showed CCT led to improved outcomes in both health and education and investment in livestock, school shoes, health insurance and for the poorest households increased savings. To improve

enrolment and attendance to secondary school an additional \$5 maximum has recently been agreed to be added (\$2 for lower secondary and \$3 for upper secondary) bringing the maximum total amount a household can receive to \$15 per month in TASAF III.

Phase III (PSSN - TASAF-III) so far has achieved additional substantial results. The Program has managed to target and enrol total number of 5,037,632 direct beneficiaries in 161 PAAs which reflects 84.0 percent of the target of about 6 million direct beneficiaries. Majority 39.0 per cent of beneficiaries are of school age, between 6 and 18 years while 17.3 per cent are children between 0 and 5 years who are supposed to attend clinic.

By January 2017, a total of 161 PAAs have made enhanced payment of a total of TZS 391,239,435,000 has so far been transferred to 161 PAAs and paid as grant to 1,055,095 beneficiary households in 9,824 villages.

The PSSN is seen as a major component of TASAF that seeks to put in place the building blocks of a permanent national social safety net system in Tanzania in the context of a National Social Policy which is currently being revised for government approval. TASAF will play a pivotal role in the NSPF or Social Protection Policy as a lead Agency in coordinating the Social Assistance Pillar. The Policy will lead to a review of the National Social Protection Framework, which aims to improve coordination and the implementation of various policies and strategies relating to social protection, thus putting the PSSN under a coordinated national framework. Coordination is also one of the major challenges facing the PSSN programme. The NSPF will help synthesize current social protection efforts as well as to develop an optimal mechanism of social protection measures, in collaboration with key ministries and other stakeholders. It is envisaged that the NSPF will adapt a hybrid of both universal and targeted approaches in addressing chronic poverty initially scaling up cash transfers and public works with a view to include livelihood approaches that promote graduation from extreme poverty. The NSPF will benefit from the current interventions, approaches and lessons of the PSSN programme.

The Joint Programme to Support Productive Social Safety Nets: An Overview

The UN Country Team (UNCT) in Tanzania is supporting the Government of Tanzania to scale-up of the Tanzania Productive Social Safety Nets (PSSN) programme and strengthen coordination of social protection interventions across sectors through a Joint Programme Implemented by UNDP, UNICEF, ILO and UNFPA. The 2 year programme started on 22nd May and comes to an end in September 2017³².

The JP, which was designed in consultation with the Ministry of Finance and the Tanzania Social Action Fund (TASAF), focuses at strengthening linkage between policy level and downstream community interventions; filling the existing gaps in the PSSN; and complementing ongoing efforts being implemented through TASAF, to ensure programme sustainability.

The JP is consistent with the UN Development Assistance Programme (UNDAP I) Social Protection Outcome to ensure the *Government of Tanzania coordinates a multi-sectoral social protection response to the needs of the economically deprived and vulnerable groups* and the UNDAP II Social Protection Outcome to ensure *Increased coverage of comprehensive and integrated social protection for all, especially the poor, and the vulnerable*. Furthermore, the UN support offers PSSN ways to connect international norms and standards on human rights, gender equality and environmental sustainability in its implementation.

Key intervention carried out by JP is as follows:

UN Agencies interventions within PSSN

³² The programme starts when the first tranche is received. All programmes are given 28 months to implement (an additional four months is given to all programmes as an inception period. The PSSN programme should operationally close, by 21 September 2017 <http://proposals.sdgfund.org/sites/default/files/SDG-F-ToRs.pdf>),

- (i) Adolescence and Youth: UNICEF and TASAF have decided to pilot 'Cash Plus' a model for safe transition to a healthy and productive adulthood. Cash Plus intervention focuses on an out of school youths 15-24. The Plus: Identify out of school youth 15-24 years in PSSN households & provide: Livelihoods intervention (economic empowerment) to 1,250 youth; Sexual & reproductive health (SRH), HIV prevention, gender information & messaging to 2,500 youth; Linkages to SRH, HIV and other health services in the communities.
- (ii) Community Engagement Toolkit: UNICEF and TASAF are implementing Community Engagement Toolkit known as Stawisha Maisha as SBCC communication tool to enhance PSSN sessions by engaging women beneficiaries with grandchildren on Infant and Young Child Feeding (IYCF) issues through Stawisha Maisha club activities conducted on bi-monthly cash transfer days (6 sessions per year). The Stawisha Maisha Groups will stimulate senior women to act to ensure nutritious Infant and Young Child Feeding (IYCF) in their households and family networks. It will do this by (1) enhancing their collaboration, (2) building their agency, (3) strengthening their leadership role and capacity to identify and solve problems in relation to the topic, and (4) increasing their knowledge of new practices.
- (iii) Enhancing gender mainstreaming into the PSSN Programme: As part of the effort to strengthen the implementation and gender responsiveness of the PSSN programme, UNDP and TASAF have conducted a gender assessment of the PSSN programme assessing the gendered impacts and gender responsiveness of the PSSN programme as well as the institutional framework and capacity for gender mainstreaming. The assessment provides recommendations on how to strengthen the integration of gender into the Programme through revision of frameworks and guidelines; capacity development and structures to support gender mainstreaming. In addition, a training package for TASAF staff is being developed and piloted.
- (iv) Strengthening MIS and M&E systems and capacities: As part of the effort to strengthen the institutional capacity of TASAF for the effective implementation of the PSSN programme, UNDP has provided support to enhance data capturing at the local level by setting up data capture centres and conducting trainings of front line staff. Furthermore, trainings have been carried out to strengthen the M&E capacities of TASAF staff
- (v) Towards a coherent social protection system in Tanzania: UNDP, UNICEF and ILO have supported the development of a draft National Social Protection Framework through support to the government led taskforce spearheaded by the Prime Minister's Office. UNDP and UNICEF have also supported the integration of social protection objectives and indicators into the Five-Year Development Plan and UNDP is currently supporting the integration of social protection indicators into the Poverty Monitoring Master Plan.
- (vi) ILO support brings up linkages among the youth (15-35 years) from PSSN beneficiary households with livelihood and economic empowerment initiatives by providing relief from poverty vulnerability and social exclusion among the youth through earnings from income generating activities. The support plays a preventive role by averting deprivation (e.g. through economic empowerment clubs); promotive role by enhancing real incomes and capabilities through engagement of feasible economic activities); and finally transformative role by empowering and protecting the rights of the vulnerable youth and addressing concerns of social equity and exclusion which often underpin their experiences.

The Sustainable Development Goal Fund (SDG-F):

The Sustainable Development Goals Fund (SDG-F) is a development cooperation mechanism created in 2014 to support sustainable development activities through integrated and multi-dimensional Joint Programmes. It builds on the experience, knowledge, lessons learnt, and best practices of the MDG Fund and the MDG experience, while focusing on the fostering of sustainable development, public-private partnerships and gender and women's empowerment as cross-cutting priorities in all our areas of work. The SDG Fund aims to act as a bridge in the transition from MDGs to SDGs providing concrete experiences on how to achieve a sustainable and inclusive world as part of 'Agenda 2030 for Sustainable Development.'

Tanzania was among countries selected to participate in the new development cooperation mechanism created by the **Government of Spain** and UNDP, on behalf of the UN system, to support sustainable development activities through integrated and multidimensional joint programmes. The support received from the SDG-F, amounts to US\$ 1,500,000 (with additional matching funds of USD 2,180,000 by UN agencies), has been combined with the UN agencies' technical and financial contributions to strengthen implementation of the PSSN Joint Programme at both policy and sub-national levels.

As per the SDG-F monitoring and evaluation strategy, all joint programmes will commission an independent final evaluation in the last three months of implementation. The SDG Fund Secretariat assumes the role of guidance and oversight in this evaluation.

1. EVALUATION TERMS OF REFERENCE:

This first draft Terms of Reference (ToR) for the PSSN JP Evaluation outlines the overall goal of the evaluation, objectives and methodology to be used (including the evaluation criteria and related questions), the composition of the evaluation team, the planned deliverables and timeframe, as well as the intended use of the evaluation.

The overall goal of the evaluation is to promote accountability, organizational learning, stocktaking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs.

2. SCOPE OF THE EVALUATION AND SPECIFIC OBJECTIVES:

This final evaluation of the PSSN Joint Programme has the following **specific objectives**:

7. Measure to what extent the joint programme has contributed to solve the needs and problems identified in the design phase
8. To measure joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised
9. Measure to what extent the joint programme has attained the results originally foreseen in their project document, M&E frameworks, etc.
10. To measure the impact of the joint programme on the achievement of the SDGs
11. To identify and document substantive lessons learnt and good practices on the specific topics of the thematic areas and crosscutting issues: gender, sustainability and public private partnerships.

3. SCOPE AND EVALUATION QUESTIONS:

The evaluation will apply the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee criteria: relevance, effectiveness, efficiency, impact and sustainability. Specific evaluations may include but are not limited to the following:

Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and achieving the SDGs:

- 1) How has the joint programme contributed to solve the needs and problems identified in the design phase, in particular with reference to the baseline situation?

- 2) To what extent was the joint programme aligned with national development strategies and the UNDAP?
- 3) To what extent was joint programming the best option to respond to development challenges described in the programme document?
- 4) To what extent are the objectives of the joint programme still valid in the context of national policy objectives and SDGs?
- 5) To what extent have the implementing partners participating in the joint programme contributed added value to solve the development challenges stated in the programme document?

Effectiveness: Extent to which the objectives of the development intervention have been achieved

- 6) To what extent did the joint programme attain the development outputs and outcomes described in the programme document?
- 7) What good practices, success stories, lessons learnt and replicable experiences have been identified? Please describe and document them
- 8) To what extent has the joint programme contributed to the advancement and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc.)
- 9) To what extent did the joint programme help to increase stakeholder/citizen dialogue and or engagement on development issues and policies?

Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results

- 10) To what extent was the joint programme's management model (governance and decision-making structure, i.e. lead agency, Joint Programme Coordinator, Programme Management Committee and National Steering Committee, financial management and allocation of resources, i.e. one work plan, one budget) efficient in comparison to the development results attained?
- 11) To what extent were joint programme's outputs and outcomes synergistic and coherent to achieve better results when compared to single-agency interventions? What efficiency gains/losses were there as a result?
- 12) What type of work methodologies, financial instruments, business practices did the implementing partners use to promote/improve efficiency?
- 13) What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have these affected its efficiency?

Impact: Positive and negative effects of the intervention on development outcomes, SDGs:

- 14) To what extent and in what ways did the joint programme contribute to the SDGs?
- 15) To what extent and in what ways did the joint programme contribute to the targeted cross-cutting issues: gender mainstreaming and women's empowerment, public private partnerships (PPPs) and sustainability at the local and national levels?
- 16) What impact did the matching funds have in the design, implementation and results of the joint programme?
- 17) To what extent did the joint programme have an impact on the targeted beneficiaries? Were all targeted beneficiaries reached? Which were left out?
- 18) What unexpected/unintended effects did the joint programme have, if any?

Sustainability: Probability of the benefits of the intervention continuing in the long term

- 19) Which mechanisms already existed and which have been put in place by the joint programme to ensure results and impact, i.e. policy, policy coordination mechanisms, partnerships, networks?
- 20) To what extent has the capacity of beneficiaries (institutional and/or individual) been strengthened such that they are resilient to external shocks and/or do not need support in the long term?
- 21) To what extent will the joint programme be replicated or scaled up at local or national levels?

4. METHODOLOGICAL APPROACH

This final evaluation will make use of:

- I. **All relevant secondary information sources**, such as reports, programme documents, internal review reports, programme files, strategic country development documents, evaluations and
- II. **Primary information sources** including: interviews, surveys, etc. to ensure participatory approach and appropriate consultation and engagement of stakeholders
- III. **Triangulating of information** to allow for validation and discern discrepancies

The methodology and techniques to be used in the evaluation will be described in the inception report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory approaches.

5. EVALUATION DELIVERABLES

The Evaluator (evaluation consultant) will provide the following deliverables:

Inception Report: This report will be 10 to 15 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The desk study report will propose initial lines of inquiry about the joint programme this report will be used as an initial point of agreement and understanding between the Evaluator and the evaluation reference group. The report will follow this outline in Annex II:

Draft Final Report: The draft final report will follow the same format as the final report (described in the next paragraph) and will be 30-40 pages in length. See Annex III for the template.

Final Evaluation Report: The final report will be 30-40 pages in length. It will also contain an executive summary of no more than five pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final report will be sent to the evaluation reference group. This report will follow the template and follow the outline as given in Annex III.

6. ROLES OF ACTORS IN THE EVALUATION:

i. Evaluation Reference Group

The main actors in the evaluation process are the SDG-F Secretariat, the programme team of the joint programme (UNDP, UNFPA, UNICEF, ILO), including the Joint Programme Coordinators from the Resident Coordinators' Office, M&E Officer from one of the UN agencies, in addition to the Social Protection Outcome Group which involves national partners. This group of institutions and individuals will serve as the **evaluation reference group**. Its role will extend to all phases of the evaluation, including:

- i. Facilitating the participation of those involved in the evaluation design

- ii. Identifying information needs, defining objectives and delimiting the scope of the evaluation
 - iii. Providing input on the evaluation planning
 - iv. Prepare **communication and dissemination plan**
 - v. Providing input and participating in the drafting of the Terms of Reference
 - vi. Facilitating the Evaluator's access to all information and relevant documentation, as well as to key actors, stakeholders and informants
 - vii. Monitoring the quality of the process and deliverables generated
 - viii. Prepare **improvement/action plan** following the submission of the final evaluation report
 - ix. Disseminating the results of the evaluation, especially among the organizations and entities within their interest group.
- (see detailed ToR attached)

ii. Evaluation Consultant/s

In observing UNEG Norms and Standards for Evaluation (2016),³³ the evaluation should be conducted by evaluation consultants who are:

- IV. Well-qualified, selected based on competence, by means of a transparent process
- V. Impartial, i.e. not have been (and not expected to be) involved in the design or implementation of the joint programme
- VI. Suitably experienced, possess methodological expertise and at least five years of recognized experience in conducting or managing evaluations, research or review of development programmes, and experience as main writer of an evaluation report.

In the case of hiring more than one evaluator, one consultant should be experienced in the sector or technical areas addressed by the evaluation, or have a sound knowledge of the subject to be evaluated. The other should be an evaluation specialist and be experienced in using the specific evaluation methodologies that will be employed for that evaluation.

The evaluator/s are expected to be fully self-sufficient in terms of IT/office equipment, stationary, communication, office space, accommodation, transport and other logistics.

(see detailed ToR attached)

7. EVALUATION BUDGET

PSSN JP evaluation costs will be borne by the JP evaluation budget under UNDP budget line.

Schedule of payment will be as noted below:

Key Deliverables	Payment schedule/amounts
1. Inception Report Includes detailed Evaluation Work Plan Evaluation Matrix & Tools	(2 weeks) 20% of total value of contract (upon approval of report)
2. Draft Evaluation Report To be assessed using UNEG Quality Checklist Draft presentation for the Developing Partners for their inputs.	(4 weeks) 40% of total value of contract (upon approval of report)
3. Final Evaluation Report with findings as per the template (30-40 pages) Max. 30,000 words plus essential annexes and 2,500 word Executive Summary (submitted in hard and soft copy).	(2 weeks) 40% of total value of contract (upon approval of report)

³³ UNEG (2016) Norms and Standards for Evaluation, 2016: <http://www.unevaluation.org/document/detail/1914>

To be assessed using UNEG Quality Checklist. Final presentation to the respective Developing partners for their inputs.	
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8. TENTATIVE TIMELINE FOR THE EVALUATION PROCESS

	Main activities and deliverables	Responsible Parties	Scheduled date
Phase A: Preparation for the evaluation	Official notification from the Secretariat to the RC advising the start date of the evaluation, the process and generic TOR	SDGF Secretariat	June 2017
	Establishing of evaluation reference group (ERG) and adaptation of TOR by the evaluation reference group and compilation of all relevant documents under Annex I	Drafted by Coordinators from the Resident Coordinators' Office in collaboration Evaluation Reference Group	21 st July 2017
	Communication and dissemination plan prepared and submitted to Secretariat		
	Contract Evaluation Consultant: ERG prepares contract with consultant per the TOR. Contract will outline responsibilities, duration, fees, travel etc.	Joint Programme Coordinators from the Resident Coordinators' Office in collaboration with UNDP	Oct/ Nov 2017
Phase B: Execution phase of the evaluation study	Briefing with the Evaluator and sharing of all documents to be reviewed (Annex I) Preparation of Desk Study. Submission of the inception report including the findings from the desk review and evaluation methodology (see Annex II) Preparation of mission itinerary	ERG Evaluation Consultant ERG	20 th Nov By 5 th December 10 th December
	Field visit conducted by Evaluator based on the planned agenda	Evaluation Consultant	15 th – 20 th December (Five days)
	Submission of draft final report (Annex III) to the Secretariat Review of report Finalization of the report and submission to the Secretariat	Evaluation Consultant ERG and SDG-F Secretariat Evaluation Consultant	10 th January (15 days) 20 th January 30 th January
Phase C: Action Plan	Improvement/action plan submitted by the evaluation reference group based on the recommendations of the evaluation report Implementation of communication and dissemination plan	Evaluation Consultant Evaluation reference group	5 th February

9. USE AND UTILITY OF THE EVALUATION

The evaluation reference group will design and implement a complete **communication and dissemination plan** to share the evaluation findings, conclusions and recommendations with the aim to advocate for sustainability, replicability, scaling up or to share good practices and lessons learnt at local, national or/and international level.

The **communication and dissemination plan** at least aim to target all relevant stakeholders as necessary.

10. ETHICAL PRINCIPLES AND PREMISES OF THE EVALUATION

The evaluation of the joint programme is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).

- **Anonymity and confidentiality** - the evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality
- **Responsibility** - the report must mention any dispute or difference of opinion that may have arisen between the Evaluator and the Joint Programme in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted
- **Integrity** - the Evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention
- **Independence** - the Evaluator should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof
- **Incidents** - if problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the SDG Fund Secretariat. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by the Secretariat in these terms of reference
- **Validation of information** - the Evaluator will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report
- **Intellectual property** - in handling information sources, the Evaluator shall respect the intellectual property rights of the institutions and communities that are under review
- **Delivery of reports** - if delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

11. ANNEXES

I. Check List: Documents to be Reviewed

The documents below will be timely provided to the evaluation consultant/s by the evaluation reference group:

SDG-F Context:

- [SDG Fund TORs and Guidance for Joint Programme Formulation](#)
- SDG Fund M&E strategy
- Communications and Advocacy Strategy
- Knowledge Management Strategy

Programme-Specific Documents:

- Joint programme document and its annexes (annual work plan and budget, theory of change, integrated M&E research framework, performance monitoring framework, risk analysis matrix)
- Baseline and end line study (if any)
- Mid-term review report (if any)
- NSC and PMC minutes
- Exit strategy
- Biannual monitoring reports
- Financial information (MPTF)

Other in-country documents or information:

- All assessments, reports and/or evaluations directly conducted/commissioned by the joint programme
- Relevant documents or reports on the SDGs at the local and national levels
- Relevant documents or reports on the implementation of the Paris Declaration and the Accra Agenda for Action in the country

II. Inception Report - Outline

0. Introduction
1. Background to the evaluation: objectives and overall approach
2. Identification of main units and dimensions for analysis and possible areas for research
3. Main substantive interventions of the joint programme
4. Methodology for the compilation and analysis of the information
5. Criteria to define the mission agenda, including field visit

III. Draft/Final Evaluation Report - Outline

1. Cover Page
2. Executive Summary – a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations.
3. Introduction
 - a. Background, goal and methodological approach
 - b. Purpose of the evaluation
 - c. Evaluation methodology
 - d. Constraints and limitations of the study conducted
4. Description of the development interventions carried out
 - a. Detailed description of the development intervention undertaken: description and judgement on implementation of outputs delivered (or not) and outcomes attained as well as how the programme worked in comparison to the theory of change developed for the programme.
5. Levels of Analysis: Evaluation criteria and questions (all questions included in the TOR must be addressed and answered)
6. Conclusions and Lessons Learnt
7. Recommendations
8. Annexes

DUTIES AND RESPONSIBILITIES

Under the supervision and coordination of the Evaluation Reference Group and SDGF Secretariat, the evaluation consultant will conduct the following duties.

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Working Days	Location
<p>1. Review programme documentation and relevant country background information (national policies and strategies, UN strategies and general economic data); determine key data to collect in the field and prepare key assessment instruments (questionnaires, logic models, surveys, samples...) to collect these data through surveys and interviews during and prior to the field mission;</p> <p>Assess the adequacy of legislative and regulatory framework relevant to the project's activities and analyse other background info.</p>	<ul style="list-style-type: none"> • Adjust table of evaluation questions, depending on country specific context; • Draft list of stakeholders to interview during the field missions; • Brief assessment of the adequacy of the country's legislative and regulatory framework. 	2	Home-based
<p>2. Briefing with the Evaluation Reference Group and other key stakeholders at UN offices.</p> <p>Preparation of the Inception Report.</p>	<p>Inputs to the ERG on:</p> <ul style="list-style-type: none"> • Detailed evaluation schedule with tentative mission agenda (incl. list of stakeholders to interview and site visits); mission planning; • Inception Report 	3	Home-based
<p>3. Conduct field visits</p>	<ul style="list-style-type: none"> • In liaison with ERG and counterparts set up interview and field visit schedules. Conduct meetings with relevant project stakeholders, beneficiaries, etc. for the collection of data and clarifications; • Evaluation presentation of the evaluation's initial findings prepared, draft conclusions and recommendations to stakeholders in the country, at the end of the mission. 	7	TBC

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Working Days	Location
4. Prepare the evaluation report, according to the TOR; Share the evaluation report with ERG and SDG-F Secretariat and stakeholders for feedback and comments.	• Draft evaluation report.	15	Home-based
5. Revise the draft project evaluation report, based on comments from ERG, SDG Secretariat and stakeholders	• Final evaluation report.	2	Home-based
TOTAL		28	

Absence of conflict of interest:

The consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project (or theme) under evaluation. The consultant will be requested to sign a declaration that none of the above situations exists and that the consultants will not seek assignments with the manager/s in charge of the project before the completion of her/his contract.

List of People Met

List of People Met

Name	Job title	Ministry, organization etc.
Ekingo Magembe		Ministry of Finance and Planning
Mr. Ladislaus J. Mwamanga	Executive Director	TASAF
Mr. Amadeus Kamagenge	Director of Community Support	TASAF
Ms. Tatu Mwaruka	Livelihoods Enhancement Manager	TASAF
Mr. Fariji Mishael	Monitoring and Evaluation Specialist	TASAF
Mr. Peter Lwanda	ICT Specialist	TASAF
Ms. Tumbe M. Lukongo	Agri. Research and Dev. Specialist	TASAF
Ms. Mercy Mandawa Mariki	Training and Participation Specialist	TASAF
Ms. Patricia Matogo	Monitoring and Evaluation Officer	TASAF
8 trainers		TASAF
Mr. Makame Ali Haji	PSSNC-Mnguja	TASAF
Mr. Halid Bakemi Amran	Director of Coordination	TASAF
Shehiha Donge Myimbi	-	Zanzibar
App. 35 beneficiaries - women		Zanzibar
Ms. Aine Mushi	UN Coordination Specialist	UN JP
Mr. Bwijo A. Bwijo	Practice Specialist HIV/AIDS	UNDP
Ms. Aehyun Park	Programme Analyst (SP)	UNDP
Mr. Paul Quarles Van Ufford		UNICEF
Mr. Nicholous Dampu		ILO
Dr. Jarrie Kabba-Kebbay	Programme Specialist	UNFPA
Ms. Furaha Mafuru	Programme Analyst	UNFPA

List of Literature

List of Literature

Programme documents:

Theory of Change
JP SDGF Financial Report, March 2017
Joint Programme SDG Document
Joint Programme Results Matrix, Final
SDGF Programme Final Narrative Report
SDGF Monitoring Report, October 2017
SDGF Monitoring Report, April 2017
SDGF Monitoring Report Final, April 2016
SDGF Monitoring Report Final, September 2016
SDGF Performance Monitoring Report 2, 10-06-2016
SDGF – JP Annual report 20015-2016
SDG Fund Joint Programme Final Narrative Report, work in progress
Steering Committee minutes, 2015
Updated Joint Programme Work Plan and Budget, 2015
PSSN IE Baseline Report – draft
AWP 2016
Signed AWP 2017
Signed UNDP prodoc_2015
Theory of Change CGP Final, May 2017
MTR AM for wrap-up
Signed LPAC meeting minutes

National Plans and Strategies:

The Tanzania Development Vision 2025
Tanzania Human Rights Action Plan 2013-2017
Tanzania National Development Plan 2016-2020

Reports:

ISPA Country Report: Assessment of TASAF PSSN in Tanzania Using the ISPA-PWP Tool, 2017
Evaluating Tanzania's Production Social Safety Net

Evaluation Matrix

Evaluation Matrix

Evaluation Questions	Indicators of positive direction	Methods of data collection / Data sources	Evaluation criteria
<i>The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and achieving the SDGs:</i>			
1. How has the joint programme contributed to solve the needs and problems identified in the design phase, in particular with reference to the baseline situation?			Relevance
2. To what extent was the joint programme aligned with national development strategies and the UNDAP?			
3. To what extent was joint programming the best option to respond to development challenges described in the programme document?			
4. To what extent are the objectives of the joint programme still valid in the context of national policy objectives and SDGs?			
5. To what extent have the implementing partners participating in the joint programme contributed added value to solve the development challenges stated in the programme document?			
<i>Extent to which the objectives of the development intervention have been achieved</i>			
6. To what extent did the joint programme attain the development outputs and outcomes described in the programme document?			Effectiveness
7. What good practices, success stories, lessons learnt and replicable experiences have been identified? Please describe and document them			
8. To what extent has the joint programme contributed to the advancement and the			

progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc.)			
9. To what extent did the joint programme help to increase stakeholder/citizen dialogue and or engagement on development issues and policies?			
Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results			
10. To what extent was the joint programme's management model (governance and decision-making structure, i.e. lead agency, Joint Programme Coordinator, Programme Management Committee and National Steering Committee, financial management and allocation of resources, i.e. one work plan, one budget) efficient in comparison to the development results attained?			Efficiency
11. To what extent were joint programme's outputs and outcomes synergistic and coherent to achieve better results when compared to single-agency interventions? What efficiency gains/losses were there as a result?			
12. What type of work methodologies, financial instruments, business practices did the implementing partners use to promote/improve efficiency?			
13. What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have these affected its efficiency?			
Positive and negative effects of the intervention on development outcomes, SDGs:			

14. To what extent and in what ways did the joint programme contribute to the SDGs?			Impact
15. To what extent and in what ways did the joint programme contribute to the targeted cross-cutting issues: gender mainstreaming and women's empowerment, public private partnerships (PPPs) and sustainability at the local and national levels?			
16. What impact did the matching funds have in the design, implementation and results of the joint programme?			
17. To what extent did the joint programme have an impact on the targeted beneficiaries? Were all targeted beneficiaries reached? Which were left out?			
18. What unexpected/unintended effects did the joint programme have, if any?			
<i>Probability of the benefits of the intervention continuing in the long term</i>			
19. Which mechanisms already existed and which have been put in place by the joint programme to ensure results and impact, i.e. policy, policy coordination mechanisms, partnerships, networks?			Sustainability
20. To what extent has the capacity of beneficiaries (institutional and/or individual) been strengthened such that they are resilient to external shocks and/or do not need support in the long term?			
21. To what extent will the joint programme be replicated or scaled up at local or national levels?			

JP Results Matrix with Progress Entries
Final SDGF Report, October 2017

Joint Programme Progress

Expected Results (Outcomes & outputs) From Annual Work Plan and Budget	Progress Brief assessment of the extent to which the JP components are progressing in relation to the outcomes and outputs expected for the reporting period. (100-200 words)	Difficulties Brief assessment describing the difficulties the JP is facing, including external difficulties (not caused by the JP) that delay implementation. (100-200 words) Include actions planned to eliminate or mitigate the difficulties mentioned. (If applicable)	Expected deliverables Briefly summarize the upcoming steps regarding the outcomes and outputs expected for the duration of the JP. (100-200 words)
JP Outcome 1: JP PSSN Programme implementation and delivery systems of the TASAF Management Unit, Regional Officers, District Councils and Communities strengthened			
JP Output 1.1: Social protection knowledge management system strengthened	With support from the Joint Programme the Productive Social Safety Nets (PSSN) knowledge management system has been strengthened through enhanced functioning of the Management Information System (MIS). Following a review of the MIS conducted during the previous reporting period, a number of actions have been taken to strengthen the MIS. This includes to upgrade the existing system and incorporate modules on targeting, enrolment, payment, compliance, case management and public works.	The review of the MIS came up with recommendations to upgrade the existing system and incorporate 8 modules on targeting, enrolment, payment, compliance, case management, public works, livelihoods & report modules. While this is well underway for most of the modules, there has been some technical difficulties with the public works module, which is being addressed by the consultant.	Trainings will be conducted to strengthen the capacity of TASAF personnel on communication, advocacy and dissemination strategies.
Output 1.2: Institutional capacities of the PSSN Programme implementation	TASAF has completed the enrolment process of over 1.1 million beneficiaries in 161 Local Government (PAA) who are located in 9700 villages in Tanzania mainland and Zanzibar. The focus is now to ensure payment to all enrolled beneficiaries are done in a timely	TASAF has achieved a massive scale-up (targeting, enrolment and payment). However, delays have been experienced in preparing the capacity assessment & field training needs and the community engagement toolkit (CET).	The TASAF Field training manual and CET training module are finalized.

<p>structures strengthened.</p>	<p>manner; ensuring monitoring of compliance to co-responsibilities, including the processing of claims (grievance redress), information updates.</p> <p>Preparatory work to roll out Public Works, including enrollment of beneficiaries, is completed in all 44 PAAs and implementation of sub-project will start in the next lean season in September 2016.</p> <p>A field training need assessment was conducted at national, PAA and community levels and submitted the draft training program for review. The main issues identified are (i) low capacity of staff at PAA and community level related to program operation, communication on nutrition sanitation, family planning, (ii) inadequate ICT capacity at Regional and PAA level (data entry, ICT support, compliance and data update, delayed payments). This is caused by high staff turnover from one council to another, changes in systems version and new election cycles for CMC and VC/Shehia members.</p>		
<p>Output 1.3:</p> <p>Robust PSSN Programme Monitoring and Evaluation Management Information System (MIS) enhanced, including indicators on</p>	<p>With support from the JP, the PSSN MIS system has been strengthened through the development of modules on compliance and public works as well as through support to the establishment of data capture centres at local level.</p> <p>In addition, the capacity of staff to effectively manage these new modules have been strengthened through trainings. Thus, 195 PAA staff (122 men and 82 women) from 39</p>	<p>Lack of connectivity in some Project Authority Areas (PAAs) delayed the decentralization process.</p>	<p>Continuous support to training of TASAF staff at local and national level in data collection and analysis.</p> <p>Provide technical and financial support to the integration of gender concerns throughout the PSSN programme.</p>

<p>gender, climate change and other cross-cutting issues.</p>	<p>PAAAs were trained on payment, compliance and data update modules, while 39 PAA staff (22 men and 17 women) were introduced to the new public works modules.</p>		
<p>Output 1.4:</p> <p>Sector line ministry community extension workers capacity built to manage and implement Community Sessions</p>	<p>A draft PSSN Community Engagement Toolkit has been submitted and discussed with TASAF. The objectives of the Community Engagement Toolkit (CET) are to: (1) enhance beneficiary households' demand for social services; and (2) promote healthy behaviours among those individuals and households receiving transfers. These will be achieved through: Enhanced community sessions held on bi-monthly cash-transfer days; A platform through which TASAF can link local providers of social and behavior change communication services with CT beneficiaries, to ensure that services are extended to the most vulnerable families.</p> <p>A field assessment will be undertaken from 15 – 20 March that will further inform the design and content of the CET.</p>	<p>A gradual (but slower than expected) approach is considered necessary to ensure the CET focuses on filling in clearly identified gaps and establishing clear linkages with existing SBCC at national and sub national level.</p>	<p>PSSN CET and training materials will be tested in May 2016 in the pilot areas of Mbeya, Iringa, Njombe and Zanzibar.</p>
<p>Output 1.5:</p> <p>NSPF and PSSN indicators incorporated into NBS national, thematic and panel survey instruments</p>	<p>Technical and financial support was provided to the National Bureau of Statistics (NBS) to integrate social protection indicators into key survey instruments.</p> <p>10 NBS staff were trained on key social protection survey instruments and indicators, and as a result they were able to identify opportunities for incorporating PSSN and</p>	<p>While NBS has identified opportunities for incorporating PSSN and NSPF indicators into the panel survey, the actual harmonization of the surveys will depend on political will and availability of resources.</p> <p>These potential challenges will be addressed through continued support to NBS to conduct meetings with the relevant stakeholders.</p>	<p>Support to validation workshops and follow-up steps to ensure the integration of social protection indicators in national survey instruments and the systematic collection of data on social protection.</p>

	NSPF surveys into the panel survey. This will save resources and ensure systematic collection of social protection data.		
JP Outcome 2: Social protection interventions are coordinated across sectors under National Social Protection Framework to address supply side issues			
JP Outcome 2: Social protection interventions are coordinated across sectors under National Social Protection Framework to address supply side issues	Progress	Difficulties	Expected deliverables
Output 2.1: National Social Protection Framework (NSPF) finalized and implemented	<p>Three National Social Protection Framework (NSPF) Task Force working sessions and two stakeholder meetings involving representatives from Government Ministries, Departments and Agencies, Civil Societies and Private Sector held. Draft NSPF in place and related Cabinet paper prepared for scrutiny by the new Government. In addition, draft M&E Plan in place to monitor target indicators on gender, poverty environment and other cross cutting issues.</p> <p>Support was also provided to the Social Security Regulatory Authority (SSRA) to conduct a training that designed to enhance coordination, enforcement and implementation capacity of social protection interventions at local government, ministerial and agency levels.</p> <p>Training on Social Protection and operationalization plan at all levels Three training workshops have been organized so far with the Social Security Regulatory Authority (SSRA) (02/04-12-2015, 10/12-12-2015, 09/11-02-2016), each of them were for three days with high level civil servants to develop their capacities on social protection and more specifically on the social protection floor. The SSRA is an ILO partner,</p>	<p>The approval of the draft NSPF has been delayed due to the general elections on October 2015 and the transition to a new government with new government institutional arrangements.</p> <p>Partners will continue to work with the new government towards the finalization and approval of the NSPF.</p> <p>More training sessions are planned in the coming weeks, co-organized with SSRA and also organized on our own. Among these coming trainings, the newly established Workers Compensation Fund will benefit of a training, employee and employer organizations (one in Tanzania Mainland, one in Zanzibar), and TASAF employees. As the National Social Protection Framework has not been adopted yet, only reference to the final draft version can be done.</p>	<p>Support to the development of the implementation and M&E plan for the NSPF including gender related and sex disaggregated indicators.</p> <p>A better understanding of a coordinated approach of social protection intervention is expected.</p>

	<p>being under the Ministry of Labor. The three sessions were about “Social Protection Concepts”, “The Social Protection Floors” and “the Assessment Based National Dialogue Exercise and Costing Tools”. Training supports (PPT) were developed for these sessions and “serious games” were also led so as to have an active participation of the trainees and evaluate their understanding of the various concepts taught. During these trainings, trainers have also been identified within the various participating institutions and these trainers will cascade down the training and information on social protection. During these three meetings, 76 officials have been trained and 7 trainers have been identified among the institutions mentioned below:</p> <p>List of institutions:</p> <ul style="list-style-type: none"> - Ministry of Labor - Ministry of Health - Ministry of Community Development, Gender and Children - Prime Minister's Office Regional Administration and Local Government - Social Security Regulatory Authority - President’s Office – State House - President’s Office Public Service Commission; - National Audit of General’s Office; - President’s Office Cabinet Secretariat, - Attorney General Chambers 		
<p>Output 2.2:</p> <p>A harmonized PSSN and NSPF coordination mechanisms established</p>	<p>The draft proposed PSSN and NSPF coordination mechanism is in place for further discussion and approval.</p> <p>Technical and financial support was provided to the Ministry of Finance to integrate social protection issues into national planning processes. As a result, the framework for the</p>	<p>The process was slowed down by the general elections process in October 2015 and the subsequent institutional re-arrangements.</p>	<p>Continuous support to the development of the FYDP II and M&E framework.</p> <p>Continuous discussions on NSPF and PSSN coordination mechanism as part of the NSPF.</p>

	<p>formulation of the second Five Year Development Plan (FYDP) is informed by review and analysis of social protection issues.</p> <p>With UN support, a team of experts produced the report “Strategic choices for social wellbeing – inputs of social protection issues to the envisaged FYDP II”. The report formed part of the overall assessment of the National Poverty Reduction Strategy and served as a basis and reference document, feeding into the formulation of FYDP II framework. The Framework, which is a key guiding document in the formulation of the FYDP II, was approved by the Government in December 2015.</p>		
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Joint Programme Outcome 3: Sustainable livelihood and resilience mechanisms for the PSSN strengthened

Joint Programme Outcome 3:	Progress	Difficulties	Expected deliverables
<p>Sustainable livelihood and resilience mechanisms for the PSSN strengthened</p> <p>Output 3.1:</p> <p>Pro-poor and child-sensitive social protection institutionalized at all levels to prevent</p>	<p>Technical and financial support was provided to the Prime Minister’s Office for the finalization of the National Social Protection Framework (NSPF). The NSPF, which has been formulated to address vulnerabilities according to the life cycle approach, is pro-poor and child sensitive. The institutionalization will be part of the NSPF implementation plan, after the document is approved by the Cabinet.</p> <p>A final draft Implementation Plan for the Zanzibar Social Protection Policy has been</p>	<ul style="list-style-type: none"> • The NSPF is awaiting government approval. • The ZSPP Implementation Plan is waiting for Government approval. • Identify a key consultant able to lead the process and with comprehensive knowledge of public work. 	<p>The NSPF will be operationalized after the Cabinet’s approval and capacity building of relevant stakeholders will be conducted based on the identified institutional arrangements (at both national and subnational level).</p>

<p>inter-generational poverty</p>	<p>finalized. The Implementation proposes a SP system that is made of SP programs; tools and capacities that deliver the programs; and institutional arrangement to underpin it. The plan is for five years including a short term plan. The plan is costed and complemented by an M&E framework and coordination arrangements. The Government will undertake internal consultation to approve the plan.</p> <p>MoFP/Poverty Eradication Department has been supported to conduct stakeholders' consultations on SP, with the preparation of a Position Paper that has informed the development of the Government Five-Year Development Plan (FYDP II). An assessment of the MKUKUTA II's SP strategies and programmes is being conducted to further inform the FYDP II's key priorities.</p> <p>ISPA Social Protection Payment Assessment Tool: The ILO in collaboration with the World Bank and other DPs conducted the field test of the Interagency Social Protection Assessment (ISPA) Social Protection Payments tool in Tanzania in November 2015 with the key objectives of testing the tool and providing inputs to the Government of Tanzania on how to improve the delivery of payments in the Productive Social Safety Net program (PSSN) implemented by the Tanzania Social Action Fund (TASAF).</p> <p>Later, the preliminary findings were shared with the government, TASAF Management, DPs and other stakeholders for discussion and inputs.</p>		<p>ZSPP implementation plan is in place and capacity built according to proposed institutional arrangements.</p> <p>The final inputs are expected to be worked on in April 2016 towards finalization of the tool and officially share with a government of Tanzania for policy consideration.</p> <p>Report with recommendations to TASAF concerning the design and implementation of the PW component delivered by the end of 2016.</p> <p>Assessment completed and SP featuring strongly in the FYDP II.</p> <p>Youth will be trained on entrepreneurship skills and business plan development. This will</p>
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	<p>ISPA Public Work Assessment Tool: Following the Joint Review in January 2016, which revealed delays in implementation of the PSSN Public Work component, the ILO has led discussion between TASAF and ISPA and it has been agreed by the stakeholder to apply the ISPA Public Work Assessment Tool in September 2016, when the public work lean season will start. This exercise should help to identify the main challenges of PSSN PWP.</p>		<p>enable them to identify feasible economic opportunities in their context and ILO in collaboration with TASAF, government and other identified stakeholders at local level will provide post training technical assistance such as coaching, mentorship, hands-on-support and linkages with other appropriate potential structures</p>
<p>Output 3.2: Mechanisms for strengthening medium to long term community and household resilience to risk and shocks developed</p>	<p>Learning visit to UNDP resilience building and livelihood projects planned for TASAF staff.</p> <p>Input on draft Livelihood Framework provided.</p> <p>Identification of resilience building activities and potentials synergies with UNDP interventions in selected PAAs is ongoing.</p> <p>Discussions on potential collaboration with Fundacion Capital on livelihood and resilience building interventions ongoing.</p> <p>Plans for initial activities for the ILO role on contribution to the livelihood enhancement component through youth economic empowerment have started by training 40 ToTs from 4 PAAs of Mbeya rural, Kyela, Makete and Bagamoyo. This training has involved 6 TASAF staff (2 from TMU and 4 from PAAs)</p>	<p>TASAF livelihood strategy has not yet been finalized, which has delayed implementation of resilience building and livelihood activities.</p>	<p>Contribute to the finalization of the Livelihood Framework and the development of the Livelihood Implementation Plan ensuring the integration of environmental and gender concerns.</p> <p>Youth will be trained on entrepreneurship skills and business plan development. This will enable them to identify feasible economic opportunities in their context and ILO in collaboration with TASAF, government and other identified stakeholders at local level will provide post training technical assistance such as coaching, mentorship, hands-on-support and linkages with other appropriate potential structures</p>

<p><u>Output 3.3</u></p> <p>Effective gender sensitive and sustainable livelihoods models tested and implemented</p>	<p>The process of developing Livelihood Framework started. Inputs on the draft has been provided from different partners. The process is ongoing.</p>	<p>TASAF livelihood strategy has not yet been finalized, which has delayed implementation of livelihood activities.</p>	<p>Contribute to the finalization of the Livelihood Framework and the development of the Livelihood Implementation Plan ensuring the integration of environmental and gender concerns.</p>
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