MID-TERM EVALUATION OF THE INCLUSIVE DEMOCRATIC GOVERNANCE PILLAR

FINAL EVALUATION REPORT

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List of acronyms and abbreviations

AGC	Attorney General's Chambers
AMP	Aid Management Platform
APNAC	African Parliamentarians Network against Corruption Tanzania Chapter
ATJ	Access to Justice
CHRAGG	Commission for Human Rights and Good Governance
CP	Country Programme
CPD	Country Programme Document
CSOs	Civil Society Organisations
DaO	Delivering as One
DCF	Development Cooperation Framework
DCF	Development Cooperation Framework
DPP	Director of Public Prosecution
FGDs	Focus Group Discussions
FYDP II	Five Year Development Plan II
GoT	Government of the United Republic of Tanzania
HACT	Harmonized Approach to Cash Transfers
HRBA	Human Rights-Based Approach
JSC	Government and UN Joint Steering Committee (for UNDAP)
LSP	Legislative Support Project
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania
MKUZA	Mkakati wa Kukuza Uchumi Zanzibar (the Zanzibar Strategy for Growth and Poverty Reduction)
MoCLA	Ministry of Constitutional and Legal Affairs
MoFP	Ministry of Finance and Planning
MoHA	Ministry of Home Affairs
MoU	Memorandum of Understanding
MP	Member of Parliament
MPI	Multi-dimensional Poverty Index
MTE	Mid-Term Evaluation
NA	National Assembly
NBS	National Bureau of Statistics
NCJF	National Criminal Justice Forum
ODA	Official Development Assistance
OECD/DAC	The Organisation for Economic Co-operation and Development's Development Assistance Committee
PBC	Parliamentary Budget Committee
PBO	Parliamentary Budget Office
PCCB	Preventive and Combating of Corruption Bureau
PVE	Preventing Violent Extremism
PWA	Persons with Albinism

RBM	Results Based Management
SDGs	Sustainable Development Goals
SGBV	Sexual and Gender Based Violence
TANLAP	Tanzania Network of Legal Aid Providers
THDR	Tanzania Human Development Report
TSED	Tanzania Social-Economic Database
TWPG	Tanzania Women Parliamentary Group
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UPR	Universal Periodic Review

Executive Summary

UNDP Tanzania supports the government of Tanzania to improve its inclusive and democratic governance with particular focus on institutional capacity building for both state and non-state actors. The current United Nations Development Assistance Plan II (UNDAP II) and the UNDP Country Programme Document (CPD 2016-2021) make significant commitments to further support the government of Tanzania to achieve its inclusive and democratic governance ambitions enshrined in its medium and long-term development frameworks. UNDP's interventions under the Inclusive Democratic Governance pillar are targeted at supporting the achievement of the UNDAP outcome, *National Governance is effective, transparent, accountable and inclusive*; and the Country Programme Document (CPD) outcome 3, that directly resonate with the government priority areas in both Tanzania's second Five Year Development Plan (FYDPII 2016-2021), the Revolutionary Government of Zanzibar's MKUZA Successor Strategy 2016-2021, the Tanzania Development Vision 2025 and the Zanzibar Vision 2020.

In the CPD, five outputs to support the realisation of the outcome were identified and subsequently, projects were developed to contribute to these. The purpose of this evaluation is to ascertain the progress made towards the achievement of the outcome, taking stock of the facilitating and inhibiting factors, identifying lesson learned for future initiatives and generation of actionable recommendations for enhanced performance of the current CPD.

Key findings

Relevance: The analysis finds that the UNDP programme under the Inclusive and Democratic Governance Pillar is relevant as its interventions address governance challenges faced by both Tanzanian government and the Revolutionary Government of Zanzibar. There is strong consistence between UNDP's CPD interventions and the national development priorities enshrined in the country's medium and long-term development framework.

- Furthermore, the use of evidence-based programming, reflected by the needs assessments done in the beginning of project implementation, has been another important factor that has supported enhanced relevance of the Inclusive and Democratic Governance Programme. UNDP supported a number of analytical studies whose findings have been well utilized to inform the implementation of the programme activities. However, whereas the MTE noted enhanced external consistence of the UNDP programme (CPD alignment with national development framework), some gaps identified included:

- A disconnect between the CPD outcome and indicators to the projects outcome, outputs and indicators was identified
- The CPD does not include outputs which address the issue of violent extremism as well as preventing conflict and peace building in Tanzania
- For the access to quality of justice programme, The CPD indicators did not speak to that particular programme indicators and thus reporting was difficult

Efficiency:

The overall implementation of the programme is efficient in terms of both economical resource utilization and ability of the programme interventions to deliver the desired results within resource and time constraints. This has been facilitated by UNDP's competence in good governance programming coupled with a robust financial management architecture that has been established. However, the current funding gaps averaging at 80% still deserves attention from all stakeholders if the desired results are to be holistically achieved.

Effectiveness: In terms of effectiveness, the programme is on track despite significant delays in the implementation of projects contributing to the realisation of the outcome under review. It was noted that all projects, were delayed by almost six months. Nevertheless, the MTE noted a strong foundation that has been laid for all the projects; a factor that conveys hope for enhanced programme performance at full implementation.

Successful integration of the programme interventions in the existing government structures and systems has ably facilitated effective stakeholder participation, ownership and contribution. Vivid achievements have been noted in the area of access to justice where the programme has already achieved impressive results in terms of numbers that have accessed legal aid services.

UNDP's competence in leading programming under Inclusive and Democratic Governance Pillar is sufficient and well appreciated by stakeholders. UNDP is well positioned to spearhead democratic governance programming given its vast experience in governance. This view was also expressed and appreciated by the stakeholders involved and partners.

Sustainability: There is great potential for both programme and results sustainability emanating from the mainstreaming of the programme interventions in the national planning framework. This portrays government commitment to support the initiatives. In addition, capacity building particularly with National Assembly, Ministry of Finance Planning and National Bureau Statistics have been a critical components of the programme resonating with the identified key development challenges.

Recommendations: On the basis of the findings, proper alignment of the outcome indicators to the Justice Reform Project interventions in Zanzibar in the overall governance programme and supportive projects as well as increased emphasis on outcome level reporting is critical for accurate measurement of outcome level achievement.

Intensified resource mobilization campaign is needed in order to close the current funding gap. The formulations of a clear resource mobilization strategy coupled with continued networking are key strategies that can be explored to support resource mobilization for the programme.

Finalization in terms of project formulation, of the projects initially planned namely output 3 project to address corruption that was under design; and output 5-enhancing women capacity to participate in electoral and decision making processes to contribute towards the attainment of the outcome is critical since they relate to specific outcome indicators. Without these projects in place, realisation of those indicators may not be systematically possible.

As a result of porous borders and effect of geo-politics, the realisation of the Inclusive and Democratic governance aspirations for Tanzania may also be affected by factors in political atmosphere in the region. As such, the Preventing and Responding to Violent Extremism in Tanzania (PVE) and the Cross-Border projects should be enlisted among the projects contributing to the achievement of the outcome.

1.0. Introduction

This report presents the Mid Term Evaluation (MTE) findings under the Inclusive Democratic Governance outcome *"Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance"*. It analyses the contribution of the various projects that is being implemented to support the achievement of this outcome. This independent evaluation was commissioned by UNDP Tanzania Country Office and was undertaken by Cliff Bernard Nuwakora (International Consultant) and Lucie Luguga (National Consultant) between Mid-October and end November 2018.

The report is structured into three sections with section one presenting the general introduction particularly focusing on: the evaluation background, development challenges under Inclusive Democratic Governance as well as the evaluation design (scope, methodology and limitations). The evaluation findings are presented in section two in the order of the OECD/DAC evaluation criteria with particular focus on relevance, efficiency, effectiveness and sustainability. The evaluation also integrated the analysis of the core programming principles of UNDP namely: results based and adaptive management as well as cross-cutting issues of Gender Mainstreaming, Human Rights Based Approaches. The analysis and findings in section two form the basis of the conclusions and recommendations presented in section three.

1.1. Background

The UNDP evaluation policy provides for both Mid-term and terminal evaluations of all its supported programmes in order to assess progress on how UNDP-funded interventions contribute to the achievement of agreed outcomes. Such evaluations clarify underlying factors affecting development, identify unintended consequences (positive and negative), generate lessons learned and recommend actions to improve performance of current and future programmes.

In line with the UNDAP II (2016-2021) and the UNDP Country Programme Document (CPD 2016-2021) UNDP, through the Inclusive Democratic Governance Programme, has worked with the Government of Tanzania to support the achievement of effective, transparent, accountable and inclusive governance primarily through strengthening institutional capacity while promoting sustainable development. The CPD outlines five key outputs (figure 1) contributing to ensuring sustainable democratic governance, for which at the time of evaluation, contributing projects were developed for three, which are at different stages of implementation.

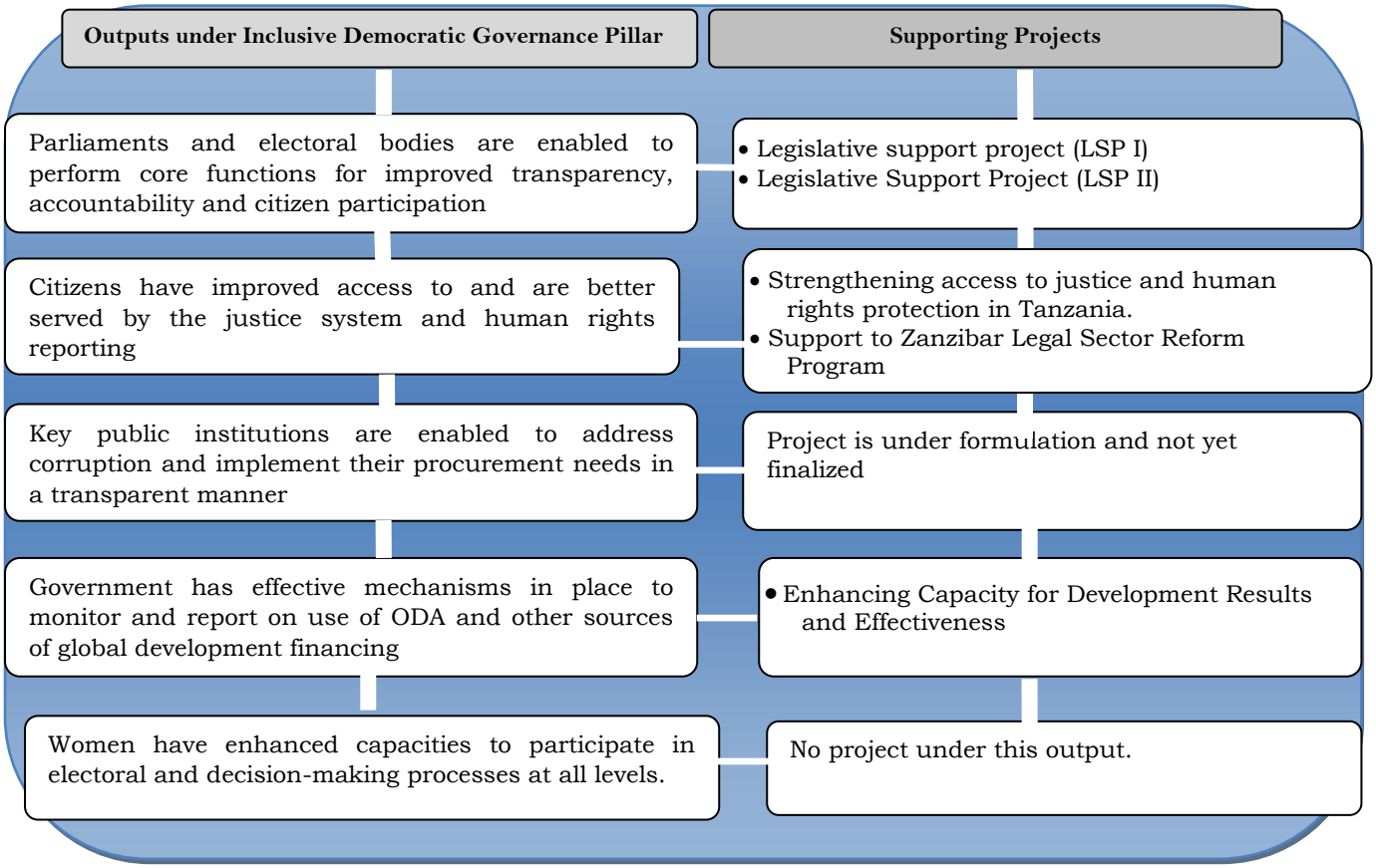

Figure 1: Outputs and projects under the Inclusive Democratic Governance Programme

1.2. The Development challenges under Inclusive Democratic Governance Pillar

Inclusive and Democratic Governance is a key national aspiration as enshrined in the national development documents (Tanzania Development Vision 2025, FYDP II and the Zanzibar Strategy for Growth and Reduction of Poverty). Its achievement requires more effective, transparent, accountable and inclusive National governance systems characterised by legislative, judiciary and executive capacities to deliver quality and inclusive services. Although Tanzania has made some progress on the Democratic Governance landscape evidenced by conducting successive peaceful multiparty elections and peaceful transfer of power; respect for term limits, increasing power of National Assembly and Zanzibar House of Representatives; growth in self-confidence and assertiveness of political parties and civil society[1], challenges still remain are briefly outlined below for each of the five outputs:

1. Limited institutional capacity of the National Assembly and its respective committees as well as the Zanzibar House of Representatives hindered these institutions to effectively and efficiently deliver on their mandate. As such, the execution of the oversight functions by the legislative bodies has been fragile. Additionally, the

[1] UNDAP II Document (2016-2021)

limited capacity of these legislative bodies hinders quality initiation, analysis, debate and mark-up of bills as well as gender mainstreaming and women empowerment in the work of legislature. These challenges continued to hinder effective participation of the population especially the vulnerable in the work of the legislative organs[2].Regarding elections, participation of women, Youth and persons with disabilities remain constraining factors due to limited civic education and fatigue particularly lower level LGA elections, These are further reinforced by the social cultural and economic context that tend to weigh heavily on women[3]

2. Access to justice especially by vulnerable populations was, at the start of the current CPD and UNDAP, facing significant challenges. Insufficient legal aid system especially for the vulnerable populations, limited access to public legal and human rights information, limited institutional capacity and effectiveness of the national human rights protection frameworks, limited data and research capacity in the sector and institutionalised research system, limited interface between state and non-state actors charged with the responsibility of human rights promotion and protection were the key challenges that required redress. The effects of these challenges were mainly reflected in: poor coordination among national justice agencies, appalling detention conditions and overcrowding in prisons, low case disposal rate and large case backlog, discriminatory judicial mechanisms against women as well as institutional inefficiencies and uneven national coverage[4].

3. Anti-corruption initiatives at the commencement of CPD were being spearheaded by the Prevention and Combating Bureau(PCCB) and Government Procurement services. All along the efforts were hampered by lack of policy strategic direction to back up the institutional framework to deal with corruption cases. The reports of growing corruption within the public and private sector are cited as key concern that could affect development initiatives in the Tanzania[5].Inadequate national and sub-national level capacities to plan, monitor, evaluate and report on implementation and financing of the national, regional and international development agendas also challenged the attainment of the Inclusive and Democratic Governance in Tanzania.

4. Women in decision making continues to be slow in taking root basically due entrenched social-cultural as well as barriers accessing economic opportunities. Moreover the 2013, the Gender Inequality Index ranked Tanzania 123 of 149

[2] LSP Prodoc (2016-2021)

[3]

[4] Strengthening access to Justice project document (2016-2021)

[5] CPD Programme document

countries with a score of 0.553implying significant gender gaps in human development[6]

1.3. Scope and Objectives of the Midterm Outcome Evaluation

The overall objective of the MTE was to capture evidence on the relevance, effectiveness, efficiency and sustainability of the current programming under the Inclusive Democratic Governance Pillar. The generated information is further intended to strengthen existing programmes and at the same time to provide strategic direction.

The evaluation focus was on the analysis of progress at mid-line towards the achievement of the outcome statement *"Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance"* and documentation of facilitators and inhibitors. The evaluation serves as an important accountability function, providing stakeholders and partners with an impartial assessment of the results of the UNDP programme of support which also provides insights into the next CPD programming cycle. Besides ascertaining the level, the achievement towards the outcome, the findings of this review are also positioned to provide inputs for enhanced performance in the remaining implementation period.

With reference to the TOR (Annex 4), the MTE assessed the following;

- The contributions made by the Inclusive Democratic Governance Pillar and partners towards the CPD, specifically in terms of relevance, effectiveness, efficiency, sustainability, human rights and gender mainstreaming; and
- How UNDP's programme results contributed, together with partners, to a change in development conditions within the governance sector of Tanzania. This was further intended to:
    - Recommend ways to link existing Governance Pillar projects which are currently not integrated to the CPD, specifically two existing projects (Preventing Violent Extremism in Tanzania and Cross Border)
    - Document lessons learned during the design and implementation of the Programme outputs
    - Recommend actions to improve performance of the current CPD and formulation of the next country programme document.

In the light of the evaluation objectives, the conceptual scope of the MTE covered the following;

- The relevance and strategic positioning of UNDP support to the Country on Inclusive Democratic Governance.

[6] CPD PROGRAMME DOCUMENT

- The frameworks and strategies that UNDP has devised for its support on Inclusive Democratic Governance, including partnership strategies, and whether they are well conceived for achieving planned objectives.
- The progress made towards achieving Inclusive Democratic Governance through specific projects and advisory services and including contributing factors and constraints.
- The progress to date under this outcome and what can be derived in terms of lessons learned for future UNDP Inclusive Democratic Governance support to the Country.

1.4. Methodology

The review adopted a mixed methods approach (qualitative and quantitative) to enhance the validity of the findings. The overall methodological approach was guided by a "Triple Results Focus Model" based on three universal review questions namely: i) Is the programme doing the right things? ii) Is the programme doing things right? iii) What corrective actions are needed based on the identified gaps and limitations?

Further guided by the "Assessment to Action" approach, the MTE findings were informed by both primary and secondary data. Primary data was collected through in-depth interviews and Focus Group Discussions (FGDs). At total of 24 key informant interviews with selected project staff both at implementation and management levels were conducted in addition to two FGDs (see list of stakeholders consulted in Annex 3). In-depth interviews made use of an interview guide (Annex 1) while an FGD guide was adopted when group discussions were conducted. As much as these tools were generic in nature, they helped to keep both the interviews and discussions focussed on the main themes of the evaluation as also indicated in the MTE matrix in Annex 2.

In addition to primary data sources, the MTE team reviewed a number of documents. The desk review took a three-phase process namely; i) identifying the required information, ii) securing the relevant documents, and iii) extracting summarised data for subsequent analysis. This was the major source of quantitative data used in this report.

The overall analytical framework was based on the OECD/DAC evaluation criteria focusing on: programme relevance (internal and external consistence); effectiveness (achievements based on the outcome indicator analysis as well as facilitators and inhibitors of performance); efficiency (cost effectiveness of programme implementation strategies) and sustainability (analysis of opportunities and threats). Thematic and content analysis procedures were employed to facilitate the collaboration of data from different sources to answer the review questions and support generated conclusions and recommendations.

The overall execution of the MTE followed UNDP guidelines for conducting MTE for UNDP supported projects[7]. As part of the quality assurance procedure, the consultants prepared and presented an inception report to the UNDP as the key project stakeholder for the MTE for review and comments. This was important for building consensus on the MTE approach as well as mobilizing the inputs of key stakeholders in the planning and execution of the MTE exercise. Field missions were undertaken in Dodoma where most participating government agencies are located. Telephone interviews were also undertaken where stakeholders could not be interviewed on face-to-face basis. After field missions, the MTE made call-backs to specific stakeholders to obtain clarifications on key emerging issues. By and large, the process of conducting the MTE was participatory with adequate quality assurance measures and adherence to Terms of Reference.

1.5 Limitations of the Midterm Evaluation

Being an outcome evaluation, presentation of statistical evidence on the progress towards outcome indicators would have best portrayed the results. However, due to delayed start of most of the projects contributing to the outcome under review, the most visible contributions of such projects are still at activity and output levels. As such, project interventions still needed some time to yield outcome level results with statistical backing. This notwithstanding, the analysis uses the qualitative data generated from both primary and secondary sources to reflect the achievement and inform future strategic programming under Inclusive Democratic Governance Pillar.

[7]Outcome-level evaluation: A companion guide to the Handbook on Planning, Monitoring and Evaluating for Development Results for Programme units and Evaluators, December 2011.

2.0. Findings

Findings are discussed under four major themes namely; Relevance, Effectiveness, Efficiency, and Sustainability. Centrally, the analysis addresses both the programme performance as well as the influencing factors namely the enabling environment provided by the government of United Republic of Tanzania, UNDP technical and financial support did much contribute for the observed level of performance as they influenced timelineness and anchoring of the CPD interventions to deliver on the anticipated results. In addition, the following areas are also subject to analysis: UNDP programming capacity and competence, integration of key UNDP programming principles including cross cutting issues, partnerships; and, attribution of results. The results presented under each of these themes form the basis of the conclusion, lessons learned, and recommendations presented in section three of this report.

2.1. Relevance

Under relevance, the MTE assessed the following: the extent to which UNDP's support to Democratic Governance fed into the development context of Tanzania, both mainland and Zanzibar including national development strategies, addressing priority human development needs and challenges and influencing national frameworks such as Tanzania Vision 2025 and Zanzibar Strategy for Growth and Reduction of Poverty III 2016-2020. It was also assessed how the programme outcomes were aligned to the 2030 Global Agenda. The evaluation further assessed how the programme delivery methods were appropriate to Tanzania development context and implementing partners' delivery methods.

Overall, it is assessed, that the CPD's Inclusive Democratic Governance pillar is relevant to the development needs and priorities of the country as it answers critical governance challenges as articulated in the Tanzania Development Vision 2025, the FYDP II and the Zanzibar Strategy for Growth and Reduction of Poverty. In terms of the design of the outcome, it is assessed that all initiatives and project related interventions under this outcome are relevant and well aligned with the above-mentioned strategic frameworks.

2.1.1 Programme design and alignment to key development strategies

The mid-term review noted that CPD design and alignment to key development strategies took cognizance of the Strategic policy directions cognizant of the contextual issues obtaining on the mainland and Island of Zanzibar. The strategic policy directions to addressing the development challenges are derived form 2 key documents namely FYDP II and MKUZA III.

The FYDPII focuses on five areas to serve as the bedrock for effectively addressing the development challenges. These are:

i. Effective use of the rule of law

ii. Enhanced democracy , political and social tolerance[8]

MKUZAIII (Zanzibar) elaborates the key result areas for improvement of governance as follows:

i. Governance systems and structures are gender responsive sensitive, accountable, capable, credible transparent and corruption free
ii. Attainment of gender equality and equity
iii. Increased access to justice, respect for the rule of law, adherence to basic human rights and greater participation in the democratic process
iv. Responsible corporate governance ensured
v. Mobilized resources for implementation

The above strategic interventions rhyme with the CPD democratic governance outcome UNDP outcome " Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democracy"

The mid-tem review attempted to analyze the extent to which the alignment of the CPD results were to the key national development strategies and how they address development challenges. The findings here below provide analytical insights on the extent of the allignment

Rule of law and access to justice

Strengthening rule of law and increasing in access to justice is a key priority outlined in the development strategies in both mainland and Zanzibar. CPD Output 2 is well aligned with these priorities. Under the Strengthening Access to Justice and Human Rights Protection Programme, a comprehensive baseline was undertaken which identified access to justice limitations across Tanzania. This led to designing contextual specific measures to address the identified access barriers. The project also assessed the limitations that make legal aid services inaccessible to all including the vulnerable groups across Tanzania. The assessment covered legal aid service providers and the results were used to inform the Ministry of Constitutional and Legal Affairs (MoCLA) in the design of several interventions including building capacity of legal aid service providers to provide needed services.

Furthermore, the Access to Justice Projects supported the closing of the gap in strategic linkages among key stakeholders in the criminal justice sector. A review of the capacity of the National Criminal Justice Forum (NCJF) was conducted in regards to coordination, communication and cooperation among key institutions and stakeholders in the criminal justice sector. The targeted institutions included police force, the judiciary, Preventive and Combating of Corruption Bureau (PCCB), Immigration Services, Prisons Services, Local Government Authorities, Community Service, The National Prosecution Services among others. The strategic linkages created pathways for access to criminal justice among marginalized segments of the population victims.

[8] **Ministry Of Finance and Planning:** Development Plan- 2016/17 – 2020/21**"Nurturing Industrialization for Economic Transformation and Human Development" June 2016**

Enhanced democracy and governance systems

Under the LSP II programme, the system of democratic governance is strengthened through enhancing the capacity of the National Assembly in law making, oversight and representation. Under LSP, the programme undertook institutional capacity needs assessments that informed subsequent specialized trainings and capacity building for parliamentary committees on bill scrutiny, budget preparation, monitoring and mainstreaming gender into the budgeting process. The programme enhanced the capacity of NA to effectively scrutinize legislation, its implementation and monitoring government performance. Under the LSP II, MPs and relevant staff of Tanzania parliament were trained in bill scrutiny that was informed by a capacity needs assessment. The programme was therefore strategic in targeting MPs, committee chairpersons and their clerks leading to enhanced role of NA in legislation making and oversight.

3. Inclusion of women in decision making and gender sensitivity in the development processes

The CPD programme support to a number of projects interventions aimed at creating robust governance systems and structures. UNDP supported the formulation of Gender Responsive Budgeting tools for the National Assembly[9]. The tool was aimed at among others ensure gendered budget analysis by the legislative assembly. The gendered budget analysis is but aimed at ensuring that development budgets take into account gendered issues which is a move towards gender sensitivity in programing for improved governance.

UNDP support extended to the Police on the capacity of how to manage women and children issues has contributed immensely to the strengthening the Tanzania Police response to the GBV and child abuse. The interventions under this UNDP support was focused on the enhancing the capacity of the police training school on how to manage gender and children desks. Furthermore, UNDP support enhanced the capacity of the Tanzania Women Police network to engage national and globally[10]. This implied that there was positive step towards sensitivity to gender issues in matters of promoting the rights of women and access to justice by all.

Support extended to The Tanzania Women Parliamentary Group (TWPG) through mentorship was in response to strengthening the members capacity to doing oversight legislative and representation role by using a gender lens approach as well as gender budgeting. Help extended to TWPG was to mainstream gender issues in the National Assembly and thus make sure the Assembly makes gender sensitive laws[11]. This

[9] 2017 ROAR Reporting, Governance Pillar Link to IRRF indicators: https://intranet.undp.org/sites/TZA/sitepages/irrfindicatorapplication.aspx?year=2017

[10] Ibid

[11] Ibid

intervention therefore was in line towards ensuring that there is gender sensitive, accountable, capable, credible transparent and corruption free approach to development planning and implementation line CPD outcome and TYPII. Women active participation in parliament is an important key that puts the otherwise marginalized women at a Centre stage in decisions making that includes among other things allocation of appropriate amount of resources to address gender disparities. This goes a long way to improving participation of the otherwise marginalized women and youth participation in decision making a key tenet to enhanced democracy.

4. Capacities to plan, monitor, evaluate and report on implementation and financing of development

CPD designed and implemented interventions to address the gaps apparent in the capacities of the government institutions to respond to the development challenges facing United Republic of Tanzania. The interventions include enhancing capacity for development results and effectiveness with intervention activities hinged to factors contributing to the national development goals owned by Tanzania itself as defined in the medium term strategy the FYPII. Capacity development components under this intervention include:

- Policy Formulation and analysis, planning and monitoring evaluating and reporting on the national and regional development agenda and the SDGs
- Data systems enhancing including reporting and use and how Tanzania will leverage big data and the data revolution to enhance to evidence based planning, Policy making and M&E systems
- Enhancing development effectiveness through aid coordination and mobilisation of new sources of new development finance[12]

In line with the MKUZA III, the development effectiveness intervention aimed was aimed at enhancing responsible corporate governance ensured and mobilized resources for implementation[13].

Notable CPD interventions were:

the high level meetings attended by Officials from the ministry of Finance and Foreign Affairs an exposure to how Ministers and other senior decision makers how to transform governance and better organization of government institutions and public administrations can best get organized and work to deliver on the Sustainable Development Goals (SDGs)[14].

The design and the adoption of the Multi-dimensional poverty index the standard global measure was a land mark to the design of nationally owned Tanzania Multidimensional poverty index that would support objective reporting on national development as global agenda SDGs[15].

[12] Project document-Enhancing capacity for Development results and Effectiveness
[13] MKUZA III programme document
[14] Progress Report Enhancing Capacities for Development Results and Effectiveness | 2017-2021 July 1st 2017 To June 30th 2018.
[15] Progress Report Enhancing Capacities for Development Results and Effectiveness | 2017-2021 July 1st 2017 To June 30th 2018.

As move to respond to mobilisation of resources for implementation, the Government and DPs have come together to review the Development Cooperation Framework (DCF) which is a way forwards towards exploring opportunities for more diversified and widening financing of government development programmes. This is anticipated to offer a scope for new development financing that was expected to enhance mutual accountability between government and partners[16]. This move is foreseen to enhance aid coordination that feeds into corporate governance

2.1.2. Consistency with human development needs

The MTE found that the UNDP interventions are in strong consistency with the identified human development needs of Tanzania as stated in the various development strategies. The CPD interventions are people-centred and the applied methodologies ensured that target beneficiaries were part of the design and planning processes on issues that affect them. Building capacity of important national decision-making institutions such as National Assembly is seen as an important long-term investment in securing that human development needs are met as these facilitate downstream interventions that empower people to have a voice and demand for accountability from leaders and public servants. For example, under LSP, outreach activities were undertaken in several regions[17] where relevant materials were used to sensitize the communities on the role of the NA. This empowered the public to demand for accountability from their leaders including MPs. UNDP has strengthened supporting civil society in accessing the decision-making level and contribute with advice. This is seen, for example, in the work that has been done under the LSP II with the National Assembly, the Access to Justice in Zanzibar and mainland especially where civil society is involved in issues of legal aid especially to the most disadvantaged as well as the development of the National Human Rights Action Plan through CHRAGG.

Development effectiveness interventions particularly skilling the relevant departments on informed data based planning and better resource mobilisation avenues point in the direction of better service delivery to respond to Human needs. for instance the NBS on generation of data to inform planning and the design and the adoption of the Multi-dimensional poverty index and reporting on the SDGs global agenda were done to ensure there is responsive planning to the Human needs of the Citizens of Tanzania. Furthermore, the review of the Development Cooperation Framework(DCF)is itself aimed at leveraging adequate resources beyond the traditional aid modalities for improved human wellbeing. MTE has learnt that the efforts expose the Ministers and Senior Officials from the ministry of Finance and Foreign Affairs in the sponsored Marrakesh(Morocco) was a step in that direction. The move was actually to have the decision makers have a transformed mind-set that could enable them better use their positions to expend resources under their disposal to better respond to the Human Needs as enshrined in the global agenda the SDGs.

[16] Progress Report Enhancing Capacities for Development Results and Effectiveness | 2017-2021 July 1st 2017 To June 30th 2018.
[17] Shinyanga and Mara regions, Manyara and Arusha regions, Katavi and Rukwa regions, Songwe and Njombe regions

The Interventions under Output 2 of the CPD aim to increase access to justice through building stronger institutions to provide better services to the citizens of Tanzania. For the past years, UNDP has supported the commemoration of Legal Aid Week, which directly provided legal advice and services to indigenous and vulnerable groups across Tanzania. The CPD outcome directly contributed to Zanzibar's national aspiration of adhering to basic human rights through supporting a more inclusive legislative reform process that aimed at enhancing the rule of law and protection of human rights for vulnerable groups[18]. The reforms included SGBV crimes, increasing the jurisdiction of the primary courts and reducing the role of the assessors to capital cases all aimed ensuring access to justice among vulnerable groups. One key informant revealed that the legal aid component has enabled the government to reach out to the unreached:

> *"…the UNDP supported field visits has been the most outstanding contribution towards enhance access to justice by many that were originally not able. Through the visit, the living conditions of in-mates in holding cells and prisons has been assessed and interventions to improve these conditions have been formulated……this is a key milestone in the promotion of human rights especially for those that are in conflict with the law…"*

Furthermore, UNDP interventions were also key in ensuring attainment of gender equality and equity, social inclusion and women and girl empowerment as enshrined in Tanzania Vision 2025. The National Plan of Action to End Violence against Women and Children was launched in the Mainland in December 2016 and in Zanzibar in August 2017, which was an outcome of sectoral collaborations towards creating a conducive environment for the protection of women and girls. These sectoral collaborations enhanced coordination of different national strategic frameworks that respond to gender and protection issues and strengthened prevention and inter-sectoral case management and referrals[19].Actions aimed at addressing violence against women and children through policy strategies and action interventions were totality aimed at addressing the Human needs of promoting rights of the otherwise afflicted citizens of Tanzania.

[18] For instance, the introduction of the evidence decree, and electronic evidence are relevant inclusive reforms that have been initiated by the programme in the justice sector under the Zanzibar.

[19] The national action plan for example created foundation for programming interventions in the Kigoma region in the four refugee hosting districts of Kasulu TC, Kasulu DC, Kibondo and Kakonko.

2.1.3. Results and Progress towards the 2030 Agenda

A number of results have been achieved and significant progress registered during the implementation of the four key projects that crucial to the delivery of CPD results and SDGs. The notable projects include Development Effectiveness, Legal support project(I&II) and access to Justice.

Development Effectiveness-

Under this project four outputs earmarked to contribute to the result were implemented . Crucial among the results is the capacity built for the senior ministry officials of Ministry of Finance and Planning, Foreign affairs and East African Cooperation through high level meetings like one held in Marrakesh/Morocco. The targeted officials were enabled have a learning experience specifically how governance can be transformed to realise sustainable development goals[20]. Such kind of exposure was crucial to enable them effectively plan and implement for day today development affairs, a crucial step towards better planning to realising SDGs.

Delivery on output 2 was sufficient enough to enhance data quality generation and use towards planning for development. Activities like NBS , the official statistical body initiating and coordinating with Poverty Monitoring Group to undertake the Multidimensional Poverty Index (Global Measure) a step towards designing a road map for Tanzania Multidimensional Poverty Index(MPI)[21] signified a crucial step forward towards enhanced data use in planning and key to measuring the progress towards SDGs particularly Gender.

The mid-term review further noted that as result of the intervention, Tanzania has adopted and renewed focus on economic transformation driving poverty and economic transformation. The results so far hinge on Human Development Reports that serve as crucial guide towards measuring achievements realised due to government and development partner interventions. They also provide a crucial link to measuring progress towards realisation of SDGs. Usually timely production of Human Development Reports highlight developments so far achieved and challenges encountered including responding global agenda like SDGs results. The MTE is of the view that interventions aimed at contributing to SDGs 1-17 because the leverage of resources is very key to achieving the targets. However, the MTE is unable to accurate report on the actual progress so far registered towards achieving the goals

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[20] Progress Report Enhancing Capacities for Development Results and Effectiveness | 2017-2021 July 1st 2017 to June 30th 2018)
[21]Ibid

Legislative Support Project

Empowering the National Assembly also partly contributed to SDA goal 16 that advocates for building effective and accountable and inclusive institutions at all levels and also to the Tanzania UNDP CPD outcome on supporting capacity development of the National Assembly. Support provided to a number of sectoral committees yielded 28 bills proposals that were enabling legislation to accessing opportunities for marginalised groups like women like the land Act(CAP 113). Committee Clerks of the sectoral Committees have acquired the capacity to use the public hearing guidelines for consultation with a number of stakeholders which in itself has led to active participation of the citizens in decision making. Progress towards the realisation of the SDGs 5, 10 and 16 was on course.

Access to Justice

Despite the late implementation of the project, a number of results have been achieved that include both strategic legal / policy direction as well indicative baseline surveys to gain an understanding of the criminal justice sector to inform systematic interventions by the responsible Ministry of Justice and Legal affairs office. Key among the results were the comprehensive baseline survey of the criminal justice sector in Tanzania aimed at gaining an in-depth analysis of the functionality and imitation s of the justice sector, an internal assessment of the functional and operational capacity of the National Criminal Justice Forum (NCJF). Joint inspection visits to prisons and police holding cells in Iringa, Njombe, Kitai and Ruvuma Regions and the dissemination of the Legal Aid Act as part of the Legal Aid Week celebration[22]. The latter results point to positive progress towards the SDGs 16.Concerted efforts are required to build on the achievements made for consistent progress especially the implementation of policies in the remaining period of the CPD

SDGs results as related to the democratic governance pillar seem to be taking the root and the interventions mentioned above point to the positive direction being taken to achieve SDGs 1, 5,10,16, 17. MTE notes that much as indicators point to progress being made towards targeted SDGs, no accurate statistical data was available to measure the accurate achievements so far realised by the time of the mid-term review was conducted.

[22] Legislative Support Project II: 2017-2021, preliminary results vs indicator performance report- reporting period: Jan-June 2018- intended outcome as stated in the UNDAP/country programme results and resource framework: National Assembly of Tanzania is more open, accessible and inclusive

2.1.4 .Method of delivery

It is assessed that the methods of delivery were appropriately chosen for the interventions under the CPD. Interventions on supporting democratic governance strengthening at national level tend to focus on upstream interventions supporting policy design, institutional reforms and capacity building. As mentioned in the above the interventions under the CPD, the interventions were informed by institutional capacity needs assessments ensuring that right needs and strategies were employed for better results during the implementation phase. A key method applied to support institutional capacity building, beyond providing technical advice and support, is the development of long term (often 4-5 years) strategies and action plans for implementing partners including CHRAGG and National Assembly. This approach of long-term engagements is likely to contributing to strengthening the institutional framework and associated delivery mechanisms thus breeding synergies that may yield sustainability of the results.

In terms of direct delivery methods, a key example of tailor-made interventions is the LSP II project where, to address the capacity needs, the learning methods were shifted from formal classroom methods to peer to peer learning, networking and mentorship. This, in the way, benefited first time MPs in the 10th parliament and also addressed the limitations of generic training that are not tailored to contextual human development needs. The peer to peer learning, networking and mentorship brought on board local academicians and local authority officials, civil society activists and the NA. These were able to identify and address the specific human development needs that could not be addressed by the generic training.

For example, Parliamentary office is said to have benefited from study visits to Uganda, Kenya and South Africa to learn from their peers on how best they can set-up a fully functional parliament budget office. Lessons learnt and scope for peer to peer exchanges for Tanzania's parliamentary budget office, were yet to be deployed for improved data analysis and recommendation from the Open Budget Index[23].South-South cooperation will increase exchanges and learning, e.g., by drawing on South-East Asian and partner states of EAC experiences to improve access to justice. Such kind of networking is also in line with global partnership to delivering on the sustainable development goals on scale at both national and international level. Bench marking during exchange visits itself is likely to lead to exchange of ideas on how to tackle global challenges as enshrined in the spirit of SDGs.

The specific targeting of the initiatives particularly with focus on delivering appropriate skills and knowledge and staff cadre of a given sector was in itself an approach that yielded most the desired results. In Zanzibar, the programme supported

[23]Legislative Support Project Phase II (2017 – 2021) Annual Report January – December 2017.

training in critical areas such as administration of justice, case management, legislative drafting, cybercrime and prosecution among others. There was a review of the paralegal training curriculum and manual to align them to the existing legal frameworks while addressing specific capacity gaps and access to justice needs of communities. The MoCLA worked closely with the law school to prepare and review training materials for paralegals. This was done through a consultative process including the Kibaha conference that brought together representatives from the Ministry of Constitutional and Legal Affairs and Law School of Tanzania, TANLAP, Tanganyika Law Society and the Institute of Judicial Administration Lushoto. Thus MTE observes that the right targeting to bridge the capacity gaps in staff and the institutional network and synergies provided the right conditions for the initiatives to address the needs at hand as identified during the planning and implementation phases of all the interventions hence achieving the desired results as envisaged in the CPD programmatic pillar- democratic governance.

2.1.5 Identified gaps on programme design, alignment with development strategies and human needs

The above notwithstanding, the following were some of the identified gaps in terms of the programme design and alignment with key development strategies:

- In some cases, a disconnect between the CPD outcome and indicators to the projects outcome, outputs and indicators was identified, supported by one respondent who stated that the outcome of the CPD does not speak to the indicators of the individual projects under the "Enhancing Capacity for Development Results and Effectiveness" project. This counts specifically for CPD indicator 4.1 on the percentage use of the AMP.

- It is noted that the CPD does not include outputs which address the issue of violent extremism as well as preventing conflict and peace building in Tanzania. In response to the changing peace and conflict transformation architecture within the region and the geopolitics which has got a spill-over-effect to Tanzania, the Country Office has developed two projects, addressing these. These projects do address development challenges identified, but as they are not linked directly to any CPD output, the results are currently not reported under the CPD outcome.

- On the access to quality of justice programme, The CPD indicators did not speak to that particular programme indicators and thus reporting was difficult[24]. This according to respondent the design of the programme emphasized the supply side and not the demand side. All the time they struggled to report broadly to reflect CPD indicators which was really not in line with appropriate way to measure their contribution towards CPD outcome.

[24] Key Informant Interview-Technical Specialist with Access to Justice Programme

2.2 Effectiveness

The extent to which the implemented projects have directly and/or indirectly contributed to the realisation of the outcome under review was the major yardstick for assessing effectiveness and focus of the analysis was placed on i) the progress made towards achievement of outcome indicators, including the contributions of the five CPD outputs, ii) facilitating and/or inhibiting factors for the outcome achievement, iii) UNDP's comparative advantage and contribution towards realization of aspirations under the democratic governance pillar, as well as iv) appropriateness of the partnership strategy. The analysis covers the outputs and projects outlined in the MTE Terms of Reference in Annex 4.

2.2.1 Extent of achievement of output activities and cost effectiveness

Of the five outputs earmarked to contribute to the outcome, only outputs 1,2, and 4 are successfully addressed. Output 3 project interventions are under formulation and for output 5 there are no specific interventions planned. At the project level, the MTE noted satisfactory coherence of the intervention logic which strengthens project success rate. This was because most of project activities were sequenced in such way that they enhance realisation of the outputs and ultimately the result. For instance I the capacity building inventions, training was preceded by the needs assessments that determined the right gaps and approaches as well as targeted which contributed a lot to yield better capacity building results. It is however critical that all the other projects that have not yet been formulated be formulated as their contribution towards the achievement of the outcome under review is substantial.

Output 1: Parliaments and electoral bodies are enabled to perform core functions for the improved transparency, accountability and citizen participation: Under this output, two interventions on capacity building were undertaken namely LSP I and LSP II[25]. It is noted that indeed LSP I and LSP II have contributed significant results towards the realization of CPD Output 1. UNDP has supported the NA with development of various guidelines which have contributed towards a meaningful public engagement and consultations, evidence-based bills scrutiny and budget oversights mechanism. This is attributed to the fact that the approaches to capacity building were hands on and specifically targeted the project beneficiaries at National Assembly.

During the current budget session, various committees, notably the Budget Committee; Social Services and Community Development Committee; and Agriculture, Livestock and Water Committee worked closely with independent experts and Civil Society Organizations (CSOs) to review the 2018/2019 budget. Constructive inputs emerged and greatly influenced the current 2018/2019 National Budget. The Budget Committee, utilizing the

[25] LSP I was implemented between July 2011-June 30th June 2015 and LSP II started on 1st January 2017 and will end on 31st December 2021.

developed Budget Scrutiny Guideline, was able to submit seven evidence-based recommendations pursuant to the review of the Finance and Appropriation Bills which were successfully adopted by the parliament. This was achieved mainly through capacity strengthening of the fledgling Parliamentary Budget Office (PBO) together with the Budget Committee itself to fully engage the budget process as envisaged in the Budget Act (2015).

Notably too is the project support of activities aimed at taking Parliament to the people. More specifically, the project has supported field visits by committees as well as structured public hearings. The LSP II has supported Parliament-CSO engagements which have inevitably increased the quality of motions tabled by MPs and specific committees through enhanced access to informed and evidence-based data. At baseline, only 10 CSOs and research institutions were being consulted by National Assembly and Zanzibar House of Representatives[26]. In the light of the baseline situation, the project targeted to enhance the involvement of these institutions to 75 which is notably on track. The project has connected MPs and committees with CSOs, Think-Tanks and Research institutions which has helped to avail them with informed and researched data for policy analysis, bill scrutiny and oversight mechanisms[27]. According to both UNDP and government officials, the Bill scrutiny guidelines were used to streamline the interactions and enhancing their effectiveness.

The 2017 LSP II annual report indicates that out of 14 bills that were passed by National Assembly in 2017, 6 or 42.8% had public hearings conducted[28]. Although it is documented that some bills were presented with the certificate of urgency which in a way limited wide public consultations, it is important to note that the framework provided by the project is sufficient to support the realisation of the outcome indicator targets. The project implemented activities are potentially able to enable Parliaments to perform core functions for improved transparency, accountability and citizen participation.

From the analysis, it is apparent that Parliament's capacity to perform core functions for improved transparency, accountability and citizen participation has been enhanced, raising optimism for the contributions to the CPD outcome. This I supported by one key informant;

> *"…the LSP I & II have established key infrastructures for enhanced presence of Parliament in the public the initiatives have successfully brought Parliament to the people; a factor that has smoothened the work of Parliament (…) The functioning of the Parliament has positively been*

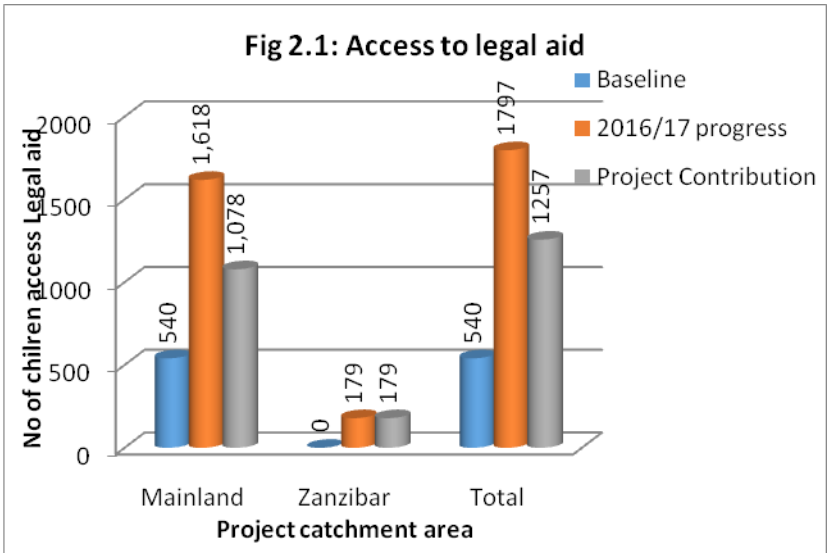
[26] Project Results Framework.
[27] For instance, during the last parliamentary session, the project supported National Assembly committee-CSO engagement with respect to the Income Tax Act (Cap. 332), the Land Act (Cap. 113), the Business Licensing Act (Cap. 208), the Local Government Finance Act (Cap. 290), the Value Added Tax Act (Cap. 148), and the 2018 Finance Bill. Interactions were facilitated between the Parliamentary Budget Committee (PBC) and representatives of CSOs, namely the Policy Forum, Wajibu Institute, Oxfam, Tanzania Gender Network, Open Mind Tanzania, Sikika, Haki Elimu, Community Development for All, and Tanzania Council for Social Development.
[28] LSP II Annual report, 2017 (Pg. 6).

impacted by the interventions leading to quality deliberations underpinned by public in-puts".

As to the ***cost effectiveness***, it is noted that the interventions were implemented through effective capacity development approaches such as prioritising interventions to fewer Committees in National Assembly, one to one coaching, involvement of the resources persons trained of the technical staff trained to conduct ToT and peer to peer learning were notable cost effective approaches employed. This did not require much resources and guaranteed continuity and better learning as the emphasis was on hands training.

Output 2: Citizens have improved access and are better served by the justice system and human rights reporting: Under this output, two key interventions are analysed, namely the Access to Justice Project under implementation in Tanzania Mainland and the Legal Sector Reform Program, which was completed in 2017. Interventions are targeted at improving human rights reporting and access to justice supported by legal reforms and capacity building of institutions.

There was notable evidence that legal reforms, capacities built and increased knowledge and skills of key MDA workers demonstrate the wider deeper approaches which have yielded significant progress towards improved access to justice by the vulnerable[29]. Taking legal aid policy as an outstanding example, the set targets for access to legal aid has been fully achieved for children in conflict with the law in Zanzibar (see figure 2.1.), a factor that has reportedly reduced the number of children in detention centres and rehabilitation homes from 72 in 2013 to only 7 in 2017[30].



[29] Final evaluation of Support to Zanzibar Legal Reform Program funded by European Union- May 25th, 2018
[30] Final evaluation of Support to Zanzibar Legal Reform Program funded by European Union- May 25th, 2018

The other important aspect is the vertical and horizontal institutional collaboration in the justice systems for both mainland and Zanzibar. With UNDP support, coordination and cooperation on legal aid service provision is improving between the Government and CSOs following the passing of the Legal Aid Act for mainland and the Legal Aid policy for Zanzibar which are essential milestones towards achieving the Outcome[31]. It is noticeable that the project supported improvements in policy and legislation provide more impetus for quality, affordable and timely justice services in both the main land and Zanzibar[32]. As a result of the project support in Zanzibar, several policy reforms were introduced and/or strengthened to accelerate access to justice, including: The Evidence Decree; Penal Code and the Legal aid policy. The legislative reforms were well integrated with awareness creation about the legal system which has reportedly increased demand for legal services by the initially excluded vulnerable populations. The Zanzibar Legal Sector Reform Program has laid a strong foundation which a new project in Zanzibar will build on top.

Cost effectiveness

The above interventions exploited synergies in justice, law and order sector to come up with strategies and policies and as well as joint activities to deliver on the results. Examples are the collaboration between government and CSOs, National Assembly, Police, Prisons and Courts collaboration worked wonders that rendered the intervention cost effective.

Output 3: Key public institutions are enabled to address corruption and implement their procurement needs in a transparent manner: Under this output, the mid-term evaluation through document review established that the project intervention under were still under design. Therefore, this mid-term evaluation cannot accurately comment on the effectiveness of the output towards contributing to the CPD outcome. However, the mid-term evaluation noted that interventions falling under other Outputs contributed to realization of the output. For example, National Assembly have been supported to work with African Parliamentarians Network against Corruption Tanzania Chapter (APNAC) to ensure access to best practices of monitoring, development of a special registration tool to capture relevant motions, questions and answers to do follow-up on corruption cases and prepare recommendations to the Prevention and Combating of Corruption Bureau (PCCB) in the new Constitution[33].

Cost effectiveness

Networking between National Assembly and African Parliamentarians Network Against Corruption in Tanzania Chapter enabled a coherent yet cost effective to deal with corruption cases at wider and national scale that could ensure long term and

[31] ROAR 2017.

[32] 2017 ROAR Reporting, Governance Pillar

[33] Final evaluation of Support to Zanzibar Legal Reform Program funded by European Union- May 25th, 2018

sustainable results than when its each institutions could have gone it alone. Thus it symbolises reinforcing each other in terms of practitioners informing the legislation on the realities and practical ways to deal with corruption through legislation and enforcement.

Output 4: Government has effective mechanism in place to monitor and report on use of ODA and other resources of global development financing: Contributing to this outcome is the Development Effectiveness project, which started implementation in late 2018 due to delays in the signing of the project document. Due to these delays substantial analysis of results against the Output is premature, however, in the project is now on track and preliminary progress is noted. Efforts that have started contributing to building government effective mechanisms in monitoring and reporting on use of ODA and other resources seemed to be taking root. Capacity building for the National Bureau of statistics (NBS) and Multi-dimensional Poverty Index and Human Development Reporting are evidence of positive steps towards effective mechanisms that will enable the government of Tanzania have robust effective institutionalized regular reporting platforms on the impact of the financing development interventions. National Bureau of statistics capacity in generating gender disaggregated data have further enhanced inclusive targeting of women and other vulnerable groups. So far piloting on SDGs and NBS built human resource capacity and soft and hardware equipment means that government is able to access evidence-based data critical for resource mobilization both within and out of Tanzania to effectively respond to development needs. This mid-term evaluation noted that implementation challenges abound include marshalling adequate resources, translating paperwork to something that can work for Tanzania and resource interventions mainly being upstream making it hard to assess what is happening on the ground[34].

Cost effectiveness missing

Building the capacity of the nationals and local institutions particularly staff in NBS, Ministry of Finance and Planning approach was cheaper and guaranteed skills retention over time. The opportunity to pass on skills from one staff to another were immense compared to when if experts were hired on one off basis to undertake analysis and monitoring the interventions.

Output 5: Women have enhanced capacities to participate in electoral and decision making processes at all levels: No specific project is attributed to the achievement of this Output, yet there are achievements that have enhanced capacity of women participation in both electoral and decision making process in the LSP project. The MTE noted that key strategic policy initiatives have enhanced women participation in electoral and decision making, including the National Assembly Gender and He-for-She strategies[35]. Through these

[34] Key Informant Interview- Development Specialist
[35] Key Informant UN Women

strategies, Political parties have agreed and pledge to present women as candidates at all political electoral levels. Additionally, the incorporation of Cross-Party Women's Group has served as an important bedrock upon which better and strong advocacy body which has proved to be more cost effective than if a new framework was put in place by LSP. Thus evidence from terminal Evaluation of LSP I demonstrates improved effectiveness in advocating for women inclusion and participation a move towards contributing to CPD outcome.

Evidence shows that service delivery adjustments in the health Budget (2015) and the number of women MPs actively engaged in debates ad level confidence are a reflection of the progress gained towards the CPD outcome of inclusive and women participation in area governance[36]. Furthermore, Gender mainstreamed in all parliamentary functions has had an effect into inclusion of women in decision making levels due gender analysis tools applicable at each of government decision making. This has gone hand in hand with institutionalized gender responsive assessments that have become regular in frequency and enlarged to scale and also informed gender inclusion in the drafting of the new constitution[37].

Cost effectiveness

Close collaboration with political parties, the National Assembly deployed of He-for - She strategy open up a wider and far reaching way to inclusion of women in electoral and decision making processes than would have been the case of stand-alone intervention. The MTE envisages that interventions specifically brought on board on the remaining CPD period will find a fertile ground upon which results so far achieved will be sustained at cheaper cost.

Other contributing interventions

The MTE also assessed two projects whose interventions contribute to the achievement of the goals of democratic governance. These include: i) Preventing and Responding to Violent Extremism (PVE) in Tanzania; and ii) Preventing Conflict and Building Peace through addressing the Drivers of Conflict and Instability associated with Forced Displacement between Burundi and Tanzania (referred to as the *Cross Border project*). Undoubtedly, violent extremism is a key hindrance to democratic governance, rule of law and development[38]. Therefore, it is important for this project to be added to the achievement of the outcome under review by adding a separate output and distinct outcome indicator to the CPD. Similarly, the strategic focus of the Cross Border project is on promoting concrete cross-border human rights based and multi-agency approaches to peace building. This is in tandem with the Great Lakes Regional Strategic Framework that emphasise on democratic governance, rule of law and development among the member countries. The synergies identified between this project and those already formulated under the outcome under

[36] LSPI terminal Evaluation
[37] Key Informant Interview-UN women
[38] Project document for preventing and responding to violent extremism in Tanzania (2017-2020)

review indicated that these projects are all strategically position to have a common contributory effect on the realisation of the outcome.

Cost effectiveness

Cross country engagements between Burundi and Tanzania and involvement of the Humanitarian organisations(UNHCR) and development partners(IOM and UNDP) served to leverage resources and necessary machinery to deliver on results. No doubt that the interventions were achieved with greater success than if UNDP had undergone it alone.

2.2.2 Progress towards Outcome Indicators

The CPD has seven outcome level indicators which will be assessed individually in the following. The potential for outcome achievement at full implementation is promising. The MTE noted that despite the late start of all the projects, activity and output level performance is on course and within the budget lines of the projects. This provides a solid ground for the achievement of the set outcome indicators.

Outcome Indicator 3.1: Percentage of bills presented before parliament for which field hearings are conducted: The Legislative Support Projects I & II directly feed into the first CPD outcome indicator namely: % of bills presented before Parliament for which field hearings are conducted[39]. Prior to the LSP II, field hearings for bills presented before parliament did not take place; a factor that limited public participation in national policy formulation and decision making. Of the total bills presented before parliament, 8 bills went through public hearing procedures using the projects' developed public hearing guideline in the year 2018, bringing it to 31 per cent and meeting the CPD target of 30 %.

Outcome indicator 3.2: Voter turnout at national elections High voter turn-out in any election is an indicator of the improved level of civic competence among the citizenry and therefore symbolises growth in democratic governance. The union presidential CPD baseline values were 42.84% and Zanzibar presidential 89.52% respectively for the base year 2010[40]. As noted by the midterm review team, there is significant improvement in the voter turn for union presidential elections in 2015 accounting for 64.5%[41]. This figure was way over and above the targeted 42.84% of the CPD . Thus the mid-term is of the view that the target was surpassed though momentum has to be sustained to ensure the results are long lasting.

[39]Results and resources framework for United Republic of Tanzania (2016-2021)

[40] UNDP Tanzania CPD document final 25th January 2015

[41] http://www.electionguide.org/countries/id/211/ accessed on 7 January 2018

Outcome Indicator 3.3: Confidence in the ability of the police and judiciary to deal effectively with cases of violence against women and children: Access to responsive and accountable justice and human rights protection mechanism was prior to the Access to Justice Project limited especially for women and other vulnerable groups[42]. The UNDP CPD projects a 20% increment in the percentage of the population expressing confidence in the ability of the police and judiciary to effectively deal with cases of violence against women and children. In effect, two projects were formulated and implemented for both the main land and Zanzibar and they are: i) Strengthening Access to Justice and Human Rights Protection in Tanzania; and ii) Support to Zanzibar Legal Sector Reform Program. However, according to one of the Key Informants, the interventions of the projects are not directly linked to the CPD indicators but focus on upstream approaches on what was termed as "emphasis on the supply side". In fact according to key informant, the programme was working top-bottom with the service providers to ensure they get services to all people[43]. In fact efforts have been undertaken by the projects implementers to make ensure the project outputs speak to CPD indicators.[44] The statistical evidence to measure the CPD outcome indicator was not available to accurately assess the progress so far achieved under this indicator. This was attributed to the fact that CPD indicators did not speak to the programme(ie two projects being implemented under the programme).[45] One of the stakeholders consulted during this review remarked that the adaptive approach by the project (Zanzibar Legal Sector Reform Program)to new emerging areas like bringing SGBV prosecution, UN women and bringing on board Khadi courts that prosecute 95% of SGBV was but " innovation driven by context"[46] setting a strong foundation which the project has been able to lay in almost one year of its implementation (commencing July 2017). It is anticipated that the achievement of the set targets is possible with accelerated activity implementation in the remaining period. Indeed, at the time of this review, much of the project achievements were still at activity and output levels[47] but the observed linkage between the activities implemented and those yet to be implemented is sufficient to support the realisation of the corresponding CPD outcome indicator.

Outcome indicator 3.4: Percentage of Open Government Partnership commitments completed, and information accessed

The baseline indicator envisioned at the design of the CPD was 28% while the targeted achievement under this outcome was 60% to mean that at the end of the implementation period, there should be the existence of anti- corruption plans and strategies. The mid-term review noted that progress so far registered under this

[42] Project Document: Strengthening access to justice and human rights protection mechanism in Tanzania.
[43] Key Informant Technical Specialist With Access To Justice Program
[44] Ibid
[45] Ibid
[46] Ibid
[47] Access to Justice Mid-year 2018 report.

outcome could be way over and above the targeted 60%. The evidence to the achievement of the target is that Phase III(2017-2022) anti-corruption strategy and action plan have been launched. In addition, government has established the economic , corruption and organised Crime division of the High Court and Prevention and Combating Corruption Bureau(PCCB)[48] .Significant changes in meeting this outcome indicator are reported in the afro-barometer of December 2017 showing 59% of the Tanzanians felt the Anti-corruption Bureau was somewhat effective in fighting corruption[49]. Thus the establishment of the anti-corruption policies and strategies have go hand in hand with the institutional framework to operationalize them. this development is but a synergy that is critical not only for the effectiveness of the policies and strategies but also a sustainability of the outcome in that to the anti-corruption institutions will attract annual budgetary allocations from the government of the United Republic of Tanzania.

Outcome Indicator 3.5: Existence of anti-corruption action plans/strategies: A corruption free society is one of the key pillars of inclusive and democratic governance system. Although deliberate interventions to respond to corruption were also envisaged to support the realization of CPD outcome under review, at the time of the evaluation, the project supporting it was still under development. However, the government of Tanzania's commitment to fight corruption is evident in the existing anti-corruption strategies previously supported by UNDP. National Assembly has worked closely with African Parliamentarians Network against Corruption Tanzania Chapter (APNAC) to ensure access to best practices of monitoring. Furthermore, a special registration tool was developed to capture relevant motions, questions and answers to do follow-up on corruption cases and prepare recommendations to the Prevention and Combating of Corruption Bureau (PCCB) in the new Constitution[50].

Indicator 3.6: Existence of a national system for data collection, measurement and analysis to monitor progress towards the Sustainable Development Goals and Development Cooperation Framework (DCF): Strengthened capacity at national and sub national levels to plan, monitor, evaluate and report on the implementation and financing of the national, regional and global development agendas is critical for the attainment of inclusive and democratic governance. Under the CPD 2016-2020, this is to be achieved through establishment of effective mechanisms to monitor and report on use of ODA and other sources of global development financing as envisaged under "Enhancing Capacity for

[48] Afrobarometer Dispatch No. 178 | Lulu Olan'g and Jamal Msami -Dispatch No. 178 | 6 December 2017-In Tanzania, anti-corruption efforts seen as paying dividends, need citizen engagement(Page 1)

[49] Afrobarometer Dispatch No. 178 | Lulu Olan'g and Jamal Msami -Dispatch No. 178 | 6 December 2017-In Tanzania, anti-corruption efforts seen as paying dividends, need citizen engagement(Page 3)

[50]Final evaluation of Support to Zanzibar Legal Reform Program funded by European Union- May 25th, 2018

Development Results and Effectiveness project". Through the project support, MDAs that are able to use the Aid Management Platform to manage ODA are envisaged to increase from 50% (baseline) to 90% by the end of the project while a functional Sustainable Development Goal monitoring system is put in place (Output indicator 4.1).

Project implementation was delayed[51] (nearly six months) and as such, it is too early to assess its contribution towards the outcome indicators. At the time of the evaluation, project interventions were still at planning level with no outcome indicators to bench mark progress. Project progress between July 2017 and October 2018 has been well documented though progress reporting is still based on activity and output accomplishments. The project has so far supported data generation to underpin development impact of interventions, disseminated the generated data as well as training government staff on how to use the online Advanced Data Tool (ADAPT). It is therefore assessed that the project is on track towards supporting the establishment of a national system for data collection, measurement and analysis to monitor progress towards the Sustainable Development Goals and Development Cooperation Framework (DCF) hence supporting outcome indicator. With this system in place, effective resource mobilization, utilization, monitoring and reporting will greatly be enhanced, and these are important contributions to a democratic governance system in Tanzania.

Outcome Indicator 3.7: Number of women who stand for election to Parliament and local-level councils (mainland and Zanzibar): Women's participation in public governance is a key component of inclusive and democratic governance as emphasized by the Sustainable Development Goals. The current UNDP CPD outlines specific aspirations to achieve higher levels of gender equity in national governance in Tanzania is emphasized, specified in Output 5 and Outcome indicator 5. At the date of this evaluation, no specific project has been formulated to support the achievement of these aspirations.

Despite the lack of a specific project under this indictor, a number of interventions have been undertaken in the past by UN agencies in partnership with other development partners which have had a profound impact on the empowerment of women in Tanzania[52]. Under both the LSP I & II, gender mainstream streaming was given adequate attention in respect to strengthening the capacity of Women parliamentarians to effectively execute their duties. Although the constitution of the Republic of Tanzania provides for special women seats in the NA which has increased women representation, yet the number of women parliamentarians is 25out of 264 parliamentary seats[53]. Under the current UNDP supported projects (ATJ and LSP I & II), gender related interventions have mostly covered; gender analytical studies and policies, awareness creation as well as capacity strengthening

[51] Although the project was slated to start in June 2017, the project was signed off in December 2017 and the first disbursement made in January 2018.
[52] Terminal evaluation report of Democratic Empowerment Project (DEP)
[53] Gender Audit and Capacity Needs assessment of National Assembly of Tanzania.

for gender mainstreaming in national development planning. However, despite decades of gender focussed programming, the decimal women participation in politics indicates that more is still desired especially with regard to women's involvement in elective politics as well as public administration. Therefore, formulation and subsequent implementation of a gender specific project under the current CPD remains critical for enhanced achievement of the outcome under review.

2.2.3 Facilitators and Inhibitors for Outcome achievement

The MTE has noted some facilitators of progress as well as some inhibitors outlined below. Stakeholders need to harness the facilitators while addressing inhibitors if the outcome is to be comprehensively achieved within time and resource constraints.

Facilitators

i) **NIM:** Building on existing government structures and systems through the UNDP's adopted NIM modality ensured reduction in implementation costs as well as sustained buy-in and skills development by the government.
ii) **DIM:** The application of the DIM whereby UNDP manages the funds functions very well especially where capacity for management within the participating partner is not adequate and requires capacity building.
iii) **Effective partnership:** The programme was able to forge strong partnerships at different levels of project implementation. This has favoured effective mobilization and utilisation of resources from government, academia, CSOs and other Development Partners.

iv) **Use of existing structures:** Programme implementation interventions were well and successfully integrated within the existing structures of the responsible parties. This lays a foundation for the sustainability of the project gains.
v) **Adaptive project management:** Flexibility in the programme implementation arrangement enabled significant amendments to be affected in some projects aimed at achieving enhanced results. LSP II serves as an example of this as implementation has had to be aligned with the parliamentary calendar and be flexible to engage with MPs when they are available, even on weekends. Another example is the on-spot solutions provided by the MoCLA when, together with its Judicial partners undertook outreach visits to detention centres and were able to review some long-term pending cases and provided express solutions.

Inhibitors for Outcome achievement

i. **Late start of the projects interventions:** The late start of some projects may have negative effects on the results towards the Outcome. Apart from AtJ and LSP II

projects which started in 2017, others like Development Effectiveness project in Zanzibar started in September 2018.

ii. **Delay in disbursement of funds:** All implementing partners identified the delay in the release of funds as an important factor causing delays in the implementation of activities. Some partners suggested a review of how funds are channelled for future disbursements. Some projects for instance reported having received their funds in September 2018 instead of July 2018.

iii. **Funding gap: I**t has been noted that all projects that contribute to the realization of the outcome have inadequate funding, meaning that the current available funds fall short of the planned funding level of the projects. This could highly affect the achievement of the CPD outcome.

iv. **Gaps in the CPD:** At the time of this evaluation, some important projects that would have contributed to outcome were either under formulation while others were not designed yet. This is noted as a very critical gap to the realization of the CPD outcome. One of the critical governance institutions is the National Electoral Management Bodies that have the responsibilities of making sure that peoples' rights are preserved when it comes to decisions on the type of leadership of the country. However, by the time of the evaluation, there was no intervention targeting these bodies, meaning that there is little likelihood of realizing this indicator.

v. **Interventions not linked to the CPD:** Interventions such as the prevention of violent extremism and Cross Border project are not part of the CPD and therefore their contribution to the realization of the outcome will not be attributed to the outcome.

2.2.4. UNDP innovative techniques and program strategies

This mid-term evaluation has noted that in all outputs and underlying interventions, UNDP should be commended for deploying innovative techniques and best practices approaches. Especially for LSP, as mentioned, was the development of guideline documents that could serve as key and uniform long-term guides to legislation. Furthermore, the deployment of some of the senior and more experienced MPs as facilitators in capacity building and information sharing sessions reinforced continued skills building based on hands on experience among the MPs. Parliamentary Senior staff were also invited as facilitators in ways that allowed for practical application of live examples to specific committee-related work. Study visits to selected countries in Africa were also supported. These initiatives provided scope for peer to peer exchanges and potential for mentorship of new MPs by senior ones, and between staff within the National Assembly and with others from the sub-region[54].

[54]Legislative Support Project Phase II (2017 – 2021) Project Number: 00099425 Annual Report January – December 2017

Under the development effectiveness, the notable innovations include the benchmarking visits abroad and Multi-dimensional Poverty Index and Human Development Reports. This form the most tangible yet on-hands learning and evaluation methods of the development agenda SDGs. Involvement of National staff from government institutions served to further retain and enhance innovations further downstream under the decentralisation framework. Once such is shared then implementing the development agenda becomes much more effective.

In Zanzibar, the adoption of Khadi courts by the access to justice programme was a novel innovation that brought on board the most respected and trusted institution at the forefront of fighting GBV. This innovation is reported to have played a key role in efforts to undo the deeply entrenched cultural practices that had otherwise subjected women to domestic violence in a long time. It is was hybrid novelty that indeed was likely to do wonders in reducing violence against women.

2.2.5 Partnerships and Coordination

As to whether there were effective partnerships in programming to ensure the achievement of the outcome, the MTE noted the existence of partnerships between UNDP and the International Development Partners on one hand and partnerships between UNDP and government on the other as listed in Annex 5.

UNDP established effective partnerships with government, development partners and CSOs in a number of initiatives towards promoting inclusive democratic governance. For instance, the LSP I evaluation report quotes the beneficiaries perceiving the project as a think tank for the NA in a sense that the project provided expertise and knowledge on demand driven basis with the planning process for each annual work-plan and activity well-coordinated with the NA. Due to motivated beneficiaries, the project played less of an “out front” role and one more focused on facilitation and the provision of timely advice and information that would be picked up by the NA. In most cases this led to the adoption of institutional reforms and new products and processes that have made the NA more effective[55].

The significant ownership of the processes by NA was indeed a demonstration of UNDP effective partnership with partners towards delivery of the Outcome. Moreover, the terminal evaluation of LSRP Zanzibar reported that the reforms initiated under this output by the LSRP intervention had created an appetite for improvement among local participants and have highlighted ongoing needs and new areas of potential focus[56].

UNDP capacity building initiatives in partnership with Ministry of Finance and Planning partnership and coordination visibly contributed to strengthening efforts to mobilize

[55]UNDP Tanzania Legislatures Support Project I (2011-2016) Terminal Evaluation May 2016
[56]Meredith Brown (2018)-Evaluation of Support to Zanzibar Legal Reform Program funded by European Union- May 25th, 2018

domestic resources and leverage alternative sources of development financing to monitor the Sustainable Development Goals already embedded in the national development plans. The Access to Justice project, through MoCLA, was able to establish strong partnerships with Judiciary as well as the Police, Prisons and LGAs. For example, Support to Zanzibar has led to the creation of collaborative relationships among the justice sector participants and its response to changes in the local environment and supportive of the local ownership is very key contribution one can directly attribute to UNDP's role towards improvement of the national capacity and institutional strengthening.

Against the above back drop of effective coordination efforts between UNDP and implementing partners, some respondents cited issues of mistrust by UNDP in relation to Government partners and the bureaucratic red tape as challenges that tended to derail the smooth coordination and partnership networks. Issues in point were requirements to submit Concept Notes for each activity to be undertaken under each work plan which often caused delays in approving and disbursement of funds with negative effects on implementation[57]. One Implementing Partners further expressed UNDP failure to conduct inductions with partners on modalities of fund requisition and planning processes.

2.2.6 Domestication of Key Regional frameworks, experiences and international best practices through National Development Plans and strategies

The MTE identified global, continental, regional frameworks and experiences to which the CPD interventions contributed to by supporting activities aligning to FYPII and MKUKUTA III.

The global agenda SDGs highly feature and were supported by development aid effectiveness project through activities such as support to high level meeting in Marrakesh /Morocco forum whose aim was to endear Ministers and senior decision makers discuss how to best to deliver on the sustainable Development Goals. Under the same project intervention, the capacity built to enable NBS and Ministry of Planning produce and use gender sensitive national data was in line with meeting national development plans to promote gender inclusion in planning budgeting and implementing government development programmes. Furthermore, review of the Development Cooperative Framework supported by UNDP was aimed at reviewing modalities of increasing resource mobilisation and access between government and Development partners to positively respond to national development agenda. Equally important was undertaking an assessment on the implementation of FYDP II financing strategy as a financing tool for the SDGs agenda 2030[58].

[57]Key Informant Interviews – Ministries of Finance and MoCLA
[58] Project Document-Development Effectiveness

Through the LSP project support capacity building of parliament in legislation is in line with the National Five Year Development Plan 2016/2017-2020/2021 and Tanzania vision 2025 the interventions were aimed at enhanced equity democracy and political and social tolerance to further human and economic development in the country. The project interventions subscribe to CEDAW whose principles and objectives guarantee women equal participation in political and public life. The project interventions were also aimed at contributing to SDGs goals 5 and 16. In line African Union Agenda 2063, aspiration for an Africa of good governance, democracy , respect for human rights, justice and the rule of laws, the project through line ministry and MDAs and private sector effectively supported the promotion of women in decision making and related development agenda. The LSP interventions are in line with UNDAP 2016-2021,UNDP strategic plan, UN Women strategic plan 2017-2021, and UNDP Country Programme Document Tanzania. The latter approaches underscore the importance of parliamentary development in ensuring inclusive and effective democratic governance[59].

Under the UNDP supported intervention of preventing and responding to violent conflict and extremism project in Tanzania, the interventions were hinged on regional frameworks given the regional nature and dimension of terrorism. Though the national counter terrorism centre(NCTC), the Tanzanian government has closely worked under initiatives with SADC, and East African Community(EAC), and Inter- Government Authority on Development(IGAD) to prevent violent extremism in the country. The regional initiatives that are really in-line with and form a bedrock upon which the government of Tanzania has transformed and moving from the security approach to terrorism to more enhanced holistic preventive response using the regional bodies as well as being in line with the conclusions and recommendations of the UN's secretary general plan of action to prevent violent extremism (2016)[60]

2.2.7 Support and Stakeholder Perceptions of UNDP role in promoting democratic governance in United Republic of Tanzania

UNDP stand out to have played a crucial role in the support of democratic governance as the key initiator of the programme. The MTE came the evidence to fact He role of UNDP Country office mobilised and contributed most of the financial, n, thorough project management engagements , monitoring and evaluation to ensure the interventions are on course through the undertaking periodic reviews, approval of work plans. Furthermore, the MTE has observed credible evidence to demonstrate that UNDP has been very effective in working with international partners to deliver on initiatives and services. So far, all CPD programming project interventions have gone well and credit goes to UNDP

[59] LSP project doc- legislative Support Project(LSPII) 2017-2021

[60] Preventing and responding to violent conflict extremism in Tanzania(2017-2020)

country office for providing critical over sight and guidance in planning and implementation. UNDP play a significant role in ensuring interventions in areas such as national monitoring systems and monitoring progress towards the Sustainable Development Goals; and the gender promotion strategies at the legislative level and related development initiatives are innovations that development partners rarely bring on board. This is partly due to the special relationship which UNDP has with Government partners, which other development partners may not be able to access directly.

The 2014-2015 assessment of development results (ADR) identified factors contributing to the UNDP's programmes success as strong national ownership; strategic relevance; the unique position of UNDP as a trusted and reliable partner; quick response to emerging needs when required; implementation, monitoring and reporting at the United Nations system-wide level through the Delivering Results Together Fund; and institutional capacity-building with potential for lasting impact[61].

The MTE sought views from a variety of stakeholders to gain a better understanding of the what they perceive of the role of UNDP in providing democratic governance in Tanzania. First of all, a positive perception was that UNDP country Office provided the much needed infrastructure in terms of providing the requisite equipment like IT equipmen and the much needed human resource capacities suited to execution of the intervention activities in support of promotion of democratic good governance. In other words projects' implementing partners and MDA officials perceived the UNDP as strong advocate for improving democratic governance effectiveness. UNDP positioning as front runner in mobilizing resources and providing technical support by implementing projects and programs either in partnership with Tanzanians MDAs, CSOs and other development partners as perceived as a plus by a number of stakeholders As result, there was overall appraisal that the capacity so far built has transformed national approach to the delivery of the governance as well as transformed institutions[62].Specifically, Perceptions from Electoral commission staff reported hailed support of the UNDP as having helped them at improved management of elections both at the Union and in Zanzibar Polls. Furthermore the beneficiaries(elected representatives) of the capacity building of the legislature perceived UNDP support to have helped them as individuals and as collective legislature in execution of their mandates(to initiate, review/consider, debate and amend legislation etc.).MPs also hailed UNDP support for having helped them to undertake gender sensitive analysis when scrutinizing draft legislation, and mainstreaming gender into own proposals. Thus these perceptions confirm and point in the direction of the cardinal role of UNDP played in the promotion of democratic governance in Tanzania

[61] UNDP Tanzania CPD-2016

[62] Key Informant Interview- Access to Justice Program

2.3 Efficiency

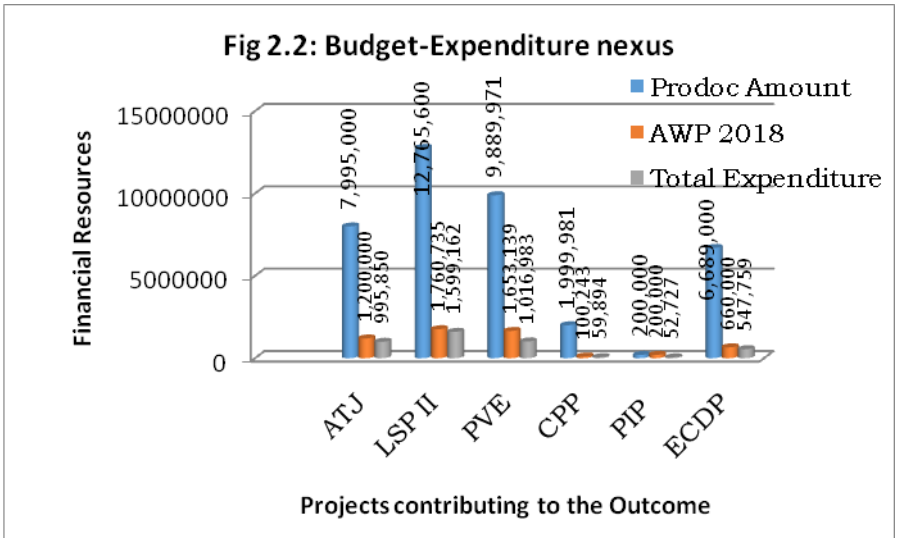
The extent to which the availed inputs have supported the delivery of the set outputs forms a central part in the analysis of project efficiency. The MTE has analysed; i) sufficiency of UNDP approaches, resources, models, conceptual framework to support the achieve the planned outcome in the light of the political and development constraints of the country; ii) UNDP's cost effectiveness of Inclusive Democratic Governance strategy and its implementation; iii) the soundness of the adopted resource mobilization strategies; efficacy of the monitoring and evaluation systems as well as the availability of mechanisms to promote economic use of resources as seen hereunder;

2.3.1.UNDP deployed Resources and Models to deal with Tanzania's democratic governance constraints

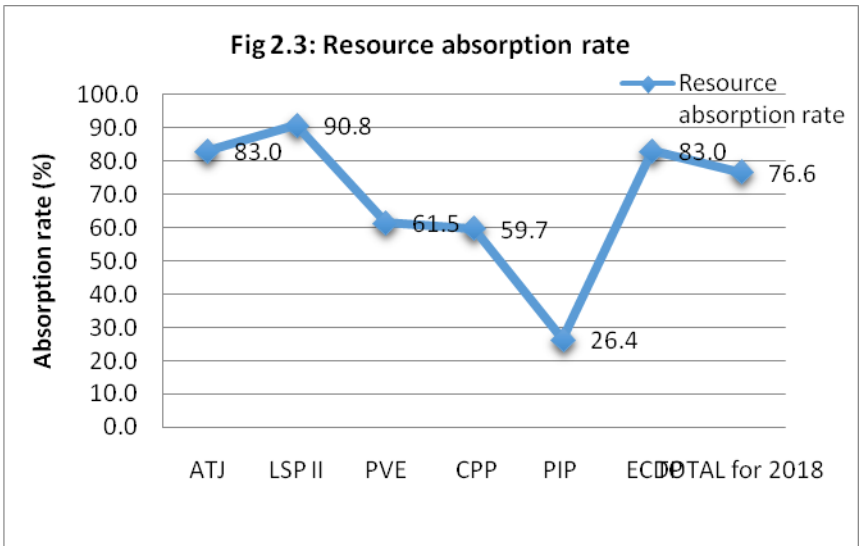
The MTE has noted the UNDP undertook to work with relevant government stakeholders to mobilise required resources to support the delivery of the democratic governance pillar outcomes[63]. Both Human and Financial resources mobilised were expensed in such a way to ensure there is efficiency particularly by ensuring that there is cost effectiveness and value for money. Under LSP II, the project relied on a small group of international and national staff to deliver on the much needed capacity building programme of the national Assembly with amazing positive results. The deployment of peer to peer exchanges, coaching mentoring and piloting approaches were aimed to test best practices with in the context of National Assembly and Tanzania as a whole[64]. At the planning phase , the project undertook a pro-active stance of responding to the any necessary adjustments to ensure the practices reflected the context of the country and are institutionalised and replicated[65] . This approach was reputed to be contributing to the realising the planned outcome envisioned but also responsive to the capacity constraints obtaining in the country that it intended to address.

Through the output-based budgeting approach, project resources have been proportionately allocated to different project outputs and the analysis of the project budget and expenditure nexus reveals a perfect match (minimal variation between workplan budget and expenditure), see figure 2.2.

[63] CPD programme document
[64] LSP II programme document
[65] Ibid



Analysis of the internal consistence of formulated projects reveals robust results chains with proper linkages between inputs, activities and outputs that also resonate with the project outcomes and the overall CPD and UNDAP outcome. From the resource absorption rates across different projects averaging to 76.6%, which can be rated as efficient use of resources because projects' interventions were at varying levels of implementation.



2.3.2 Cost effectiveness of the adopted strategies

There is general consciousness among the project staff about the need to achieve cost effectiveness implementation of projects. As a result, adequate adherence to the set financial management procedure has been observed. Project expenditure is anchored in clear and approved work plans and budgets. Through quarterly reporting and other management meetings, inevitable changes in the work plans and budget lines are discussed, agreed upon and adopted. Established management structures have been established to oversee how project resources are utilized.

The adoption of NIM is a significant cost effectiveness strategy that has been adopted. The approach has not only stimulated government ownership of the projects but also motivated the government to make substantial contribution in various forms. The integration of project interventions in the existing government structures have been key in bringing down the overall implementation costs as a result of UNDP-government cost sharing.

Deploying and use of the available resources within among partners and implementing institutions in all the projects interventions were the most cost effective way adopted strategy. For example MTE notes that strategies employed in capacity building aimed so much to ensure there is maximum utilisation of the available local resources while minimising costly one off options was but intended to cut on the costs. For example training of trainers for capacity building of National Assembly and the co-option of the Khadis courts in Zanzibar exhibit typical cost effectiveness of the adopted strategies to deliver on programme results. In the prevention of violent extremism, the co-option of local communities and religious bodies strategy was cost effective given the command and influence they play in influencing the individual behaviour yet are widespread to reach out to everyone. This is cost effective compared to reliance on the security forces who may not be everywhere and in most times not trusted because of their approach and methods in handling suspects.

2.3.3 Resource mobilization strategies

A variety of resources mobilisation strategies were deployed depending on the project intervention. In most instances, the strategy deployed was influenced by the scale of coverage and contextual factors. Across all the projects so far implemented under the programme interventions, a number of strategies were deployed to mobilise resources spearheaded by UNDP in collaborations with donors,UN agencies and development partners, government and private sector and CSOs. The MTE notes that the strategies deployed for resources mobilisation were where highly influenced by factors of scale and context in support of a particular intervention. Theses varied from marshalling the local resource, fundraising through partnerships between development partners and donors in a kind of basket funding and one off donor contributions, and the go it alone fund mobilisation where the UNDP had to undergo it alone in mobilising the required resources for the intervention. For example, resource strategy mobilisation strategy adopted for preventing conflict and peace building project involved marshalling of resources to a kind project contributions spearheaded by UNDP country Offices in Tanzania and Burundi,IOM Country Offices of Burundi and Tanzania and UNHCR Country Offices of Burundi and Tanzana;LSP (II) UNDP core funder[66]; UNDP was core funder for the Access to justice and human rights protection in Tanzania[67], ;

[66]

[67] Access to Justice and Human Rights protection in Tanzania

Support to Zanzibar the legal sector reform funded by EU and government mobilised by the UNDP country office[68] ; and enhancing capacity for development results and effectiveness UNDP, donors USAID,Denmark and DFID[69]. In all the strategies employed above the MTE is unable to make to reach a conclusion on what best strategy worked best as some of mobilisation strategies even with a single donor were often better resourced of course depending in the scale and context factors in which the project was implemented.

Through its partnership strategy, UNDP has been able to bring on board several development partners in the implementation of the on-going projects under democratic governance pillar, yet the amount of resources mobilized at the time of the MTE still sharply fall below the expected. This requires UNDP to more than double its resource mobilization efforts if all planned activities are to be financed. The MTE noted that all projects contributing to the outcome have more than 80% funding gap at midline as seen in the table below, as per table 1, which puts the achievement of the CPD outcome at stake.

Projects contributing to Inclusive DG Pillar	Actual Amount Contributed at Stage of MTE	Expected Amount by Program Closure	Funding gap	
			Amount (USD)	%age
ATJ	1,211,308	6,783,692	5,572,384	82.1
LSP II	2,210,221	10,555,379	8,345,158	79.1
PVE	1,312,605	8,577,366	7,264,761	84.7
CPP	110,243	1,889,738	1,779,495	94.2
ECDP	675,366	6,013,634	5,338,268	88.8
TOTAL	**5,519,743**	**33,819,809**	28,300,066	83.7

Table 2.1: Project Funding gap

2.3.4 Monitoring and evaluation systems

At the CPD programme outcome level, MTE observed that the monitoring and evaluation approaches prescribed in the programme document is that monitoring and evaluation began with a process of establishing the Tanzania Statistical Master Plan and Poverty Monitoring Master Plan. Once these plans are in place, they will guide NBS,WB, Universities and research institutions to surveys for production of reports on sustainable development goals and sectors of the economy[70] .So far the MTE was unable to obtaining any report to ascertain the extent to which this programmatic level monitoring and evaluation system were able to deliver on its mandate. This

[6868] Project Doc-Legal reform support to Zanzibar
[69] Project Doc Development Effectiveness
[70] CPD programme document

scenario therefore demonstrates the dilemma of reporting on the overall performance of the programme results especially on progress so far achieved on the SDGs.

At the project's intervention level, the UNDP has established a robust monitoring and evaluation system that allows progress tracking at output and outcome levels. Quarterly narrative and financial reports are prepared for each project in collaboration with key partners to provide the basis of programme control and effective management. Whereas this is mostly output level M&E reporting, end of year ROAR provides an opportunity for outcome level reporting. UNDP programmes undergo external midterm and final evaluations by independent evaluators and the findings shared. MTE noted that Quarterly narrative reports and annual reports were not comprehensive enough to detail and not produced in a timely manner to inform any adjustments in programme.

The MTE also noted some deficiency in Monitoring and Evaluation mechanisms at project level. For example for LSP II, where it was assessed in 2018 that most of the project indicators in the Project Document were not result oriented and/or too difficult to measure. In some cases, the indicator refers to a numeric variable but the milestone references to a percentage. To address these challenges, in June-July 2018 the following remedial actions were made: modification of the Result Framework Matrix to involve milestone targets (2018-2021) and explanatory column which provides additional definition notes for key indicator variables to get clarification on what criteria will be used to assess whether the milestone has been achieved.

2.4 Sustainability

The degree to which the programme has adhered to the key sustainability pillars (local participation, ownership, contribution and capacity strengthening) has in this evaluation been used as a yardstick to assess the extent of programme sustainability. Whereas it is evident that the entire design and implementation of all projects feeding into the outcome have greatly embedded these sustainability pillars, opportunities and threats to effective sustainability formed the key areas of assessment as presented hereunder.

2.4.1 Sustainability potential

The MTE identifies aspects of project implementation, which contribute to sustaining the benefits of the programme beyond the project lifespan. The MTE concludes that UNDP programme design and implementation of the capacity building initiatives sets the pace to ensure robust, well- tailored and anchored interventions which heighten the potential for sustainability of results - as most key Informants alluded to during the interviews.

The UNDP National Implementation Modality (NIM) is key in driving capacity building of national systems and structures of the United Republic of Tanzania and it embeds the

principle of basing capacity building initiatives on systems that are well established. This has a positive effect on the sustainability of the interventions in form of increased ownership and it can be used to attract government support and financing. For instance, the National Assembly expressed willingness to support some of the initiatives that have been initiated like capacity building embedded in its structures, meaning that these will attract budgets and policy support that guarantees their sustainability as they will be part and parcel of the modus operandi. Another example is the inclusion of Khadis' courts in the fight against Violence Against Women in the Island of Zanzibar, as such a strategy is already an instrument in dealing a blow to domestic violence. In some cases, the results of the UNDP interventions have led to both institutional and policy reforms aimed specifically at enhancing the results. For example, the introduction of a gender strategy at National Assembly provides indications that continued efforts will be made towards the expected results.

The alignment of the current and coming CPDs to the national development strategies serves to further ensure sustainability of results, as independent interventions from the government and development partners also contribute to the same objectives. Another remarkable contribution is the high level of integration of UNDP interventions within the national structures and national ownership through participatory planning. This has been a key guarantor to sustenance of results so far achieved by the interventions towards promoting Inclusive democracy[71]. The MTE was able to discern that mainstreaming cross-cutting concerns were underway (especially gender) as necessary policy reforms and capacity building initiatives both upstream and downstream ensuring that they have become part and parcel of government's day to day business operations. This approach is potentially able to build robust frameworks that will ensure sustainability of the outcome results. Of significance is integration of gender analyses into the operationalization of MKUKUTA/MKUZA monitoring and reporting system, capacity building and continuous support to MDA and LGA in order to mainstream gender into policy analysis and financial management was strengthened. The adoption of gender sensitive planning and budgeting as informed by the evidence-based decisions making has gone a long way in addressing the needs of gender, children and vulnerable groups; a development contributing to the sustainability of the CPD inclusive governance desired results.

UNDP in its capacity building programmes for enhanced inclusive democracy pillar has also supported the development of resource materials, provision of tools and equipment and soft-ware programmes for use and training of local trainers who will ensure that the skills and knowledge gained during capacity building can be retained and shared with other stakeholder's promotion sustainability of results[72].

[71] Key Informant Interview-MoFP
[72] Key Informant Interview MoCLA

2.4.2. National plans/reforms in place to promote inclusive democratic governance

The MTE found that there are multiple strategies and policies that have been implemented or are planned, which intend to contribute to promote inclusive democratic governance. This implemented plans and those in offing set a fertile ground on to which the results so far realized by the programme are likely to be sustained through budgetary and policy support.

The following plans/reforms are in place with support or active role of UNDP:

- Tanzania Development Vision 2025- the Government commits to continue with its efforts to improve transparency, accountability and inclusive democratic Governance. UNDP country office is expressed commitment to support all initiatives towards realisation of the Vision 2025. This will build has been done through funding some programmatic areas on governance under FYPII

- Gender Strategy and Action Plan for the National Assembly2018, whose goal is that Parliaments are well placed to champion the goal of gender equality as the citizen's representative body, hence, to be seen as a gender-sensitive institution. The overall goal of this Gender Strategy and Action Plan is designed to support the NA to become a more gender-sensitive Parliament[73].

In the next five years a number of plans and reforms that will enhance inclusive democracy results gains. These include:

- Supporting Development Finance Assessments (DFAs) across regions- government and stakeholders with data and analysis of the quality of their national development strategies and plans and country results frameworks, changing trends in development finance and their alignment with national priorities and results[74].
- In line with the governance programme, The United Republic of Tanzania under the international and regional commitments has undertaken to implement initiatives towards realisation of Africa Agenda 2063, EAC Development Vision 2050, Istanbul Plan of Action 2020, and Global accountability SDGs 2030[75]. All commitments are well elaborated o in the FYPII and MKUZA III the on-going national strategies to UNDP support efforts aimed at strengthening already existing achievements in governance and they drive towards the middle-income status and beyond[76].
- The introduction and operationalization of the an e-Parliament[77] in offing, as new platform will promote interaction between Members of Parliament and the

[73]CPD 2016
[74]UNDP /Ministry of Finance and Planning-Enhancing capacity for development results- Effectiveness Project doc- 2017-June2071-31stDecember2021.
[75] Ibid
[76] Ibid
[77] LSPII Annual Report 2017

citizens on a regular basis hence promoting inclusive governance in the future beyond programme period.

2.5. Cross-cutting issues

The CPD sees gender and human rights as cross cutting issues that should permeate all activities that contribute to the realization of the CPD's goal and outcomes. And these are analysed in this chapter. To a large extend, tangible results on gender strategies and Human rights interventions have been recorded, thus playing a major role in contributing to the realization of the outcome under assessment. The following are examples of such achievements.

2.5.1 Gender mainstreaming in inclusive democratic governance projects

The MTE learned from discussions with Key Informant respondents that gender mainstreaming was not adequately undertaken throughout the CPD. An example was given of LSP II where gender issues are separated in output 5 and not mainstreamed throughout the other outputs. The lack of gender mainstreaming can be caused by the fact that UNDP Tanzania does not have a gender focal point to provide guidance on gender mainstreaming. Gender mainstreaming is a process and should be done throughout the planning and implementation process of interventions. This could be done by using gender inequality indicators throughout the outputs of the project, thus mandating the implementing entity to pay attention to how gender is being captured throughout the project.

The Gender strategy and action plan for the National Assembly (NA), which is a result of the Gender Audit and Gender Capacity Assessment, will assist the National Assembly to work towards gender-responsive and gender-sensitive decision-making as well as increase the capacity of MPs, Committees and officials in the Departments and Units to integrate gender considerations within all areas of NA's work. In addition, the NA has developed a He-for-She Strategy that aims at engaging men and boys to accelerate progress towards gender equality. These two strategies provide a framework upon which the national assembly will work towards gender equality, making a stronger and inclusive democratic governance system where the Gender Equality and Women's Empowerment (GEWE) commitments and aspirations are addressed as part of the institution's agenda. There is indeed greater commitment to gender mainstreaming as reflected in the song that was sung by an MP during the launch of the gender strategy (Figure 2.4). It is hoped that efforts through the LSP II will effectuate the commitments of the strategies.

Figure 2.4: The Song that was sang in Kiswahili at the Launch of the Gender Strategy

It is great pleasure to launch the Gender Strategy
Which respects the different sexes
The goal is to formalize and remove obstacles
To fulfil the gender needs through Laws and Budgets
Persons with special needs to remove their obstacles too
Honourable MPs let us put things in order

We are formalizing the strategy in order to lay out openly; any contentious gender issues as explained in the strategy
The strategy motivates quality implementation; we are mainstreaming gender so that both sexes become free, we shall attain our goal with zeal

When the food is yummy; it is the cook who gets the compliments
All that is in the strategy there are those who worked on them
It is a highly qualified team of this National Assembly
Legislative Support Project phase two will surely be accomplished
Special compliments should also go to the unprecedented Donors

Chorus

In addition, the gender training for selected committees in the National Assembly on gender mainstreaming was informed by gender assessment and analysis. This made the training relevant and focused on institutional capacities, structures, operations and procedures of mainstreaming gender in National Assembly businesses. This was a direct contribution towards enhancing women's capacities to participate in electoral and decision-making processes in the National Assembly. The LSP II made further contributions to gender equality through support to Tanzania Women Parliamentary Group (TWPG) members, who submitted 32 gender budget recommendations to the respective committees for consideration. The programme also influenced key stakeholders on the amendment of the Land Act 1999 to protect the rights of women owning land. Similarly, the TWPG under the LSP played a key role in promoting the rights of People with Disabilities (PWDs) through mobilizing their CSOs and created space for dialogue for the amendment of the constitution. The Legislative Support Programme also supported the creation of a gender desk at the National Assembly for harmonizing thematic gender concerns. The desk works with all the departments and units of parliament to develop gender-sensitive objectives and work-plans and provides relevant information and materials on gender issues. The desk also supports the National Assembly staff to build their capacity on gender concepts and gender equality.

UNDP supported the review of various national frameworks to enhance women participation in electoral processes. UNDP is supporting the Commission for Human Rights and Governance (CHRAGG) in reviewing and developing its Five-Year Strategic Plan, reviewing the Political Parties Act and Election Expenses Acts all aimed at increasing women's participation in the electoral processes. The National Gender and Development Policy 2000 and National Implementation Strategy for Gender and Development (2005) are also under review purposely to increase women's participation in electoral processes. These initiatives are directly linked to UNDP CPD outcome on supporting legal reforms to benefit women and other vulnerable groups.

Lack of gender statistics is a critical issue observed in the LSRP evaluation, which could not obtain statistics on women's access to legal aid. As stated by the National Bureau of Statistics (NBS), there are very positive internal efforts to strengthen the institution to collect all gender disaggregated data from different sources and analyze and store them in a

centralized national system for use by the different sectors. This will enable all sectors to get gender sensitive data from one source. In addition, there has been a gendered approach to the utilization of the TSED database whereby it is now possible to harmonize, visualize and disseminate gender sensitive baseline data for the FYDP II and SDGs reporting to stakeholders through the TSED Database. This is a milestone since now gender aggregated data will be available in a central system, thus strengthening the planning and reporting of development trends from a gender perspective with more accuracy.

As to whether gender markers assigned to each project are a reality, the MTE has learnt that only the following projects exhibited gender mark in reality. They are LSP, Preventing Conflict and Peace Building; and Strengthening Access to Justice and Human Rights protection in Tanzania, Support to Zanzibar Legal Sector Reform. The gender mark was exhibited only targeting the beneficiaries as prescribed in project documents but specific reach out and gender participation and clear indicator to measure results were instituted and regularly reported on in monitoring reports.

2.5.2 Human rights

While a number of the interventions under the access to justice and human rights protection were focused on the overall dispensation of justice to all citizens, some of the results have had a direct benefit for the most vulnerable members of the society especially the women and children. In Mainland, since the Legal Aid Act came into operation, it has provided an opportunity to "reach the unreached", thus implementing one of the Government's objectives. MOCLA even visited some prisons to ascertain the administration of justice in prisons; 5,000 people provided with legal aid services such as legal knowledge, assisted in drafting legal documents as well as being assisted with legal representation. In Zanzibar, legal aid had been strengthened and supported, and sexual and gender-based violence was an important key focus of many of the activities undertaken. The thematic focus on children directly impacted on one of the most vulnerable groups in any society. In addition, there was a gendered approach to the capacity building activities, ensuring that women lawyers and other women actors in the justice system received training and resources[78].

Under the preventing conflict and peace building project, commitment to promoting human rights of the displaced and refugees is at the core of the programming. The MTE identified key priority interventions focusing on the rights to safety of women, children and other vulnerable groups in transit, displaced camps at either side of the border[79].

[78] Terminal Evaluation Report: Support to Zanzibar Legal Reform Programme, May 2018
[79] Project document

Support to Zanzibar Legal reform programme has also undertaken a number of interventions aimed at promoting Human Rights. The establishment of children's courts was rather intended as ways of promoting children's rights to fair and just hearing which is a fundamental inalienable Human right[80].

2.5.3 Identified gaps

- With the successes of Gender Strategy and the HeforShe Strategy, both of which are outputs under LSP II have greatly contributed to the gender mainstreaming in that project. This shows that it is possible to mainstream gender throughout the programme results framework, focusing more on having gender sensitive indicators because these are the ones used to measure performance. Through this, it will be possible to move away from the old modality whereby gender mainstreaming was considered complete by having one output or activity in the programme. Output 5 which addresses women participation in electoral and decision-making processes is not adequate in mainstreaming gender throughout the Inclusive Democratic Pillar. What is needed is to make sure that gender cuts across all other project indicators and targets.
- While it is appreciated that partnerships between UNDP and UN Women in making sure that there is agency collaboration in enforcing gender mainstreaming in UN Programmes and project, the MTE team felt that the absence of a Gender Specialist in the UNDP office is a contributing factor to the absence of gender indicators throughout the CPD.

- Under the Human Rights promotion, gaps that continued to hamper protection is usually lack of effective enforcement and lack of or weak legal framework. For example the law for the age of consent for girls in Tanzania is not yet in place which continues to render ineffective enforcement of rights of the girl child.

[80] Ibid

3.0.Conclusions, lessons learned and recommendations

3.1 Conclusion

UNDP's support under the Inclusive and Democratic Governance pillar is relevant both in terms of its consistence with the national development priorities as well as its internal coherence. The programme is well aligned with the national aspirations as enshrined in both medium and long-term development frameworks. The programme interventions are built on sound implementation and management strategies that would potentially support their effectiveness. The programme relevance is thus ranked satisfactory on the basis of its internal (programme design and management) and external (alignment with national development framework) consistence.

Despite the late start, the programme interventions have so far laid a strong foundation in terms of the developed individual and institutional capacity that would support the achievement of the desired outcome. The programme has supported improvement in legislations through provision of technical expertise in the formulation and enactment of laws, policies and guidelines that are potentially able to promote inclusive and democratic governance. The level of programme effectiveness is ranked moderate as all interventions have not yet yield visible outcomes since data on outcome indicators is not yet vividly available. The outcome analysis presented in this report has been based on projections based on the linkages between the delivered outputs and desired outcomes.

The good linkage between both the planned and actual outputs that have been delivered so far on the one hand and the desired outcomes on the other create a solid ground for achieving programme efficiency. Besides, UNDP has established clear financial management systems built on a number of management policies and tools that ensure economic use of resources. Furthermore, the programme has established a clear monitoring and evaluation system able to track implementation progress and provide impetus for continuous lesson learning and programme improvement. This provides evidence for enhanced programme efficiency that is ranked satisfactory the observed funding gaps notwithstanding.

Programme investments particularly legislative reforms and institutional capacity strengthening are potential to create long term change. Although it is still too early to vividly analyse the impact, the programme interventions are in position to create long term and sustainable changes in the inclusive and democratic governance landscape of Tanzania. Thus, the sustainability and impact of the programme are considered satisfactory on the basis of the foundation that has been laid.

With UNDP maintaining a strategic, long-term focus there is an equal need for flexibility and enhanced capacity to respond to emerging issues and changing circumstances within the country and region. Whereas this seems contradictory, UNDP should find the nexus

between upstream (supply) and downstream (demand) work stream hence the MTE recommends the development of programs that offer a right mix between supply and demand side issues related to governance.

SDGs-There is no doubt that commendable progress has been achieved in building capacities for measuring the SDGs but also some of the interventions have been key drivers to realising the targeted SDGs. Notable ones include 1, 5,10,16, 17.

Innovative techniques-ICT, peer to peer learning and partnership and adaptive project intervention stand out as salient innovations driving projects' intervention steadily contributing to realising democratic governance results

Gender and human rights-There is remarkable progress realised so far in the promotion of gender equity and equality given the policies put in place and direct interventions to promote women's rights.

Human Rights promotion appear to be the connecting line in all the project interventions with a number of policy frameworks put in place as well as direct beneficiary targeted interventions

The above notwithstanding, and after the review of the performance of the projects by use of the progress reports as well as the information given through the interviews and FGDs, it was determined that to a large extent, the outcome is on the path of being achieved. The overall design and implementation of the programme interventions provide good lessons which also form the basis of the recommendations. The overall performance of the programme in the light of OECD/DAC evaluation criteria is summarised in the ranking table below.

	Rating					**Rationale**
	1	*2*	*3*	*4*	*5*	
Impact						The programme is addressing salient development challenges that have been rocking the establishment of Inclusive and Democratic Governance in Tanzania. Given the holistic approach taken by the UNDP programme, coupled with UNDP comparative advantage in democratic governance programming, the success of the programme is envisaged and so is its impact.
Sustainability						Much as the programme provided support indicate great sustainability potential, sustainability of democratic governance gains is highly dependent on political will of the ruling government.
Relevance/Design						Externally, interventions under the Inclusive Democratic governance pillar are consistent with the development framework of Tanzania, Zanzibar as well as UNDP. Furthermore, the interventions are in great support of regional and global development ambitions enshrined in

	Rating					Rationale
	1	*2*	*3*	*4*	*5*	
						regional (AU) and global commitments (SGDs) which Tanzania subscribes to. Internally, the project interventions as well as their implementation arrangements were well thought through and strategically positioned to support the achievement of the outcome indicators.
Effectiveness						Progress towards outcome indicators is visible although not yet supported to solid statistical evidence. Much of the achievement has been at process and output level but MTE noted the potentiality of the achievements hitherto to support the achievement of the outcome.
Efficiency						The interventions are sufficiently able to deliver the desired outcome within the constraints of resources and time. A robust financial management system is in place to ensure economical use of resources. Expenditure well rhymes with the budget and outputs signifying value for money. However, the current funding gap standing at 80% at midline causes worries over the full budget is to be realised in the remaining time.

Table 3.1: OECD/DAC ranking table. Rating: 1 Highly satisfactory, 2 Satisfactory, 3 Unsatisfactory, 4 Highly Unsatisfactory, 5 Not applicable

3.2 Lessons learned

- Delays to implementation of interventions weaken the achievement of outcome results overall. It was noted that all project faced delays in project initiation.
- Building on existing government structures is critical for securing government buy-in and trust of the project, further enhancing sustainability of the interventions.
- The UN's comparative advantages as a trusted partner of the government of Tanzania, representing neutrality and the ability to convene key stakeholders, enhances the potential for resource mobilization with development partners.
- There is a need to involve all stakeholders especially, the implementing partners, during project formulation so that they thoroughly understand the parameters of the projects and the linkages to the main CPD as well the modalities to be used for implementation. All implementing partners, except the National Assembly, expressed that they do not fully comprehend the rationale as to why some projects use NIM and some use DIM. All of them would prefer to use NIM which might be counterproductive for UNDP.
- Capacity building through training has resulted in a better functioning Parliament. Members of Parliament are now more knowledgeable of their roles and constitutional responsibilities, there is a change on the way they present themselves, the way they address issues and the quality of papers from committees. The gained knowledge will not only be used by members in Parliament, but it can also be used even outside Parliament work. For example due to motivated beneficiaries, the project

played less of an “out front” role and one more focused on facilitation and the provision of timely advice and information that would be picked up by the NA.

- There is indication of a good practice aiming at strengthening synergies among UN agencies and joint processes. This example can be seen in the Cross Border Project where a joint planning meeting was held among the three agencies involved in the Tanzania-Burundi cross-border project at the launch of this initiative. This is an illustration of the benefits of a coordinated approach to cross-cutting issues at both national and across the Great Lakes Region. This good example needs to be encouraged for all projects that are likely to be implemented by more than one agency. The interagency collaboration was successful as there was emphasis on forming synergies based on strength and niche area for each agency.
- The UNDP support has enabled all institutions responsible for justice to work together to address some of the endemic problems that had been facing the sector, such as congestion at the prisons. This has led to all actors to work together to prepare a policy on how the vulnerable can access justice with minimum delays. These are tremendous changes on to how institutions can collaborate and work together to attain the desired rule of law for its people especially the most vulnerable.
- Due to motivated beneficiaries, the project played less of an “out front” role and one more focused on facilitation and the provision of timely advice and information that would be picked up by the NA.

3.3 Recommendations

Presentation of the recommendations has been themed under the key aspects of the evaluation. These are: Relevance, Effectiveness, Efficiency and Sustainability as seen hereunder;

3.3.1 Relevance

Recommendations for the implementation of the current CPD:

- In order to ensure that results are achieved on improving the capacities of electoral bodies within the CPD period, it is highly recommended that an electoral project is developed, including a specific focus on women’s participation and leadership (CPD Output 1 and 5). The earlier this is done the better so that there is enough time to build women leaders’ capacity and confidence.
- Discrepancy between CPD outputs and indicators on one hand and project output and indicators on the other hand have been identified and it is recommended that emphasis is put on streamlining these to ensure the achievement of the CPD results reporting. The projects with such discrepancies include LSP II, Development Effectiveness, Enhancing Capacity for Development Results, Preventing and responding to violence extremism in Tanzania, preventing conflict and building

peace and strengthening access to Justice and Human rights protection inTanzania

- It is recommended to add another output to the current CPD, in order to capture the results related to preventing violent extremism in Tanzania and peace building.

Recommendations for the formulation and implementation of the next CPD:

- Prior to the new CPD formulation, UNDP should conduct a baseline assessment which would holistically address the development problem in the context of inclusive democratic governance taking into consideration the strategic objectives and comparative strengths of UNDP for offering technical support.
- It is recommended that emphasis is placed on ensuring synergies between CPD outputs and indicators vis a vis project outputs and indicators.

3.3.2 Effectiveness

Recommendations for the implementation of the current CPD:

- Is it recommended that UNDP and implementing partners review programming modalities to ensure that structures and supporting mechanisms are in place to support the implementation of the planned activities to realize the planned outcome. UNDP should undertake inductions of key staff of partners on modalities of financial procedures and modalities of planning so that they are well conversant with procedures and processes of UNDP funding and procurement to avoid what government bureaucrats have been perceiving as loss of trust in them to handle finances and procurements for projects' activities. Failure for implementing partners to follow UNDP processes and procedures has been responsible for overall delays in approving workplans and disbursement of funds, which leads to draw back in implementation, causing constraining factors for effective delivery of outputs of the intended outcome[81]
- UNDP should increase the engagement of implementing partners and appreciate their concerns especially on matters of bureaucratic red-tape in approval of work plans and release of funds for project activities.
- There is need for deepening legal aid services into rural communities by rolling out the paralegal training and services beyond the piloted regions to cover the whole country.
- Emphasis on outcome level reporting due to lack of statistical evidence because some of the CPD interventions were mainly upstream. For instance support to courts by LSP projects in Zanzibar aimed at strengthening the judicial system but there was no statistical evidence as to how many women and children had benefited to link intervention to the anticipated outcome.

[81]Key Informant Interviews – Ministries of Finance and MoCLA

- There should be continued and more targeted continuous capacity building of the Statistics Offices of Tanzania Mainland and Zanzibar to be one stop centre in managing and disseminating the Tanzania Socio-Economic Database (TSED). This data bank should be support by the government, development partners and private sector so that they can deliver timely quality data to inform programming as and when it is needed by the MDA and other stakeholder, it be in the public or private sector.

- Of special interest is generating adequate and quality data on the progress of the SDGs targets to inform UNDP and government on the mobilising appropriate planning and funding to accelerate achievement of SDGs targets.

- At the level of Ministry of Finance, officers still need to be trained to cascade the Aid Management Platform (AMP) system down to the LGAs. Quality data collection and periodic dissemination and sharing are very key to tracking the governance outcome indicator. Therefore both Government of Tanzania and UNDP should leverage resources towards supporting continued capacity building initiatives of the statistics offices in both mainland and Zanzibar.

- Support for the implementation of the Gender strategy and the He-for-She strategy would fast track the application of gender principles not only in Parliament but also in other institutional set-ups. This is because the Parliament as a legislative body has to work hand in hand with relevant institutions for critical input pertaining to engineering relevant policy and legislation as well as compliance and enforcement aimed at streamlining and promoting gender equality.

3.3.3 Efficiency

Recommendations for the implementation of the current CPD:

- UNDP should work to ensure that donors who commit to contribute to funding some activities make available the resources well in advance in a single pool like basket fund well other than sub venting their funding in a scattered one-off contribution. This is to avoid the delays of implementing activities which in the long run jeopardises the achievement of programme results. (**follow-up later**)
- As matter of importance and urgency, UNDP should ensure that IP staff are well conversant and do appreciate the FACE process. It is lack of the knowledge and failure to appreciate the FACE process that raised a lot of complaints on the frequent back and forth engagements which often delayed the release of funds resulting into the delays in execution of some activities.
- Mechanisms to effect timely release of funds to IPs should be reviewed and enhanced through revisiting the bureaucratic red-tape required of IPs staff to access the funding. This can be done by having regular face to face engagements

by UNDP with IPs to learn and support in areas where they may have challenges with the FACE process and other requirements.

3.3.4 Sustainability

Recommendations for the implementation of the current CPD:

- UNDP should work closely with government of Tanzania and other development partners in areas of good governance to ensure strategies are put in place. Future programming interventions should aimed at supporting results areas of good governance outcome through continued capacity building and financial resource support targeting MDAs in conjunction. Furthermore, UNDP can undertake deliberate efforts to engage other development partners whose on-going or future interventions to form synergies critical for transiting from existing CPD programming to sustain the results so far achieved. Such kind of approach provides a good exist strategy for the programme and sets a fertile ground to sustain the already realised results of the governance pillar

- UNDP should come up with plans that will ensure the capacity building interventions. This should entail well-crafted plans supported by UNDP but initiated by Parliament, Ministry of Justice for refresher courses, continued professional development as well as working with political parties to ensure their parliamentary candidate hopes in areas of better legislation. This approach would cater for up scaling and also staff attrition due to death, retirement or change of jobs. Ultimately, that would enhance governance outcomes on scale and in the long term.

3.3.5 General Recommendations

Recommendations for the implementation of the current CPD:

- Gender should be mainstreamed in all outputs of projects/programme interventions to make sure that all implementing agencies have the responsibility of reporting on the extent to which gender considerations have been captured or considered.
- There is a great need to strength the M&E function which should go hand in hand with refining of the M&E data collection tools and reporting system to ensure that all of these strategic interventions do reflect the UNDP RBM principles as well as consistent with CPD objectives and indicators. Particularly, a gender expert should be brought on board to support data disaggregation in respect to gender issues.
- There is also a need to establish clear Data Quality Assessment system/tool that would help and determine the frequency and approaches on DQA activities. The tool should be tailored in such way that is user-friendly by personnel at source of data collection, enable the extraction of required data from the data base as well as manipulation at data analysis level.

There is urgent need to develop a resource mobilization strategy to close the apparent funding gap of the CPD. This can be done using a two pronged but complementary approaches. The first could be by engaging government of Tanzania to have budgetary allocations frameworks to ensure funding gaps left by donors are bridged. Secondary, UNDP can rally other Development partners and come up a modality like basket funding to ensure that current funding gaps are bridged in the future.

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4. Annexes

Annex 1: Data collection tools

a) Key Informant Interview Guide

1	District	
2	Respondent Category	
3	Institution/Organization	
4	Position in the Organization	
5	Date of the Interview	

Introduction

Hello,

My name is ……Your Institution/Organisation was selected on the basis of being a key partner and stakeholder in the project. You are requested to freely provide information that will enable the achievement of the evaluation objectives and your views and opinions shall be treated with utmost confidentiality. To ensure this, the names of the respondents shall not feature anywhere in the report.

The interview takes about 30- 35 minutes and you are free to stop the interview at any point should you deem yourself unable to continue with it.

A-Design and Relevance

1. How effective was the design of the project?
2. How does the project address the development challenges of United Republic of Tanzania?

B-Implementation/ efficiency

1. How was the project implemented?
2. Who were the key actors in the project implementation?
3. What were the key successes and challenges registered by the project?

4. What would you consider as the best and worst practices during project implementation?

C-Efficiency:

1. How adequate were the projects allocated funds for the implementation of the required activities?
2. To what extent did the partners honour their obligations to resource contribution for the project?
3. To what extent were resource management procedures observed including value for money requirements?
4. How suitable were the technologies deployed to improve efficiency during project implementation?

D. Effectiveness:

1. What have been the major project achievements so far?
2. What has been the contribution of UNDP and international partners and Government of United Republic of Tanzania towards realization of project outcome?
3. What factors beyond the control of the implementing partners that have influenced the outcome of the project?
4. Suggest ways on how the project can be effective in the future

E-Sustainability

1. What are the indications that the project achievements will be sustained?
2. Suggest practical ways in which project outcomes can be carried in the future

F-Cross cutting issues

1. How were gender equality targets promoted in the design and implementation of the project?
2. How was Human rights inclusion and empowerment targets promoted in the design and implementation of the project?

F-Lessons learnt and best practices

1. What have been the best and worst practices in addressing issues related to design and relevance, performance and success of the project?

G-Recommendations

1. What corrective actions do you recommend for the design, and remaining implementation of projects in the future?
2. What are the appropriate actions to follow up or reinforce the benefits of the project?
3. What are your proposals for future directions underlining remaining part of the programming of the project?

b) FGD GUIDE

A-Design and Relevance

How has this project addressed your needs and concerns?

B-Implementation/ efficiency

How was the project(s) targeting you implemented? What do you consider as successes and challenges faced during project implementation?

D-Effectiveness:

As women and marginalized groups, how have you benefitted from the project(s)? Suggest ways on how such kind of projects can benefit many more people of your category in the future.

E-Sustainability

What are the indications that your will sustain the benefits from the project(s)?
Suggest practical ways in which project benefit(s) can be shared with others in the future.

F-Cross cutting issue

To what extent were you (women and marginalized groups) involved during the design and implementation of the project?

F-Lessons learnt and best practices

What best and worst experiences can you share on your involvement and participation in the projects targeted at you as beneficiaries?

G-Recommendations

What corrective actions do you recommend for better design, implementation of similar projects in the future?
What are the appropriate actions to follow up or reinforce the benefits of the project?
What are your proposals for future directions underlining remaining part of the programming of the project

Annex 2: MTE Matrix

Evaluation Criteria	Key Questions (and sub-questions)	Data Source(s)/Means of verification	Data Collection method(s) /Tool(s)	Method(s) for data analysis	Output of the Analysis
a) *Relevance*	*To what extent are the Outcome activities suited to the priorities and policies of the country at the time of formulation?* To what extent is UNDP's engagement in Inclusive Democratic Governance support a reflection of strategic considerations, including UNDP's role in the development context in country and its comparative advantage vis-a-vis other partners? Are the intended outputs and outcome aligned with the key development strategies of the country? Are they consistent with human development needs of the country and the intended beneficiaries? Do the outputs and outcome address the specific development challenges of the country and the intended beneficiaries? Were there any unintended consequences (positive or negative) that have implications to the development goals of the country? Are the results and/or progress towards results aligned and contributing to the	Country Programme Documents 2016-2021, the UNDAP II, Programme Document, concept notes, Government's National Five-Year Development Plan II 2016/17-2020/21, Vision 2025, MKUZA III, and Vision 2020 for Zanzibar and other national reports, Tanzania Vision 2022 Key informants (stakeholder perception/ opinion for any possible negative effects (conflict sensitive?) Desk review of related	Desk review, Key Informant interviews, Focus group discussions, -National statistical data sets such as household and living standards survey etc.; and other related research reports/initiatives -Key informant interviews -Mapping of results chains to assess degree of articulation and alignment of -Programme/ policy mapping to identify similar or	-Data triangulation across different data sources: type of data (quantitative/ qualitative; i.e. statistical data from various reports or surveys etc. vs. oral data from stakeholder interviews -Critique of ToC underlying design of results chain (still relevant? holding up	Alignment to inclusive democratic governance pillar Key lessons learnt

Evaluation Criteria	Key Questions (and sub-questions)	Data Source(s)/Means of verification	Data Collection method(s) /Tool(s)	Method(s) for data analysis	Output of the Analysis
	respective global goals as outlined in the Agenda 2030 and its targets? If not, what should be done to ensure this is achieved? To what extent has UNDP selected method of delivery been appropriate to the development context? Has UNDP been influential in country policy debates and dialogues on Inclusive Democratic Governance and has it influenced country policies on governance reforms and human rights protection?	key literature (key strategic documents; Project Documents etc.)	related programmes (contribution/attribution of results; gap analysis; synergies)	against RBM logic etc.?)	
b) *Efficiency*	*To what extent did the inputs yield anticipated outputs?* Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country? Has UNDP's Inclusive Democratic Governance strategy and execution been efficient and	Country Programme Documents 2016-2021, the UNDAP II, Programme Document, concept notes, Government's National Five-Year Development Plan II 2016/17-2020/21, Vision 2025, MKUZA III, and Vision 2020 for Zanzibar and	-Financial expenditure analysis; also, and especially, in relation to the actual implementation progress against planned results (measured by respective performance	-Thematic, content and Financial flow analysis -Calculating quantitative efficiency metrics (input vs. output and	Effect of management arrangements on the overall success of the programmatic pillar Anecdotal evidence of how strategy and

Evaluation Criteria	Key Questions (and sub-questions)	Data Source(s)/Means of verification	Data Collection method(s) /Tool(s)	Method(s) for data analysis	Output of the Analysis
	cost effective? Has there been an economical use of financial and human resources? Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively for proper accountability of results? Were alternative approaches considered in designing the Project? Are adequate resources mobilised to achieve the desired result? What strategies were put in place to close the resource gap? To what extent have these strategies been implemented?	other national reports, CPAD, Tanzania Vision 2025, interviews, Monthly and Annual Performance Reports, Audit report and activity reports. progress reports (monthly, quarterly, annually) Project Document -corporate integrated admin-finance data management systems (ATLAS etc.)	indicators) = Analysis of financial data (expenditure/absorption rate etc.): budget allocations, expenditure/by agency/by category of expenditure/by	relative cost) -Comparative inquisitive analysis guided by cost effectiveness concerns (cf. related key questions)	execution of the project were efficient and cost effective. Value for money analysis Strategies employed to close emerging resource gaps Evidence of the alternative approaches considered in design of the project. Resource mobilization approaches to meet desired result Best practices and

Evaluation Criteria	Key Questions (and sub-questions)	Data Source(s)/Means of verification	Data Collection method(s) /Tool(s)	Method(s) for data analysis	Output of the Analysis
					key lessons learnt
c) *Effectiveness*	*To what extent do the Outcome activities undertaken lead to attained intended objectives* Have the outputs been achieved and did they contribute to the stated outcome at an acceptable cost, compared with alternative approaches with the same objectives? If so, which types of interventions have proved to be more cost-efficient? If not fully achieved, was there any progress? If so, what level of progress towards outcomes has been made as measured by the outcome indicators presented in the results framework? What evidence is there that UNDP support has contributed towards an improvement in country's capacity, including institutional strengthening? Has UNDP worked effectively with other international partners to deliver Inclusive Democratic Governance initiatives and	Country Programme Documents 2016-2021, the UNDAP II Programme Document, concept notes, Government's National Five-Year Development Plan II 2016/17-2020/21, Vision 2025, MKUZA III, and Vision 2020 for Zanzibar and other national reports, Tanzania Vision 2022, interviews, Program Document, Monthly and Annual Performance Reports, Audit report and activity reports -Desk review of implementation and	Desk review, Key Informant interviews, Focus group discussions -Quantitative analysis of Pillar performance indicators - -Semi-structured interview guidelines and questions -Tools for tracking and assessing performance of cross-cutting issues -Ranking tool	Thematic, Content and Financial flow analysis Trend curves mapping data -Triangulation of data across respective types, categories and data sources	Evidence of cost effective way in which outputs contributed to outcome. Interventions that have proved more cost effective. Progress so far made in realizing the outcome as anticipated in the results framework Contribution of UNDP to capacity development of governance institutions

Evaluation Criteria	Key Questions (and sub-questions)	Data Source(s)/Means of verification	Data Collection method(s) /Tool(s)	Method(s) for data analysis	Output of the Analysis
	services? How effective was the partnerships aspect of programming implemented to ensure achievement of this outcome? To what extent has the project supported domestication of key regional frameworks, experiences and international best practices through national development plans and strategies? Has UNDP utilized innovative techniques and best practices in its Inclusive Democratic Governance programming? Is UNDP perceived by stakeholders as a strong advocate for improving Inclusive Democratic Governance effectiveness and integrity in the country? Taking into account the technical capacity and institutional arrangements of the UNDP CO, is UNDP well suited to providing Inclusive Democratic Governance support to the country?	review reports			Evidence of UNDP partnership with international partners to deliver on the outcome Evidence of domestication of the key regional frameworks, Lessons learnt and best practices Stakeholders Perceptions of UNDP country office as a strong advocate for improvingdemocratic governanceeffectiveness andintegrityinTanz

Evaluation Criteria	Key Questions (and sub-questions)	Data Source(s)/Means of verification	Data Collection method(s) /Tool(s)	Method(s) for data analysis	Output of the Analysis
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d) *Sustainability*	*What is the evidence to show that the benefits of the Programme related activities are likely to continue after the Programme fund has been exhausted?* What is the likelihood that UNDP interventions are sustainable? What mechanisms have been set in place by UNDP to support the government/ institutional partners to sustain improvements made through these Inclusive Democratic Governance interventions? How UNDP has contributed to the capacity building of partners as a guarantee for sustainability beyond UNDP interventions? What markers or evidence is there to show that the results achieved so far will be sustained beyond the programme period? Are there national plans/ reforms to promote inclusive democratic governance in place or	Country Programme Documents 2016-2021, the UNDAP II Programme Document, concept notes, Government's National Five-Year Development Plan II 2016/17-2020/21, Vision 2025, MKUZA III, and Vision 2020 for Zanzibar and other national reports and interviews -Key Informants - Strategic documents	Desk review, Key Informant interviews, Focus group discussions -Analysis of risk log and phase-out plan/exit strategy - Gender and social inclusion analysis -- Document Review -Key informants at IP level and among stakeholder institutions INGOs etc.	Thematic, content and Financial flow analysis -Triangulation of qualitative data from various sources (based on desk review and discussions)	Trace elements of how benefits of the programme will be sustained. Mechanisms set in palace by UNDP to support government of Tanzania/institutional partners to sustain improvements so far made Capacity built by UNDP to guarantee sustainability beyond the interventions.

Evaluation Criteria	Key Questions (and sub-questions)	Data Source(s)/Means of verification	Data Collection method(s) /Tool(s)	Method(s) for data analysis	Output of the Analysis
	likely to be developed, approved and implemented in the next few years? And beyond the programme period? What changes should be made in the current set of governance partnerships in order to promote long term sustainability? Has follow up support after the end of the Outcome activities been discussed and formalized? Is there a clear exit strategy?				Evidence of the extent to which results achieved will be sustained beyond the project period Future programming that will guarantee sustainability
Human rights	*To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefitted from UNDP work in support of Inclusive Democratic Governance?*	Country Programme Documents 2016-2021, the UNDAP II, Programme Document, concept notes, Government's National Five-Year Development Plan II 2016/17-2020/21, Vision 2025, MKUZA III, and Vision 2020 for Zanzibar and other national reports	Desk review, Key Informant interviews, Focus group discussions	Thematic, Content and Financial flow analysis	Evidence of inclusion of poor, indigenous and physically challenged, women, disadvantaged groups in UNDP programming. Lessons learnt and best practices

Evaluation Criteria	Key Questions (and sub-questions)	Data Source(s)/Means of verification	Data Collection method(s) /Tool(s)	Method(s) for data analysis	Output of the Analysis
		and interviews.			
Gender mainstreaming	*To what extent has gender been addressed in the design, implementation and monitoring of inclusive democratic governance projects?* Is gender marker data assigned to projects representative reality (focus should be placed on gender marker 2 and 3 projects)? To what extend has UNDP's outcome on inclusive democratic governance promoted positive changes in gender equality? Were there any unintended effects?	Country Programme Documents 2016-2021, the UNDAP II, Programme Document, concept notes, Government's National Five-Year Development Plan II 2016/17-2020/21, Vision 2025, MKUZA III, and Vision 2020 for Zanzibar and other national reports and Monthly and Annual Performance Reports, Audit report and activity reports, interviews	Focus group discussions -Gender analysis matrices -Desk review, Key Informant interviews	Gender and social inclusion analysis Thematic, content and Financial flow analysis	Evidence of inclusion of men and women in project design, implementation and monitoring of governance projects. Lessons learnt Best practices

Annex 3: List of evaluation participants

Names	Position	Institution	Email
Godfrey Mulisa	Governance Practice Specialist	UNDP Tanzania	Godfrey.mulisa@undp.org
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Hon. Dr Tulia Ackson	Deputy Speaker	National Assembly/Parliament	
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Francis Nzuki	Director of Human Rights	CHRAGG	Francis.nzuki@chragg.go.tz
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Hamisi	UNDP funded Project		

Annex 4: Terms of Reference

Terms of Reference

Outcome Mid-Term Evaluation of the Inclusive Democratic Governance Pillar

Background

These terms of reference are focusing on an outcome evaluation of UNDP's support to the country's Inclusive Democratic Governance outcome: *Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance.* The programmatic pillar is derived from the UNDP Country Programme Document (CPD) for Tanzania for 2016-2021 which is aligned with the UN Development Assistance Plan for Tanzania II (UNDAP II) 2016-2021 and the Government's National Five-Year Development Plan II 2016/17-2020/21.

Within the Inclusive Democratic Governance pillar, UNDP works with the Government of Tanzania to contribute to effective, transparent, accountable and inclusive governance. The Pillar works with the Government of Tanzania to strengthen institutional capacity and promote sustainable development in line with the Sustainable Development Agenda. Working with development partners, private sector and civil society, projects are designed to support the Government in its efforts to meet democratic governance challenges by specifically supporting the National Assembly to more effectively and responsively perform core functions of representation, law making and oversight of executive functions; developing responses to address the structural causative factors and their implications in the rise of violent extremism; improving access to justice and human rights protection; supporting anti-corruption initiatives in private and public institutions; and improving the capacity of implementing and financing the national, regional and global development agendas.

The pillar is divided into five outputs namely:

i. Parliaments and electoral bodies are enabled to perform core functions for improved transparency, accountability and citizen participation

ii. Citizens have improved access to and are better served by the justice system and human rights reporting

iii. Key public institutions are enabled to address corruption and implement their procurement needs in a transparent manner

iv. Government has effective mechanisms in place to monitor and report on use of ODA and other sources of global development financing

v. Women have enhanced capacities to participate in electoral and decision-making processes at all levels.

The outputs are further articulated through projects, whose full list is provided in Annex 1 which shows the projects under each output. Due to the nature of the interventions, the geographic scope of some

projects is wide in various parts of the country. Key partners in the implementation include line ministries at national level, local government authorities in respective locales and civil society organizations. Other partners include UN sister agencies and development partners who directly or indirectly contribute to the achievement of the outcome. Their work or resources has complemented and/or supported UNDP's work in this area. These are mentioned individually in the respective projects that are under the pillar.

This evaluation fits within the context of measuring and tracking the progress made by UNDP towards achieving its desired contribution to the outcome. It forms part of the CPD Evaluation plan and will feed into the UNDAP II evaluation at mid-term stage next year. Project evaluations (mid-term or final) have been conducted for some projects, whose findings will complement and add inputs to this outcome evaluation to provide a complete picture of how UNDP is contributing to this outcome.

Evaluation Purpose

UNDP's corporate policy is to evaluate its development cooperation with the host government on a regular basis to assess progress on how UNDP-funded interventions contribute to the achievement of agreed outcomes, i.e. changes in the development situation and ultimately transforming people's lives. Evaluating a country programme therefore involves ascertaining whether and how UNDP has assisted in improving human development conditions, including for individuals, institutions and systems. Evaluation also helps to clarify underlying factors affecting development, to identify unintended consequences (positive and negative), to generate lessons learned and to recommend actions to improve performance of current and future programme.

The outcome evaluation at mid-term stage aims to capture evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programming, which can be used to strengthen existing programmes and to set the stage for new initiatives. The evaluation serves an important accountability function, providing stakeholders and partners with an impartial assessment of the results of the UNDP programme of support, in this case, within the pillar of Inclusive Democratic Governance. The outcome statement that this pillar contributes to states the intention to achieve *Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance.* This is the overarching outcome which UNDP, in partnership with national government and other development partners, is contributing to.

Evaluation Scope and Objectives

The outcome evaluation will be conducted during the months of September and October 2018, with a view to enhancing programme implementation while providing strategic direction and inputs to the formulation of remaining projects within the outcome. Specifically, the outcome evaluation will assess:

1. The relevance and strategic positioning of UNDP support to the Country on Inclusive Democratic Governance.
2. The frameworks and strategies that UNDP has devised for its support on Inclusive Democratic Governance, including partnership strategies, and whether they are well conceived for achieving planned objectives.
3. The progress made towards achieving Inclusive Democratic Governance through specific projects and advisory services and including contributing factors and constraints.

4. The progress to date under this outcome and what can be derived in terms of lessons learned for future UNDP Inclusive Democratic Governance support to the Country.

The evaluation will consider the pertinent outputs focused towards Inclusive Democratic Governance, as stated in the CPD. The specific outputs under the Outcome to be assessed include:

1. Parliaments and electoral bodies are enabled to perform core functions for improved transparency, accountability and citizen participation.
2. Citizens have improved access to and are better served by the justice system and human rights reporting.
3. Key public institutions are enabled to address corruption and implement their procurement needs in a transparent manner.
4. Government has effective mechanisms in place to monitor and report on use of ODA and other sources of global development financing.
5. Women have enhanced capacities to participate in electoral and decision-making processes at all levels.

The evaluation will analyse the contributions made by the CPD towards the Inclusive Democratic Governance Pillar during the current programme period and UNDP's strategic position within the country. It will also identify factors affecting the development situation and the results observed, generate lessons learned and recommend actions to improve performance in the remaining duration of the CPD. The outcome evaluation should assess how UNDP's programme results contributed, together with the assistance of partners, to a change in development conditions within that sector. It can also contribute to a fine-tuning of the current UNDP programme, providing the most optimal pillar balance and project formulation structure that will guide implementation of the remaining period of the CPD 2016-2021.

A set of appropriate and forward-looking recommendations will be drawn at the end of the evaluation. It is expected that evaluation results will be used in the formulation of the next country programme document.

Evaluation Criteria and Questions

The Outcome evaluation seeks to answer the key questions according to the criteria against which the subject to be evaluated. The questions should cover the following key areas of evaluation criteria:

a) *Relevance:* *the extent to which the Outcome activities are suited to the priorities and policies of the country at the time of formulation:*

- To what extent is UNDP's engagement in Inclusive Democratic Governance support a reflection of strategic considerations, including UNDP's role in the development context in country and its comparative advantage vis-a-vis other partners?
- Are the intended outputs and outcome aligned with the key development strategies of the country? Are they consistent with human development needs of the country and the intended beneficiaries? Do the outputs and outcome address the specific development challenges of the

country and the intended beneficiaries? Were there any unintended consequences (positive or negative) that have implications to the development goals of the country?

- Are the results and/or progress towards results aligned and contributing to the respective global goals as outlined in the Agenda 2030 and its targets? If not, what should be done to ensure this is achieved?
- To what extent has UNDP selected method of delivery been appropriate to the development context?
- Has UNDP been influential in country policy debates and dialogues on Inclusive Democratic Governance and has it influenced country policies on governance reforms and human rights protection?

b) Efficiency: measurement of the outputs in relation to the inputs.

- Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country?
- Has UNDP's Inclusive Democratic Governance strategy and execution been efficient and cost effective?
- Has there been an economical use of financial and human resources?
- Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively for proper accountability of results?
- Were alternative approaches considered in designing the Project?
- Are adequate resources mobilised to achieve the desired result? What strategies were put in place to close the resource gap? To what extent have these strategies been implemented?

c) Effectiveness: the extent to which the Outcome activities attain its objectives.

- Have the outputs been achieved and did they contribute to the stated outcome at an acceptable cost, compared with alternative approaches with the same objectives? If so, which types of interventions have proved to be more cost-efficient?
- If not fully achieved, was there any progress? If so, what level of progress towards outcomes has been made as measured by the outcome indicators presented in the results framework?
- What evidence is there that UNDP support has contributed towards an improvement in country's capacity, including institutional strengthening?
- Has UNDP worked effectively with other international partners to deliver Inclusive Democratic Governance initiatives and services?
- How effective was the partnerships aspect of programming implemented to ensure achievement of this outcome?
- To what extent has the project supported domestication of key regional frameworks, experiences and international best practices through national development plans and strategies?
- Has UNDP utilized innovative techniques and best practices in its Inclusive Democratic Governance programming?
- Is UNDP perceived by stakeholders as a strong advocate for improving Inclusive Democratic Governance effectiveness and integrity in the country?

- Taking into account the technical capacity and institutional arrangements of the UNDP CO, is UNDP well suited to providing Inclusive Democratic Governance support to the country?

d) Sustainability: the benefits of the Programme related activities that are likely to continue after the Programme fund has been exhausted

- What is the likelihood that UNDP interventions are sustainable?
- What mechanisms have been set in place by UNDP to support the government/ institutional partners to sustain improvements made through these Inclusive Democratic Governance interventions?
- How UNDP has contributed to the capacity building of partners as a guarantee for sustainability beyond UNDP interventions?
- What markers or evidence is there to show that the results achieved so far will be sustained beyond the programme period?
- Are there national plans/ reforms to promote inclusive democratic governance in place or likely to be developed, approved and implemented in the next few years? And beyond the programme period?
- What changes should be made in the current set of governance partnerships in order to promote long term sustainability?
- Has follow up support after the end of the Outcome activities been discussed and formalized? Is there a clear exit strategy?

The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

Human rights

- To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefitted from UNDP work in support of Inclusive Democratic Governance?

Gender mainstreaming

- To what extent has gender been addressed in the design, implementation and monitoring of inclusive democratic governance projects?

- Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?

- To what extent has UNDP's outcome on inclusive democratic governance promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked against data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2016 - 2017.

Based on the above analysis, the consultants should provide recommendations on how UNDP in Tanzania should adjust its programming, partnership arrangements, resource mobilization strategies, working methods and/or management structures to ensure that the outcome change is achieved by the end of the current UNDAP II and UNDP CPD period. The evaluation is additionally expected to offer lessons for UNDP support in country and elsewhere based on this analysis.

Methodology

The outcome evaluation will be carried out by a team of external evaluators (see section 7 for the *Evaluation Team Composition and Required Competencies*) and will engage a wide range of stakeholders and beneficiaries, including national and local government officials, donors, civil society organizations, academicians and subject experts, private sector representatives and community members.

The outcome evaluation is expected to take a "theory of change'' (TOC) approach to determine causal links between the development challenges, the interventions that UNDP has supported and observe progress in inclusive democratic governance at national and local levels in Tanzania. The evaluators will develop a logic l framework model of how UNDP interventions are expected to lead to national governance which is more effective, transparent, accountable and inclusive. In the case of the four related outputs, a theory of change was not explicitly defined when the outputs were established. However, the outcome level TOC is defined in the CPD and it forms part of the results chain of the programme, with interlinkage with the other two outcomes of the CPD. The evaluators are expected to analyse the TOC described in the projects, and see whether they are aligned and correspond to the programme's TOC, and where there are deviations, note them especially if these may affect the attainment of the outcome changes planned in the CPD.

Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator baseline, milestones and target achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups, surveys and site visits.

The following steps in data collection are anticipated:

5.1 Desk Review

A desk review should be carried out of the key strategies and documents underpinning the governance pillar of UNDP in Tanzania. This includes reviewing but not limited to the Country Programme Documents 2016-2021, the UNDAP II as well as concept notes and project document developed to address the outcome. The team shall also review a wide array of monitoring and evaluation documents produce within the CPD period, to be provided by the UNDP country office. This includes but not limited to individual project evaluations that have taken place during the period under evaluation. The review should include Governance Pillar projects with and without strategic linkage to the CPD (relevant projects are indicated in Annex 1).

The evaluators are expected to review relevant strategies and reports developed by the Government of Tanzania that are relevant to UNDP's governance support. This includes the Government's National Five-Year Development Plan II 2016/17-2020/21, Vision 2025, MKUZA III, Vision 2020 for Zanzibar and other national reports, to be made available by the UNDP country office.

5.2 Stakeholder interviews

The evaluation team will conduct face-to-face and/or telephone interviews with relevant stakeholders, including: i) UNDP staff (managers and programme/project officers) and ii) policy makers, beneficiary groups and donors in the country. Focus groups may be organized as appropriate.

5.3 Field Data Collection

The evaluation team will visit select project sites to observe first-hand progress and achievements made to date and to collect best practices/ lessons learned. The evaluators will build on the documented evidence through an agreed set of field and interview methodologies, including:

- Interviews with key partners and stakeholders
- Survey questionnaires where appropriate
- Participatory observation, focus groups, and rapid appraisal techniques

Deliverables

The evaluation team will prepare reports which triangulate findings to address the questions of the final evaluation, highlight key significant changes in regard to the key thematic policy documents, draw out lessons learned, present findings and recommendations, reflecting comments and feedback received from selected staff. The structure of the reports should be used to guide the reader to the main areas (see Annex 4). The language of the reports should be simple, free from jargon and with specialist terms explained.

Here are the principal evaluation products the evaluation Team Leader is accountable for:

1. **Evaluation inception report** (prepared after **Briefing** the evaluation consultants before going into the full-fledged data collection exercise) – to clarify the evaluation consultants understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection procedures (to be presented in an Evaluation matrix in Annex 3) and the TOC. The inception report should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed. Protocols for different stakeholders should be developed. The inception report should be discussed and agreed with the Senior Management before the evaluators proceed with site visits

2. **Draft evaluation report** – to be reviewed by UNDP and other respective stakeholders and presented in a validation workshop (if applicable), that the team will organise. Feedback received from these sessions should be considered when preparing the final report. The evaluators will produce an 'audit trail' indicating whether and how each comment received was addressed in revisions to the final report.
3. **Final Evaluation report -** the evaluation Team leader will prepare a final Evaluation report (see Annex 4 for structure and content). Evaluation summary is required.

The evaluation team should refer to the UNDP Evaluation Guide for the evaluation report template and quality standards.

Evaluation Ethics

The evaluation must be carried out in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' and they must sign the Ethical Code of Conduct for UNDP Evaluations. Evaluators must be free and clear of perceived conflicts of interest. To this end, interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the outcomes and programmes under review. The code of conduct and an agreement form to be signed by each consultant are included in Annex 5.

Implementation Arrangements

The UNDP Country Office will select the evaluation team through an open process and will be responsible for the management of the evaluators. The Coordinator of Programme will designate a focal point for the evaluation that will work with the Governance Pillar Lead to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The Country Office (CO) Management will take responsibility for the approval of the final evaluation report.

The Governance Pillar Lead will arrange introductory meetings within the CO and the Country Director or her designate will establish initial contacts with partners and project teams that the evaluators will express intent to meet. The consultants will take responsibility for setting up meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. The CO management will develop a management response to the evaluation within two weeks of report finalization.

The Governance Pillar Lead will convene an Advisory Panel comprising of technical experts from within the CO or it might involve other stakeholders, to enhance the quality of the evaluation. This Panel will review the inception report and the draft evaluation report to provide detailed comments related to the quality of methodology, evidence collected, analysis and reporting. The Panel will also advise on the conformity of evaluation processes to the UNEG standards. The evaluation team is required to address all comments of the Panel completely and comprehensively. The Evaluation Team Leader will provide a detailed rationale to the Advisory Panel for any comment that remains unaddressed.

The evaluation will use a system of ratings standardising assessments proposed by the evaluators in the inception report. The evaluation acknowledges that rating cannot be a standalone assessment, and it will not be feasible to entirely quantify judgements. Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability.

While the Country Office will provide some logistical support during the evaluation, for instance assisting in setting up interviews with senior government officials, it will be the responsibility of the evaluators to logistically and financially arrange their travel to and from relevant project sites and to arrange most interviews. Contact details will be provided by the Pillar Lead upon request. Planned travels and associated costs will be included in the Inception Report and agreed with the Country Office.

Time-Frame for the Evaluation Process

The evaluation is expected to take **24 working days** for each of the two consultants, over a period of **six weeks** starting mid-September 2018.

Annex 5: UNDP partnerships

Observation adduced from reviewed available documents and Key Informants interviews conducted during the mid-term evaluation demonstrate that UNDP has been very effective in working with international partners to deliver on initiatives and services. These initiatives and services include the following:

- Enhancing capacity and development results and effectiveness (June 2017 - 31st December 2021) (funded by UNDP with donors USAID, Denmark and DFID) and implementing partner Ministry of Finance and Planning)[82]

- Legislative Project Support I (December 2011 – June 2015) funded by UNDP, DFID, One UN fund; Legislative Project Support I (Extension) 1st July 2011 - 30th June 2016 funded by UNDP (Core contribution), DFID, One UN fund and Ireland)[83]

- LSPII-Parliament and Electoral Bodies are enabled to perform their core functions for improved transparency, accountability, and citizen participation and women have enhanced capacities to participate in electoral and decision-making process at all levels (1st January 2017to31st December 2021 funded by UNDP and the implementing partner is the National Assembly of Tanzania[84]; with donors EU, DfID, Irish Aid and Denmark

- Preventing and responding to violent extremism in Tanzania,21stMarch2017-20thMarch 2020 project funded by UNDP TRAC and RCS, Japan and UNV and implemented by UNDP[85]

- United Nations Peace Building Support Office (PBSO)and Peace Building Fund (PCB); Recipient UN organizations: UNDP Burundi and UNDP Tanzania, UNHCR Burundi and UNCHR Tanzania, IOM Burundi and IOM Tanzania; Implementing partners are: the Govt of Tanzania and Burundi and CSOs. In Tanzania the CSOs include: the Danish Refugee Council (DRC), Good Neighbours Tanzania (GNT) and Women's Legal Aid Center (WLAC); and for Burundi-World Vision International, Cordaid, COPED, Reseau Burundi, and the Burundi Red Cross[86]

- Strengthening access to justice and human rights protection in Tanzania, 15th July 2017 to 30th June 2021 with implementing partner MoCLA and the responsible parties include AGC, CHRAGG and UNDP[87]

[82]Enhancing capacity and development results and effectiveness (June 2017-31st December2021)
[83]Legislative Project Support I1stJuly2011-30thJune2018 Project Document;[83]
[84]LSPII- 1st January 2017 to 31st December 2021projectdocument
[85]Preventing and responding to violent extremism in Tanzania 21st March2017-20th March 2020
[86]United Nations Peace Building Support Office(PBSO)and Peace Building Fund PD
[87]Strengthening access to justice and human rights protection in Tanzania Project Document