



# **Outcome Mid-Term Review Report**

## **Review of the Environmental Sustainability, Climate Change and Resilience Pillar**

**Part of the Tanzania UNDP Country Programme – 2016 to 2021**

**Evaluation Period: October to November 2018**

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## Acronyms

<b>ACCF</b>	Africa Climate Change Fund
<b>AfDB</b>	African Development Bank
<b>AMV</b>	Africa Mining Vision
<b>AWF</b>	Africa Wildlife Foundation
<b>BRN</b>	Big Results Now
<b>CADESE</b>	Capacity Development in the Energy Sector and Extractive Industry
<b>CBFM</b>	Community Based Forest Management
<b>CBNRM</b>	Community Based Natural Resources Management
<b>CCA</b>	Climate Change Adaptation
<b>CPD</b>	Country Programme Document
<b>CSO</b>	Civil Society Organisation
<b>DANIDA</b>	Danish International Development
<b>DFID</b>	UK Department for International Development
<b>DoE</b>	Division of Environment
<b>DPG-E</b>	Development Partners Group- Environment
<b>EMA</b>	Environmental Management Act
<b>EU</b>	European Union
<b>FNR</b>	Forest Nature Reserves
<b>FYDP I</b>	Five Year Development Plan
<b>FYDP II</b>	National Five-Year Development Plan II
<b>FZS</b>	Frankfurt Zoological Society
<b>GCF</b>	Green Climate Fund
<b>GDP</b>	Gross Domestic Product
<b>GEC</b>	Great Elephant Census
<b>GEF</b>	Global Environmental Facility

<b>GHG</b>	Greenhouse Gas Emissions
<b>GII</b>	Gender Inequality Index
<b>GIZ</b>	German Organization for International Cooperation and Development
<b>GoT</b>	Government of Tanzania
<b>GoZ</b>	Government of Zanzibar
<b>HDI</b>	Human Development Index
<b>IDA</b>	International Development Association
<b>IGA</b>	Income Generating Activities
<b>IIED</b>	International Institute for Environment and Development
<b>IWT</b>	Illegal Wildlife Trade
<b>JFM</b>	Joint Forest Management
<b>JFMP</b>	Joint Forest Management Plans
<b>KNP</b>	Kaitulo National Park
<b>LAPAs</b>	Local Adaptation Plans of Action
<b>LCC</b>	Landscape Coordination Committees
<b>LECB</b>	Low Emission Capacity Building
<b>LGAs</b>	Local government authorities
<b>LPAC</b>	Local Project Appraisal Committee
<b>LTPP</b>	Long-Term Perspective Plan
<b>MDGs</b>	Millennium Development Goals
<b>MEM</b>	Ministry of Energy and Minerals
<b>MIC</b>	Middle-income country
<b>MJUMITA</b>	Mtandao wa Jamii wa Usimamizi wa Misitu Tanzania (Tanzania Community Forest Conservation Network)
<b>MKUZA</b>	Zanzibar Strategy for Growth and Reduction of Poverty
<b>MNRT</b>	Ministry of Natural Resources and Tourism

<b>MoE</b>	Ministry of Energy
<b>MoWI</b>	Ministry of Water and Irrigation
<b>MTR</b>	Midterm Review
<b>NAMA</b>	Nationally Appropriate Mitigation Actions
<b>NAPA</b>	National Adaptation Programme of Action
<b>NAPIWTS</b>	National Anti-Poaching and Illegal Wildlife Trade Strategy
<b>NCCS</b>	National Climate Change Strategy
<b>NCFM</b>	National Climate Financing Mechanism
<b>NDC</b>	Nationally Determined Commitments
<b>NGO</b>	Non-Governmental Organisation
<b>NIE</b>	National Implementation Entity
<b>NIM</b>	National Implementation Modality
<b>NIMR</b>	National Institute Malaria Research
<b>NLUPC</b>	National Land Use Planning Commission
<b>NSGRP</b>	National Strategy for Growth and Reduction of Poverty
<b>NTFAP</b>	National Task Force on Anti-Poaching
<b>NTSCIU</b>	National and Transnational Serious Crime Investigation Unit
<b>NWFSC</b>	National Wildlife and Forest Security Committee
<b>PBZ</b>	People's Bank of Zanzibar
<b>PIRs</b>	Project Implementation Reports
<b>PMO</b>	Prime Minister's Office
<b>PPP</b>	Public-Private Partnerships
<b>PRODOC</b>	Project Document
<b>PSC</b>	Project Steering Committee
<b>PSSN</b>	Productive Social Safety Net
<b>REA</b>	Rural Energy Agency

<b>REDD+</b>	Reduction of Emissions from Deforestation and Forest Degradation
<b>REGROW</b>	Resilient Natural Resource Management for Tourism and Growth
<b>RERE</b>	Renewable Energy for Rural Electrification
<b>ROAR</b>	Results Oriented Annual Reporting
<b>RUNAPA</b>	Ruaha National Park
<b>SDGs</b>	Sustainable Development Goals
<b>SE4ALL</b>	Sustainable Energy for All
<b>SFM</b>	Sustainable Forest Management
<b>SLM</b>	Sustainable Land Management
<b>SPANEST</b>	Strengthening Protected Areas Networks in Southern Tanzania
<b>SUZA</b>	State University of Zanzibar
<b>TANAPA</b>	Tanzania National Parks
<b>TASAF</b>	Tanzania Social Action Fund
<b>TaTEDO</b>	Traditional Energy Development Organization Tanzania
<b>TAWA</b>	Tanzania Wildlife Management Authority
<b>TBD</b>	To Be Decided
<b>TE</b>	Terminal Evaluation
<b>TFCG</b>	Tanzania Forest Conservation Group
<b>TMA</b>	Tanzania Meteorological Agency
<b>ToR</b>	Terms of Reference
<b>UAC</b>	Unit Abatement Cost
<b>UNDAP II</b>	United Nations Development Assistance Plan for Tanzania II
<b>UNDP</b>	United Nations Development Program
<b>UNEP</b>	United Nations Environment Programme
<b>UNIDO</b>	United Nations Industrial Development Organisation
<b>URT</b>	United Republic of Tanzania

<b>USAID</b>	United States Agency for International Development
<b>VPO</b>	Vice President's Office
<b>VSLA</b>	Village Savings and Loan Associations
<b>WB</b>	World Bank
<b>WBA</b>	Water Basin Authorities
<b>WCS</b>	Wildlife Conservation Society
<b>WFCTT</b>	Wildlife and Forest Crime Task Team
<b>WUA</b>	Water User Association
<b>WWF</b>	Worldwide Fund for Nature
<b>ZANSEA</b>	Zanzibar Social and Environmental Atlas
<b>ZCCFM</b>	Zanzibar Climate Change Financing Mechanism
<b>ZCCS</b>	Zanzibar Climate Change Strategy
<b>ZUSP</b>	Zanzibar Urban Service Project
<b>ZVPO2</b>	Second Vice-President's Office



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# 1 EXECUTIVE SUMMARY

## 1.1 BACKGROUND

1. Pillar II of UNDP's 2016-2021 Tanzania Country Programme is on Environmental Sustainability, Climate Change and Resilience. Under the Pillar, UNDP will support poor women and communities in 28 targeted districts that constitute highly degraded areas, aiming to reduce poverty through environmental conservation, employment creation and sustainable livelihoods. The Pillar has three outputs: **Output 1:** Relevant ministries and districts are able to formulate, implement and enforce environmental and natural resources management policies, strategies and regulations. **Output 2:** Select districts and communities have their capacities strengthened in climate change governance and sustainable energy access. **Output 3:** Preparedness systems in place to effectively address the consequences of and response to natural hazards.
2. The Country Programme Document indicated that the outputs was to be implemented through eleven projects with a total budget of US\$ 31,900,000, consisting of \$ 8,900,000 of regular UNDP funding and \$23,000,000 of co-finance, provided by the Government and its Development Partners. However, the number of projects is not limited to the eleven as efforts for resource mobilisation are still on-going. Indeed, two new projects have been added to the portfolio already. In addition, the Pillar benefits from cross-pillar collaboration.
3. The Country Programme is in the middle of the implementation period: a Midterm Review was therefore conducted in accordance with the Policies, Guidelines and Regulations of Outcome Evaluations in UNDP<sup>1</sup>. The review followed the Organisation for Economic Co-operation and Development evaluation criteria of relevance, efficiency, effectiveness, sustainability, plus gender mainstreaming. It took place from 12<sup>th</sup> October to 30<sup>th</sup> November 2018. It was undertaken in line with the Terms of reference and was conducted in close coordination with UNDP Country Office, the Government of Tanzania and other partners implementing projects under the Pillar. The review was undertaken using a mix of desk reviews, in-depth face-to-face interviews and virtual meetings through Skype and phone calls.

## 1.2 FINDINGS

4. The Midterm Review finds that the outcome is being delivered through twelve projects; five under output 1, four under output 3 and three under output 3. Five of the projects have undergone terminal evaluations<sup>2</sup>; two have been through mid-term reviews; four are just starting implementation (Table 2). The Country Programme Document expected the Pillar to be financed by a total of US\$ 31,900,000, which included \$8,900,000 to be mobilized by UNDP (from the Global Environment Facility and other sources), while the government and other partners would raise \$23 million as co-finance. The Midterm Review however finds that the total funds mobilized to date by UNDP, in partnership with government, civil society and non-governmental organizations is US\$ 129,229,009. The amount includes \$ 30,307,187 directly managed by UNDP (\$23,787,952 from the Global Environment Facility, \$ 6,519,235 from UNDP core funds), \$ 1,800,000 from the Tanzania Forest Conservation Group, \$ 1,000,000 from the Eastern Arc Mountains Conservation Endowment Fund, \$ 400,000 from the World Wide Fund for Nature, \$ 400,000 from the Wildlife Conservation Society, \$ 710,227 from the Government of the Republic of South Africa, \$7,070,000 from private donors (Association of Tanzanian Tobacco Traders – \$ 3,570,000 and Institute of Resources Assessment under REDD+ - \$ 3,500,000 ), and \$ 78,955,156 from the government and its partners (as a co-finance). Although the funds for the older projects in the portfolio (those closed and some under implementation) were mobilized before the start of the current Country Programme, they have all contributed to its implementation. Indeed, at Midterm Review, UNDP, the

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<sup>1</sup> UNDP 2011: Outcome-Level Evaluation: A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators

<sup>2</sup> The closed projects were developed during the previous CPDs.

government and their partners have mobilized about US\$ 16.9 million, which is more than double the target; they have mobilized a co-finance of US\$ 23 million, which is very close to the target.

5. The overall rating for the Pillar is **Satisfactory**, which is explained by the individual ratings of the evaluation criteria, summarized below.
6. **Relevance (Highly Satisfactory):** Overall, the three Pillar II outputs and the thirteen projects' in the portfolio are highly relevant to the development agenda of Tanzania. The Midterm Review concludes that they were all designed in close participation with relevant government ministries, departments and agencies, local government authorities, relevant civil society groups, international and local non-government organizations, and communities. Moreover, by and large all the projects remained relevant throughout the implementation phase, even where some changes took place in the development of the country. UNDP has, through the projects implemented within the outcome, played a key role in introducing the Government and its project partners to the best global practices to promote partnerships for the Sustainable Development Goals. The requirements for knowledge management and the templates for integrating it into projects and institutions managing them has improved over time; with newer projects having a mandatory budgeted outcome on it. While newer projects are designed with an explicit Theory of Change, the older projects did not have one; however, they all applied the logical framework analysis and had clear logic underpinning their design. Projects that did not have a Theory of Change at design had them reconstructed as part of either the Midterm Review or the Terminal Evaluation.
7. **Efficiency (Satisfactory to Highly Satisfactory):** Overall, the projects under the outcome have strong arguments on cost effectiveness (efficiency), largely based on consideration for alternative options to tackle the challenges, and adequately informed by best practices generated via both UNDP and government programmes. However, in most cases, the resources mobilized through the projects are only adequate to demonstrate best practices and technologies. There is still a significant **gap in resources for upscaling** the demonstrated practices and technologies to increase the impacts and advance the Sustainable Development Goals across the three outputs of the outcome in 28 districts.
8. **Effectiveness (Moderately Satisfactory):** Evaluation of the extent to which the projects are delivering outputs that contribute to the three Pillar II outputs as well as how those outputs contribute to the Country Programme Document Outcome is challenged by the weak link between the Pillar indicators and projects' indicators, the nature of the output indicators (too focused on quantifiable deliverables rather than the changes that occur when individuals and institutions utilize the deliverable outputs), and limited monitoring and reporting at the Pillar and Country Programme Document levels. In addition, some indicators have no baseline and/or target values and there is doubt about the accuracy of at least one indicator. During the Country Programme Document design there was no time or provision to conduct baseline assessments, with the expectation that such assessments would happen in the first year of the Country Programme Document implementation, which is yet to happen. The baseline value for indicator 1.4 is zero, which seems to indicate that the country has no systems for surveying wildlife or monitoring wildlife crime in the country. Although at National level the formal functioning system is not yet in place, Tanzania has had a long history of conservation and strong institutions for both tasks, with technical and financial assistance from UNDP and other Development Partners. The indicator should be refined to take this work into consideration.
9. Despite the above challenge, there is evidence of progress towards increasing capacity of the country (national government, Local Government Authorities, and communities) to reduce the likelihood of conflict and lower risk of natural disasters, including from climate change; 86 percent of the projects evaluated scored "Moderately Satisfactory" and above on progress towards results while 100 percent scored "Moderately Satisfactory" and above on effectiveness (with 71 percent scoring "Satisfactory and above). Key deliverables include review of five policies with recommendations provided to mainstream sustainable forest management principles in the productive sectors; support to the development of two National Climate Change Strategies (for Mainland and Zanzibar), accompanied by identification of

Nationally Determined Contributions in which the country identifies sectors which it will tackle to reduce emissions; and development of Nationally Appropriate Mitigation actions for 3 sectors (transport, energy and waste management). Other deliverables include four District Land Use Management Plans integrating Sustainable Land Management - for Morogoro, Mvomero, Mkinga and Muheza District Councils, gazettement of 6 new Forest Nature Reserves, and development of tourism strategies for the southern Tourism circuit.

10. Despite the impressive deliverables, challenges remain; UNDP projects largely demonstrate best practices, methodologies and technologies, which need to be upscaled via additional finances in order to bring about changes in the targeted 28 districts and others benefitting from scaling up. Even when projects deliver national, district or community level strategies, they often do not provide the additional funds required for implementation, post project; and majority of the projects do not have budgeted, financed exit strategies. While UNDP has made impressive effort in mobilizing innovative partnerships and identifying new and additional sources of funds for upscaling the proven initiatives, the additional funds are still limited in view of the magnitude of the barriers that need to be shifted to make significant progress in the relevant Sustainable Development Goals in the 28 districts.
11. While UNDP, the government and all relevant partners are putting a great deal of effort to mobilize additional funding, this is constrained by several challenges: competition for GEF and other Global Funds (such as Green Climate Fund, Adaptation Fund, etc.) has increased tremendously in the last 10 years. For instance, UNDP's share of the Global Environment Fund portfolio is down to 24 percent, impacting UNDP's ability to expand its portfolio. In addition, the policies for mobilizing resources from these funds are constantly evolving, making it difficult to mobilize resources with speed, especially given the constant changes in the government partner institutions. The private sector in Tanzania is juvenile, and the private public sector partnership is still an emerging principle, with government opening up cautiously. Taxation is limiting private sector expansion for a meaningful Corporate Social Responsibility contribution. This is exacerbated by the stringent regulations/guidelines for UNDP to engage with Private Sector. Declining opportunities for funding are, unfortunately occurring in tandem with increasing government priorities that are not matched with available resource, especially in the adaptation, energy and environment sector.
12. The factors that contributed to achievement of the pillar II Outcome include high levels of stakeholder participation during planning and innovative implementation arrangements, close alignment of the projects to the government priorities, and UNDP's recognized leadership in the environment, climate change and disaster risk reduction work in Tanzania. Inadequate assessment of risks, limited co-finance and weak monitoring and evaluation had some negative effects on effectiveness.
13. **Sustainability (Moderately Satisfactory):** Initiatives piloted by the projects under the three outputs of Pillar II generally have fewer environmental, institutional framework and governance risks to sustainability, but stronger socio-economics and financial risks to sustainability. The sustainability of 29 percent of the seven evaluations available to this review were rated "Unlikely", 43 percent rated "Moderately Unlikely" while only 28 percent rated "Moderately Likely". Strong points driving sustainability include the use of existing institutions to implement projects, which has avoided the establishment of parallel institutions and generally led to mainstreaming project initiatives into the regular government programmes. The high levels of stakeholder ownership and awareness of the projects initiatives by national and subnational governments, local communities, and where relevant, civil society and academia provide strong basis for sustainability. Financial risks to sustainability are driven by inadequate mainstreaming of project cost into government budgeting processes, new directive on centralization of government revenue collection and general lack of project exit strategies. Even where budgets include allocations for project proven initiatives, this does not guarantee funding because many budget lines are not financed. About half of all the projects under Pillar II do not have exit strategies. However, even where the projects had exit strategies, they are not always fully financed or implemented in time to secure sustainability.

14. **Gender mainstreaming (Satisfactory):** The Midterm Review finds that the design, implementation and monitoring of environmental sustainability, climate change and resilience projects has addressed gender issues adequately, increasingly more so for the newer projects. However, although the gender marker was introduced in 2009, only the newest projects (about to start implementation) have a gender marker and a gender strategy. Indeed, the oldest projects in the Pillar – Miombo Woodlands, Climate Information, Strengthening Protected Areas Networks in Southern Tanzania, Capacity Development in the Energy Sector and Extractive Industry - did not have gender disaggregated indicators. Nevertheless, UNDP has actively promoted the empowerment of vulnerable groups – women and youth - in all its projects and activities. It has improved gender mainstreaming and capturing and reporting its achievements in empowerment, as reflected in the newer projects.
15. Although the Country Programme has not reached the threshold US\$ 25 million per year set by the Gender Strategy (2014-2017) as the threshold for engaging a gender advisor in the Country Office, the Country Director, the Deputy Country Director and the Head of Programme are designated as Gender Focal points. This shows the seriousness with which the Country Office takes mainstreaming gender issues into all the programmes and projects. Indeed, the Country Office's score on Gender Equality Seal is Silver.

### 1.3 LESSONS LEARNT

16. Lesson 1: Strong partnerships for planning and implementation of programmes and projects still remain the most cost-effective vehicles for development assistance.
17. Lesson 2: While mainstreaming projects into government programmes catalyses inclusion of project issues into national budgeting processes, it does not automatically guarantee availability of finances because the government budget is still limited, and many budget lines are not fully funded. Thus, the struggle for moving funding for the resilience pillar from project to systemic (budgetary) is not yet over.

### 1.4 RECOMMENDATIONS

18. **Recommendation 1: Indicators and monitoring:** The projects contributing to the Pillar outputs are complex and are delivering many results that are not captured by the indicators of the Pillar in the UNDPA. In addition, while the indicators of the Pillar provide a mechanism to monitor and capture production of project outputs, the limit analysis of the project's contribution to Country Programme Document Outcome. It is recommended that a pillar-level strategy document be developed to spell out how the projects will contribute to the pillar outputs and the Country Programme Document outcome, linking project indicators more clearly to pillar indicators. This should include revising the Pillar indicators to enable both the capturing of more project results and analysis of contribution to the Country Programme Document outcomes. It is also recommended that targets and baseline values be provided for indicators currently lacking these values, and that baseline value for indicator 1.4 be refined. The target value for indicator 1.3 should also be adjusted. In addition, a definition of the indicators should clarify the dimensions of strategies and plans, to improve the accuracy of monitoring and reporting. For example, does a village whose two divisions had a plan or strategy count just as much as a district that formulated a district-level plan? This question is important noting that although the lowest planning unit from UNDP perspective is at District level, plans are initiated at the village level and consolidated at the ward or district level.
19. **Recommendation 2: Finance and co-finance continues to be a challenge.** UNDP, in partnership with the government and all other partners have mobilized US\$ 129,229,009<sup>3</sup> – when the older projects are included – and \$ 39.9 million during the period under review. While these are impressive amounts, financing still presents a significant challenge to meeting the target of supporting 28 highly degraded districts to reduce poverty in a gender sensitive manner, through environmental conservation, employment

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<sup>3</sup> This is mainly cash co-financing, there is also in-kind contribution which is quite substantial

creation and climate resilient and sustainable livelihoods. While the Midterm Review recognizes that UNDP has put tremendous effort to mobilize innovative partnerships and identify new sources of funds, it recommends increasing this effort. In particular, projects should formulate budgeted exit strategies, which UNDP should help them capitalize<sup>4</sup>. Without additional funding, many of the demonstrated methodologies and technologies are not upscaled, reducing the effectiveness of the overall development effort in the country.

20. **Recommendation 3: Sustainability:** Initiatives piloted by the projects under the three outputs of Pillar II generally have fewer environmental, institutional framework and governance risks to sustainability, but stronger socio-economics and financial risks to sustainability. Although resource mobilization is an ongoing initiative<sup>5</sup>, it is recommended that UNDP pay more attention to sustainability issues at project design, and that it uses best practices from its large network of projects globally to tackle this difficult challenge. Projects should develop exit strategies with clear budgets, and UNDP, to the extent possible, should help to mobilize additional funding to finance their implementation.
21. **Recommendation 4: Gender:** Although the gender marker was introduced in 2009, only the newest projects (about to start implementation) have a gender marker and a gender strategy. Indeed, the oldest projects in the Pillar did not have gender disaggregated indicators. Nevertheless, UNDP has actively promoted the empowerment of vulnerable groups – women and youth - in all its projects and activities. While the Midterm Review recognizes that projects under the Pillar have improved gender mainstreaming, capturing and reporting achievements on empowerment as new projects have been designed, it recommends that projects without a gender action plan formulate one as soon as possible.

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<sup>4</sup> Currently projects develop exit strategies but these are not always funded. It becomes very difficult for project partners to implement these exit strategies due to lack of funds.

<sup>5</sup> This is done through mobilization is an ongoing initiative, this is done through bilateral meetings and through use of promotional materials and organising events dedicated to RM e.g. Environment Fair

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## 2 INTRODUCTION

### 2.1 RATIONALE AND OBJECTIVES OF THE MTR

1. UNDP is supporting the Government of Tanzania's (GoT) to tackle Environmental Sustainability, Climate Change and Resilience, through its programmatic pillar II of the 2016-2021 Country Programme Document (CPD) for Tanzania. This outcome aligns with the United Nations Development Assistance Plan for Tanzania II (UNDAP II) - 2016-2021, and the GoT's National Five-Year Development Plan II (FYDP II) - 2016/17-2020/21.
2. Through this Pillar, UNDP supports the Government to manage and sustainably use its natural capital for economic and social development, by addressing drivers and barriers to sustainable use, in light of increasing climate change impacts. In implementing this pillar, UNDP partners with the Global Environmental Facility (GEF), private sector, International and National Non-Governmental Organizations, Civil Society Organizations and other Development Partners, through a set of projects designed to address GoT's priorities in the environment sector, adaptation and disaster risk reduction<sup>6</sup>.
3. The Country Programme (2016-2021) is in the middle of the implementation period. A Midterm Review (MTR) was therefore conducted in accordance with the Policies, Guidelines and Regulations of Outcome Evaluations in UNDP<sup>7</sup>. The MTR covers the outcome on **Resilience** that focuses on improved environment, natural resources, climate change management, and energy access and disaster risk management.
4. The objectives of the MTR are spelled out in the Terms of Reference (ToR - Annex 1). This outcome review considered the three outputs of the CPD Pillar II described in the Outcome Model (Figure 1), namely:
  - a) Relevant ministries and districts are able to formulate, implement and enforce environmental and natural resources management policies, strategies and regulations;
  - b) Select districts and communities have their capacities strengthened in climate change governance and sustainable energy access;
  - c) Preparedness systems in place to effectively address the consequences of and response to natural hazards.

### 2.2 MAIN EVALUATION ISSUES

5. The MTR assessed the CPD Outcome against the criteria in the Evaluation Matrix (Annex 2). The criteria evaluated are:
  - a) **Relevance:** The review assessed whether the projects were properly designed to address development challenges identified in the country under this outcome and their alignment with national strategies in specific thematic area as well as UNDAP II and the UNDP Strategic Plan for 2018-2021. It also assessed whether the Outcome objective remained relevant throughout the implementation phase, and whether adaptive management was practiced based on developments in Tanzania. The review also assessed how UNDP played its role in introducing the Government to the best global practices to promote partnerships towards attainment of the SDGs. The review also assessed whether project design was guided by the Theory of Change concept.

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<sup>6</sup> Further description of these projects is provided in Section 3.xx

<sup>7</sup> UNDP 2011: Outcome-Level Evaluation: A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators

- b) **Effectiveness:** The review assessed the extent to which implementation was on track by 2018, and whether outputs being delivered were contributing the overall CPD Outcome, assessing the factors influencing the process.
  - c) **Efficiency:** The review assessed the extent to which results were being achieved at an acceptable cost compared with alternative approaches, and in view of the resources available.
  - d) **Sustainability:** The review assessed the extent to which conditions were being put in place to ensure the continuation and upscaling of results, once the project resources ended.
  - e) **Contribution to gender equality:** The review assessed the extent to which the outcome promoted positive changes in gender equality, and whether the design of the Pillar and its projects appropriately incorporated contributions to attain gender equality.
6. The actual evaluation was guided by detailed questions outlined in the Evaluation Matrix in Annex 2.

## 2.3 MTR METHODOLOGY

7. The review was undertaken in line with the Terms of reference and the methodology elaborated in the Inception report (Annex 3). The MTR was conducted in close coordination with UNDP Country Office, the Government of Tanzania (GoT), and other partners. The MTR took place from 12<sup>th</sup> October to 13<sup>th</sup> November 2018. The review was undertaken using a mix of desk reviews, in-depth face-to-face interviews and virtual meetings through Skype and telephone, described briefly below.

### 2.3.1 Desk Review of Documents

8. The key documents reviewed for the MTR are listed in Annex 4. They include the UNDP Strategic and Programme Documents and Guidelines, National Policies and Laws, National Strategies and Plans, the Projects' Terminal Evaluation (TE) and Midterm review (MTR) reports and Projects' publications and Implementation Reports (PIRs). The documents review provided the basis for the analysis and enabled determination of progress towards the outcome. The review of the CPD and the UNDAF II as well as the GoT's FYDP II provided information for determining whether the projects under the pillar had relevance to UNDP Strategies and GoT's priorities. Review of the TEs and MTRs provided information on progress and challenges towards realisation of the outcome. The results of these reviews are presented in Chapter 3.

### 2.3.2 Data Collection and Analysis

9. The review involved consultations with decision makers and managers in Government and Implementing Partners' Institutions, including local and international Non-Governmental Organizations (NGOs). The list of persons consulted is given in Annex 5. The consultations involved interviews (face-to-face, by Skype and telephone) in Dodoma, Dar es Salaam and Zanzibar. The institutions consulted include Vice Presidents Office, Ministry of Water and Irrigation (MoWI) and the Prime Minister's Office (Dodoma). It also included UNDP, Ministry of Environment, CARE International, Tanzania Forest Conservation Group, Tanzania National Parks (TANAPA); Department of Environment of the Second Vice President's Office (Zanzibar). Criteria for selection of those consulted was mainly the assortment of Government partners involved in implementation of projects under the three outputs of this Outcome, financing partners and beneficiaries of the UNDP Tanzania Country Office projects.

### 2.3.3 Limitations of the MTR

10. The Outcome covers projects implemented across the country including Zanzibar. The Outcome also addresses interventions in the three main themes namely Environmental Sustainability, Climate change and Resilience. As such, the MTR team was unable to consult and visit all government partners in the Central and Local Government Authorities involved in the implementation of the respective projects under the Outcome. Due to the large number of districts involved in the projects, some of the interviews were conducted over Skype and telephone. Arrangements put in place however, enabled the review team to consult with a representative

sample of stakeholder including Government (Tanzania Mainland and Zanzibar), NGOs and Development Partners. Interviews with the private sector were not practical as there was no evidence of a representative umbrella institution for the private sector addressing the Outcome directly in collaboration with UNDP. Also, it was clear that UNDP had limited direct engagement with the private sector. The review team believes that this did not compromise the MTR findings as the responses from the consulted stakeholders were representative enough in terms of themes and spatial coverage that validated the MTR and TE reports.

### 2.3.4 Structure of the MTR Report

11. The MTR Report is in line with the UNDP Guidelines on Outcome Evaluation and is presented based on the outline provided in that Guideline<sup>8</sup>. The first page presents the details of the CPD followed by an executive summary that highlights the key findings, evaluation ratings, lessons learnt and recommendations. Chapter One covers the introduction, presenting the rationale for the evaluation, objectives, scope and methodology used. Chapter Two presents the development challenge and trends, showing how these are addressed by the government and its Development Partners, in terms of national policies, strategies, plans and projects. Chapter Three presents UNDP's response to the challenges. It describes the Country Programme, its Outcomes, Outputs and projects relevant to Pillar II. Chapter Four presents the evaluation findings, while Chapter Five presents the conclusions and recommendations. Chapter Six contains Annexes.

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## 3 CHAPTER 2: THE DEVELOPMENT CHALLENGE

### 3.1 HISTORICAL TRENDS AND DEVELOPMENT CHALLENGES

12. The United Republic of Tanzania has undergone a robust macro-economic development in the past 15 years, with Gross Domestic Product (GDP) growing annually at an average of 6.5 percent, accompanied by an increase in the GDP per capita from USD 308 in 2000 to USD 2,655 in 2017<sup>9</sup>. Indeed, the country registered improvement of its Human Development Index (HDI) from 0.352 in the 1990s to 0.58 in 2017, ranking 154<sup>th</sup> globally. The economic growth has been primarily driven by non-labour-intensive sectors. This growth is associated with the set of assets that provide unique economic opportunities including rich and diverse natural resources that provide the basis for economic development and people's livelihoods. At the same time, the country's population is rapidly growing at 6-7 percent per year, with estimates of over 55 million in 2018, projected to increase to 74 million by 2030<sup>10</sup>. The Development Vision 2025 aims at Tanzania becoming a middle-income country (MIC) by 2025. The vision is implemented via rolling five-year development plans. Currently, the country has put in place an overarching Five Year Development Plan II, which was informed by lessons learnt from the first one, the Millennium Development Goals and the National Strategy for Growth and Reduction of Poverty – NSGRP.
13. The country has sustained democratic governance and political stability and engagement in regional and global systems and structures<sup>11</sup>. The poverty rate has declined since 2007 and continues at a modest pace, with a fall in the poverty rate from 28.2% in 2012 to 26.9% in 2016<sup>12</sup>, with 43.5 per cent of the population living on less than \$1.25 per day. In 2018, the Gender Inequality Index ranked Tanzania 154 of 189 countries with a score of 0.538, implying significant gender gaps in human development<sup>13</sup>.

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<sup>8</sup> UNDP 2011: Outcome-Level Evaluation: A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators

<sup>9</sup> UNDP, (2018): United Nation Development Human Development Reports – Update for 2018. <http://hdr.undp.org/en/countries/profiles/TZA>

<sup>10</sup> World Bank Group (2018). Tanzania Economic Update: <https://www.worldbank.org/en/country/tanzania/overview>

<sup>11</sup> URT: Ministry of Finance and Planning (2016). National Five-Year Development Plan 2016/17-2020/21: Nurturing Industrialization for Economic Transformation and Human Development. Dar es Salaam

<sup>12</sup> World Bank Group (2016): <https://www.worldbank.org/en/country/tanzania/overview>

<sup>13</sup> Human Development Report 2018, HDRO (Human Development Report Office) United Nations Development Programme, Retrieved 14 September 2018



14. While some significant achievements have been made, challenges remain in the areas of sustainable inclusive growth, sustainable environment, natural resources and governance. Inequalities include differences between the rural and urban poor, with 33.4 per cent of the rural population living in poverty. The underlying causes of poverty in rural areas include low investment, inadequate infrastructure, and low productivity growth of the agriculture sector (averaging 3.3 per cent over a decade), exacerbated by unequal distribution of resources, land degradation and climate change. With a population of approximately 55 million and about half being below the age of 15 years, employment is limited in rural areas resulting in significant rural-to-urban migration among young people. The current government is promoting industrial development and infrastructure development intended to create long-term employment and enhance economic growth in the rural areas.
15. Unsustainable use of resources is exacerbating poverty. High poverty levels and rapid population growth are aggravating land and forest degradation, deforestation, loss of biodiversity, environmental pollution and deterioration of aquatic systems, including water supplies and catchment areas<sup>14</sup>. In 2010 the annual rate of deforestation was estimated as 372,816 ha<sup>15</sup> while the estimate for 2018 shows that the annual rate has increased to 469,420 ha equivalent to about 1.0 per cent of the total forest area<sup>16</sup>. Other major challenges that have a significant bearing on poverty are climate change and natural disasters, which affect households' livelihoods in agriculture due to their dependence on climate-sensitive sectors<sup>17</sup>. The consequences of climate change for agriculture and food security are serious due to the country's reliance on rain-fed agriculture, both as a source of income and for consumption. Overfishing, livestock overstocking, poaching and illegal wildlife trade have had major impacts on the environment and poverty. A census conducted by the Africa Wildlife Foundation in 2014 shows that the Tanzanian elephant population had decreased by 60 per cent to about 43,000 between 2005 and 2015<sup>18</sup> due to poaching and illegal trade in ivory<sup>19</sup>.
16. Tanzania is already experiencing climate change impacts with precipitation increasingly becoming unpredictable, with studies showing a shift in rain patterns. Changes in timing and quantity of rainfall, and prolonged droughts, affect agriculture productivity and water resources availability. Agriculture production has become more erratic, and extreme events such as droughts are becoming more intense<sup>20</sup>. The country has limited resilient livelihoods options, leading to increasing pressure on natural resources extraction and rural-urban migration.
17. The Zanzibar Climate Change Strategy<sup>21</sup> reported that the Island had experienced climate change over the recent decades; with rising temperatures, increased rainfall variability, high-tide levels, and an increase in the frequency and intensity of extreme weather events, including droughts and floods becoming evident. As a small island developing state, Zanzibar is particularly at risk from climate change due to its reliance on coastal, marine and terrestrial ecosystems that are vulnerable to climate change. According to the Island's Climate Change Strategy (ibid), Climate models project that future temperatures will rise more rapidly than observed so far with projected increases of 1.5 to 2°C by the 2050s. In line with global trends, sea level is expected to rise, with increases projected to be between 0.2 and 1.0 metres of sea level rise over the next century.

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<sup>14</sup> The Guidelines for the preparation of plans and budget 2018/19, by the Ministry of Finance and Planning, 2017 directed MDAs, LGAs to ensure their budgets reflect environments sustainability and incorporate environment and climate change priorities in accordance with the Environmental Management Act 2004, and the National Climate Change Strategy

<sup>15</sup> National Environment Statistics Report, 2017, Tanzania Mainland

<sup>16</sup> Tanzania forest resources are estimated to cover 48.1 million hectares (ha) constituting 55% of total surface land area of Tanzania (88.6 million ha). The consequences of forest loss include a decline in forest products and services and general loss of biodiversity resulting in multiple negative impacts, Draft National Forest Policy 2018

<sup>17</sup> Limitations in resilience options and capacities hampers households economic empowerment leading to extraction of natural resources as a coping strategy (Economic and Social Research Foundation (ESRF) 2015

<sup>18</sup> GEC elephant count was 42,871, carcass ratio of 26% with a rapid population decline of 60 percent in five years, Great Elephant Census (GEC), 2016

<sup>19</sup> <https://news.nationalgeographic.com/2016/01/160104-great-elephant-census-vulcan-paul-allen-elephants-conservation>

<sup>20</sup> UNDP 2012 – Project Document on Improving Climate Information and Early Warning systems in support of Agriculture

<sup>21</sup> Zanzibar Climate Change Strategy identifies Zanzibar Island as being vulnerable to Climate change and charts out strategies for adaptation and mitigation including strengthening Zanzibar's capacity to implement priority actions including Local Adaptation plans, Zanzibar Climate Change Strategy 2014

### 3.2 GOVERNMENT'S RESPONSE TO THE DEVELOPMENT CHALLENGES

18. In recent years, the United Republic of Tanzania has been reforming its sector policies, strategies and programmes to stimulate economic development and create an enabling environment for a strong private sector contribution. In the First Five-Year Development Plan (FYDP) I implemented from 2012 to 2017, the plan focused on 'Unleashing Tanzania's Latent Growth Potentials'. During this period, Tanzania implemented a "Big Results Now" programme aimed at prioritization of resources and directing effective planning and implementation in priority sectors. Priority sectors included agriculture, education, energy, resource mobilization, transport, water, and improvement of the business environment.
19. The Tanzania Development Vision 2025 and the Long-Term Perspective Plan (LTPP) aim to transform the country into a Middle-Income Country by 2025, through a gradual industrialization of the agriculture-based economy, using the country's significant natural resources, in particular recently discovered natural gas. The country is attracting significant investments from the private sector and seeing a rapidly expanding information and communication technology sector. The Second Five-Year Development Plan II (2016/17-2020/21) emphasises "Nurturing Industrialisation for Economic Transformation and Human Development"<sup>22</sup>. The priority is to develop the country's industrial base using the natural capital i.e. agro-based industries including crops, livestock, fisheries and forestry. Realization of this vision will require fighting corruption, increasing accountability, infrastructure development and promotion of public-private partnerships (PPPs). It will also require the country to position itself in economic transformation and human development.
20. Most sector policies and strategies have been reviewed to conform to the aspirations of the Five-Year Development Plan II. These include the National Environmental Policy (1997 and reviewed draft 2018), which supports environmental friendly initiatives on eradicating poverty as well as employment and income generation in rural areas and amplification of the Climate change priorities; National Land, Agriculture and Livestock policies that promote integrated land use and management. The National Forest Policy (1998 and its draft revision 2018), Water resources, Agriculture, Energy, all promote among others, sustainable environment, natural resources management, climate change resilience and seeks to empower communities.
21. Zanzibar, through the Zanzibar Vision 2020, explicitly refers to environmental sustainability and disaster risk management. The Zanzibar Strategy for Growth and Reduction of Poverty 2016-2020 (MKUZA III) also includes environmental sustainability and climate change resilience as one of its five key result areas, focusing specifically on improving gender-responsive climate change adaptation and mitigation measures<sup>23</sup>.

### 3.3 ACTIVITIES OF OTHER DEVELOPMENT PARTNERS

22. In Tanzania mainland, Environment, climate change and energy have received substantial support from various development partners. These include Norway that supported natural resources management including the REDD+, World Bank that is supporting Resilient Natural Resource Management for Tourism and Growth (REGROW) Project (2017/18-2021/22) designed to contribute to reduction in extreme poverty and promoting shared prosperity in a sustainable way. It aims at improving management of natural resources and tourism assets in priority areas of Southern Tanzania, and to increase access to alternative livelihood activities for targeted communities. Finland supports forest management including Community based forest management and private sector forest development in the Southern highlands. GIZ is actively supporting the Government through the Ministry of Water and Irrigation to develop a project proposal targeting the GCF funding. USAID has for decades supported Wildlife management through capacity building, institutional capacity development and CBNRM mainly the WMAs across the country. DFID and EU have actively facilitated CC initiatives including development of the NCFM. The International Development Association (IDA) DFID, SIDA, UN

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<sup>22</sup> The key interlinked objectives of the FYDP II are: 1) nurturing industrial economy to transform Tanzania into a semi-industrialised nation by 2025; 2) accelerate economic growth that benefits majority of people including job creation especially for women and youth; and 3) foster and strengthen implementation effectiveness, United Republic of Tanzania (URT), Ministry of Finance and Planning, 2016

<sup>23</sup> The outcome includes key strategic actions: i) Develop and implement Zanzibar climate change adaptation and mitigation measures/action plans; ii) Develop and operate the Zanzibar climate change financing mechanism; iii) Mobilize resources to implement adaptation and iv) mitigation measures of climate change action plan and promote the application of climate change mainstreaming and screening guideline to ministerial plans and programmes.

Agencies, USAID have worked together to implement the Productive Social Safety Net (PSSN) that draws lessons learned from TASAF I, TASAF II, and international experiences in safety nets.

23. Zanzibar the Department of Environment (DoE) in the Second Vice-President's Office (ZVPO2) coordinates Environment and climate change issues. Various partners have assisted the Department to tackle challenges related to natural resources use and development. Statoil and the World Bank (WB), from 2015 to 2017, the State University of Zanzibar (SUZA) implemented the Zanzibar Social and Environmental Atlas (ZANSEA) Project<sup>24</sup> as well as the Zanzibar Mapping Initiative, which created a detailed baseline map of Unguja and Pemba. The International Institute for Environment and Development (IIED) has been building the competences of the People's Bank of Zanzibar (PBZ) to directly access climate finance, supporting its accreditation to the Green Climate Fund (GCF) and also developed Local Adaptation Plans of Action (LAPAs) in three pilot districts with from 2012 to 2016. Through funding from the Adaptation Fund, the UN Environment supported the construction of the sea walls in Zanzibar and planting mangroves and coastal vegetation. In addition, the EU is promoting community-based adaptation in Pemba; the WB through its Zanzibar Urban Service Project (ZUSP) is also contributing to increase climate resilience. The African Development Bank (AfDB) has assigned resources from the Africa Climate Change Fund to the United Republic of Tanzania to enhance the capacity of GoZ for mainstreaming climate resilience including support for development of LAPAs and their implementation with a focus on agriculture and fisheries.

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## 4 CHAPTER 3: UNDP RESPONSE AND CHALLENGES

### 4.1 UNDP CONTRIBUTION

24. UNDP's contribution to the environment, adaptation, energy access and disaster management is anchored in United Nations Development Assistance Programme (UNDAP II) and described in the UNDP Tanzania Country Programme Document (2016-2021)<sup>25</sup>. As outlined in the Country Programme Document (ibid), UNDP addresses the country's development challenges, focusing on enhancing pro-poor economic growth, environment and climate change, promoting democratic governance and crisis prevention and recovery, with gender, capacity development and human rights as cross-cutting issues. Building on lessons learnt from the previous Country Programme (2010-2015), the country programme strategy is based on a theory of change which argues that improving economic frameworks, diversifying the economy and strengthening capacities of institutions, enterprises and individuals will minimize economic exclusion and marginalization and make available opportunities for decent and productive employment for target groups (ibid).
25. According to the Programme Document, addressing both poverty and environmental degradation through investment and better governance will empower women, disabled and youth and enhance their participation in economic, environmental and governance issues. The CPD anchors on accountable and transparent governance serving as a link for inclusive economic growth and sustainable environment management. The country programme anchors its support on policy development, capacity-building activities and more downstream interventions to achieve tangible results for women, youth and people with disabilities. With a more deliberate and sustained interaction with diverse partners including private sector and other non-governmental partners, the country programme works towards an integrated approach and mutual reinforcement of inclusive growth, environmental sustainability and democratic governance with exit mechanisms anchored on sustainable capacity development.

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<sup>24</sup> <http://zansea-geonode.org/>

<sup>25</sup> UNDP 2017. Country Programme Document for United Republic of Tanzania (2016-2021)

## 4.2 PROGRAMME PRIORITIES

26. The CPD is framed around three linked and mutually reinforcing strategic priorities: (a) inclusive economic growth and poverty reduction; (b) environmental sustainability, climate change and resilience; and (c) democratic governance. Pillar II on environment, climate change and disaster risk management contributes to UNDAF II Outcome on Improved environment, natural resources, climate change governance, energy access and disaster risk management supporting. The CPD is expected to realize the Strategic Plan Outcome 5: *Countries are able to reduce the likelihood of conflict and lower risk of natural disasters, including from climate change* (Table 1 and Figure 1). Specific projects designed under this pillar focus on climate change adaptation and mitigation initiatives such as promoting sustainable land management; building national and local capacity for law enforcement on illegal wildlife trade; watershed management; clean energy access; early warning systems and disaster risk management. It is meant to support the Tanzania Development Vision 2025 and Zanzibar Vision 2020 and its contribution to Sustainable Development Goals 2, 3, 6, 9, 11, 12, 13, 14, 15, 16 and 17.
27. From the CPD Results framework (2016-2021) (Table 1), the national priority or goal being addressed is: Effectively reverse current adverse trends in the loss and degradation of environmental resources. It contributes to UNDAF Outcome on: Improved environment, natural resources, climate change governance, energy access and disaster risk management. The CPD is expected to realize the Strategic Plan Outcome 5: Countries are able to reduce the likelihood of conflict and lower risk of natural disasters, including from climate change (Table 1 and Figure 1).
28. The CPD identifies challenges to successful implementation of the country programme as low capacity of national partners to match the ambitious development targets of Vision 2025 and implementation; the country's graduation to MIC status with the associated challenges of sustaining economic growth and addressing poverty and inequalities; and global developments and crises that could lead to resource reductions and economic instability. The country programme therefore places high emphasis on strengthening government's capacities for domestic resource mobilization and attracting government cost-sharing as a potential source of UNDP funding. The CPD recognizes the importance of building resilience against global financial and economic shocks. Indeed, UNDP, in collaboration with the World Bank, AfDB, Development Partners and research institutions, commits, through the CPD, to enhance national capacities for economic intelligence, policy and analytic work on the potential impacts of global developments and to identify and promote appropriate risk mitigation and expand fiscal space, including leveraging alternative sources of development financing from non-traditional sources.

**Table 1: Programme Priorities<sup>26</sup>**

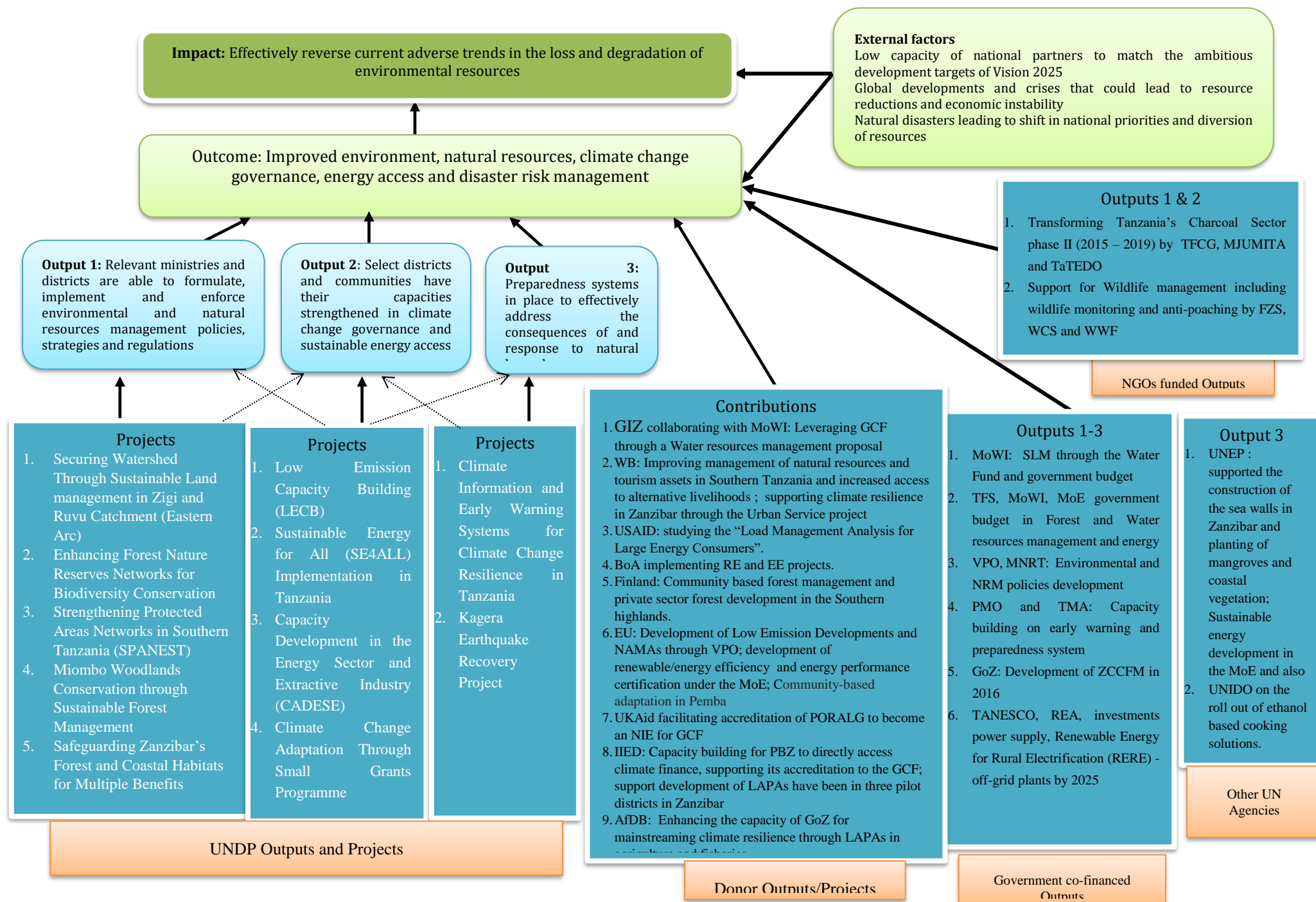
<b>NATIONAL PRIORITY OR GOAL:</b> Effectively reverse current adverse trends in the loss and degradation of environmental resources.	
<b>UNDAF OUTCOME:</b> Improved environment, natural resources, climate change governance, energy access and disaster risk management.	
<b>STRATEGIC PLAN OUTCOME:</b> 5: Countries are able to reduce the likelihood of conflict and lower risk of natural disasters, including from climate change.	
<b>Output 1:</b> Relevant ministries and districts are able to formulate, implement and enforce environmental and natural resources	<ol style="list-style-type: none"> <li>1. Securing Watershed Through Sustainable Land management in Zigi and Ruvu Catchment (Eastern Arc)</li> <li>2. Enhancing Forest Nature Reserves Networks for Biodiversity Conservation</li> </ol>

<sup>26</sup> Source: UNDP, 2017. Country Programme Document for United Republic of Tanzania (2016-2021)

management policies, strategies and regulations	3. Strengthening Protected Areas Networks in Southern Tanzania (SPANEST) 4. Miombo Woodlands Conservation through Sustainable Forest Management 5. Safeguarding Zanzibar's Forest and Coastal Habitats for Multiple Benefits
<b>Output 2:</b> Select districts and communities have their capacities strengthened in climate change governance and sustainable energy access	6. Low Emission Capacity Building (LECB) 7. Sustainable Energy for All (SE4ALL) Implementation in Tanzania 8. Capacity Development in the Energy Sector and Extractive Industry (CADESE) 9. Climate Change Adaptation Through Small Grants Programme
<b>Output 3:</b> Preparedness systems in place to effectively address the consequences of and response to natural hazards	10. Climate Information and Early Warning Systems for Climate Change Resilience in Tanzania 11. Kagera Earthquake Recovery Project

29. The UNDP's intervention logic is summarised in the outcome model (Figure 1) showing the causal logic of initiatives under this outcome being evaluated and the progress achieved/being achieved towards the three outputs and the contribution towards the impact. The outcome model demonstrates the different levels of the results chain projects, outputs, outcomes and the expected impact as well as the linkage with identified projects and cooperation with partners contributing to achievement of the outcome.
30. UNDP targets 28 districts that constitute highly degraded areas, aiming to reduce poverty through environmental conservation, employment creation and sustainable livelihoods and support for poor women and communities. Priorities include support to articulation of a strong national response to threats to natural resources such as deforestation, land degradation, loss of biodiversity and illegal wildlife trade. Support includes strengthening the capacity of relevant ministries and selected districts to formulate and implement environmental and natural resource management policies, strategies and regulations. This is being done in partnership with all the UN Agencies participating in the UNDAP including (among others) UNEP, FAO, UNIDO and WFP, key national institutions dealing with national parks and forestry and the wildlife and tourism sectors. UNDP intends to deploy its global and regional knowledge networks and South-South cooperation to achieve the planned results. Under this Pillar, it intends to strengthen the capacities of communities and local government authorities (LGAs) in climate change adaptation, mitigation and governance, taking into account men and women's different vulnerabilities to climate change. The projects through which the support is delivered are described briefly in the sections below.

Figure 1: Outcome Model



### 4.3 BRIEF DESCRIPTION OF PROJECTS THROUGH WHICH THE PILLAR IS IMPLEMENTED

#### ***Output 1: Relevant ministries and districts are able to formulate, implement and enforce environmental and natural resources management policies, strategies and regulations***

Under Output 1, a total of five projects were developed and implemented as follows:

31. **Securing Watershed through Sustainable Land management in Zigi and Ruvu Catchment (Eastern Arc):** This project was designed to remove the barriers hindering stakeholders in the water resources and related sectors from using sustainable land management technologies to address the drivers and threats to watershed services of the Uluguru and East Usambara Mountains of Tanzania. These mountains give rise to the Ruvu and Zigi Rivers respectively, form part of the Eastern Arc chain, and are amongst the most important catchment areas in the country. The project objective is thus “sustainable land management alleviates land degradation, maintains ecosystem services and improves livelihoods in the Ruvu and Zigi Catchments of the Eastern Arc Mountains in Tanzania”. Barriers are being addressed via two components, the first focussed on building institutional capacity and strengthening co-ordination amongst Water Basin Authorities and other relevant stakeholders, and the second on implementing practical Sustainable Land Management (SLM) interventions to address land degradation in forests, rangelands and farmlands, with the overall purpose of securing watershed services and improving livelihoods. The project began in 2016 and is expected to close in 2020. It went through a mid-term review in mid-2018.
32. **Enhancing Forest Nature Reserves Networks for Biodiversity Conservation:** The project was designed to remove the barriers hindering stakeholders in the forestry sector from addressing the drivers and threats to forests and biodiversity in the country’s Forest Nature Reserves. Direct threats to the forests include clearance for subsistence agriculture, charcoal production, timber extraction, wildfires and unplanned and unregulated mining. The two barriers identified by project design are: management deficiencies in the expansion planning and operational management of FNRs; and, insufficient funding allocated for improving the management of the sub-network of FNRs. The project objective was thus to expand, financially secure and strengthen the management effectiveness of Tanzania’s forest nature reserves network. Barriers are being addressed via two components – under component 1 (Consolidating and improving the management of the FNR network), the project will secure conservation status and boundaries of the six new FNRs by completing the gazettelement process; putting in place core staff, infrastructure and equipment of the six new FNRs; strengthening the governance of, and benefit sharing, in these new FNRs; and, improving the capacity of the Tanzania Forestry Service to plan and manage the six FNRs, as part of a wider network of Nature Reserves. Under component 2 (Strengthening the financial sustainability of the FNR network), the project will ensure that commercial development of tourism and recreational facilities and services in FNRs is implemented through public-private partnerships; effective marketing of the destinations, attractions, facilities and services in the Nature Reserves to target audiences; and, identify and test other income-generating activities in targeted Forest Nature Reserves. The project began in October 2015 and is expected to close in 2020. It went through a mid-term review in early 2018.
33. **Mainstreaming Sustainable Forest Management in the Miombo Woodlands Of Western Tanzania:** the project sought to safeguard the value of miombo woodlands, which are threatened by deforestation and degradation driven by settlers, land clearance and burning for agriculture, saw millers, the tobacco industry, charcoal producers, and climate change. The overall goal of the project was that “Sustainable Forest Management secures ecosystem and biodiversity values while providing a buffer to the Congolian rain forest, ensuring food security and sustainable livelihoods. The objective was to be achieved through the following components: The policy regulatory framework and institutional arrangements support Sustainable Forest Management Component; Strengthening skills and capacities for knowledge-based CBFM/JFM, integrated soil fertility management and the forest use planning; Adoption of sustainable charcoal and energy switching to reduce pressure on woodlands; and Markets and technology support expansion of livelihood options to reduce pressure on agriculture and natural resources and increase income in the pilot wards. The project’s initial focus was an area of 133,400 hectares covering which used to be 4 wards but now 13 in Kaliua, Urambo

and Uyui in Tabora region, and Mlele district in Katavi. The project initially targeted 12,530 households spread over 28 villages in the project area but because of administrative changes of districts and region it eventually benefitted 16,096 households in 42 villages. The project document was signed in May 2012, started in September 2013 and the proposed end date was December 2017 but was closed in June 2018. It went through a terminal evaluation in mid- 2018.

34. **Strengthening Protected Areas Networks in Southern Tanzania (SPANEST):** The Project was designed to increase the management effectiveness of National Parks in Tanzania in protecting biodiversity, and to provide for the long-term ecological, social and financial sustainability of that system as well as to be able to reduce anthropogenic pressures on the sites and secure biodiversity status within them. The focus was on the new and developing Southern Circuit of Tanzania's National Parks, reflecting the fact that the management effectiveness of National Parks in this region was sub-optimal, and that (relative to the Government of Tanzania's desired levels for this zone) tourism activity was low. Barriers the project sought to address were: a lack of proper connectivity between isolated PAs, for larger mammal movements and to buffer against climate change impacts, and; a lack of management capacity and financial planning to bring people to the area and to prevent the various threats to protected areas in the region. The Project Goal was to ensure the Southern Tanzania's biodiversity and ecosystem values are conserved and to provide sustainable benefit flows at local, national and global levels through the establishment of landscape planning mechanisms and enhanced operational capacity. This was done through two components, namely- Component 1 on integrating management of National Parks and broader landscapes in Southern Tanzania. This entailed the creations of an inter-sectoral district land management coordination mechanism between TANAPA, district authorities and the Wildlife Division (WD) that would also involve planning, implementing, and monitoring by key state and civil society partners on biodiversity management measures for the Greater Ruaha (37 000km<sup>2</sup>) and Greater Kitulo Kipengere (21 150km<sup>2</sup>) landscapes to secure Protected Areas, wildlife corridors and dispersal areas. Component 2 focused on providing operations support for National Park management in Southern Tanzania. The project provided funds for basic infrastructure and field equipment to improve accessibility, transport and tourism potential across the Southern Circuit Sites.
35. Implementation of SPANEST began in June 2012 and was concluded in December 2017 after a one year no cost extension was granted. It went through a terminal evaluation at the end of 2017; however, another 6 months extension was allowed to conclude elephant monitoring activity in Ruaha and close operationally in June 2018.

***Output 2: Select districts and communities have their capacities strengthened in climate change governance and sustainable energy access,***

36. Under Output 2, the following five projects have been designed and have been, or are under implementation:
37. **Capacity Development in the Energy Sector and Extractive Industry (CADESE):** The aim of CADESE was to enhance the national capacity in managing the energy sector and extractive industries by supporting the Ministry of Energy and Minerals (MEM) in strengthening both policy and institutional capacities. The project also aimed to enhance the capacity of the Rural Energy Agency (REA) in managing rural energy projects and programmes, thus enhancing access to energy in rural areas. This project was a demand-driven and results-based initiative to support the government of Tanzania in achieving the Big Results Now (BRN) initiative, implementing a UN Secretary General's Sustainable Energy for All (SE4ALL) initiative, and implementing and promoting an AU's initiative in Tanzania "the Africa Mining Vision (AMV)."
38. The project had four components; component 1 focused on developing the operational capacity of the MEM and REA to develop project proposals, implement and manage projects more effectively, including performing evaluation, monitoring, and procurement processes. Component 2 provided support to the Government of Tanzania to implement relevant initiatives of the Africa Mining Vision. The project assisted the development of Tanzania Mining Vision (CMV), which detailed the necessary programmes for implementing the AMV in Tanzania. Component 3 focused on generating and sharing knowledge on renewable energy technologies, tools, and systems. Under this outcome, the project built the capacity of REA officials by providing renewable



energy technologies, tools, and systems. They increased the use of GIS and GEOSIM, and gender mainstreaming in the energy sector. Component 4 focused on policy and legislation. It aimed at facilitating review of policies and regulations at MEM. The project began in 2012 and was closed in 2017. It went through a terminal evaluation at the end of 2017.

39. **Climate Change Adaptation Support through the Small Grants Programme:** The overarching goal of the project was to strengthen local capacity for implementation of climate change adaptation (CCA) actions through demonstrations of workable, low cost community-based initiatives for improved livelihoods and achievement of Millennium Development Goals (MDGs). The project thus aimed to support the implementation of early adaptation actions for local communities that are adversely affected by climate change impacts in selected areas of Tanzania. The project also focused on demonstrating successful community based climate change adaptation initiatives for people living in marginal areas.
40. The project expected to achieve its objectives by equipping communities with knowledge and technologies, which are appropriate for combating impacts of climate change on agricultural productivity, food security, water availability and rangelands. It was also expected to train 3 Local Government Authorities and 15 Village Authorities on integrating climate change adaptation in their development strategies as well as to mainstream gender in their climate change adaptation strategies. It aimed to provide support to approximately 10,000 people, mostly farmers and pastoralists in Iringa rural, Longido and Bahi districts, as well as district Councils such as Chamwino and Chemba in Dodoma, Ikung'i in Singida and Same in Kilimanjaro. It was designed as a three-year programme (2013-2015), but received several extensions up to June 2018. It went through a terminal evaluation in 2018.
41. **Sustainable Energy for All (SE4ALL) Implementation in Tanzania:** In line with the SE4ALL initiative and the national priorities, this five year (s) full-fledged programme is designed to enhance institutional capacity to attract investments in renewable energy and to advance energy efficiency in the country. This is expected to be achieved through provision of information exchange mechanisms, incentives for coordination and collaboration amongst relevant actors in the renewable energy and energy efficiency initiatives and activities. This is expected to increase the share of renewable energy in the country's energy mix. The project will also facilitate investment in RE generation while lowering the GHG emissions. The project was scheduled to start in July 2017 and close in June 2022. It is therefore still at the mobilization stage.

***Output 3: Preparedness systems in place to effectively address the consequences of and response to natural hazards:***

42. Two projects have been designed and implemented under output 3.
43. **Climate Information and Early Warning Systems for Climate Change Resilience in Tanzania:** The project sought to strengthen the climate monitoring capabilities, early warning systems and available information for responding to climate shocks and planning adaptation to climate change in Tanzania. This was to be achieved by enhancing the capacity of the Tanzania Meteorological Agency and two Water Basin Boards, to enable them to: i) monitor and forecast droughts and floods; ii) enhance efficient and effective use of hydro-meteorological and environmental information in decision-making processes of all relevant sectors of development, land use and livelihoods activities. The project was to provide the relevant technologies (Automated Weather Stations and associated software and hardware) and build capacity of the technical personnel to utilize the technologies. The project document was signed in December 2013. Implementation began in June 2014 and the project was extended to June 2018 when it was operationally closed. It went through a terminal evaluation in mid-2018.
44. **Kagera Earthquake Recovery Project:** The Tanzania-South Africa–UNDP Cooperation project was initiated to contribute to rehabilitation and reconstruction of schools and health facilities post the September 2016 earthquake, which destroyed houses, displaced people and left several communities vulnerable in the Kagera region. The goal of the project is to restore the learning environment and provide basic health services

to the affected communities. The project was expected to start in November 2017 and close in June 2019; however, there were some delays (Table 2).

45. **Enhancing Climate Change Resilience in Zanzibar:** This project address strategic gaps that are not considered by other development partners that are in line with the Tanzania UNDP II and the UNDP Tanzania CPD. The challenges include limited resilience to climate change, institutional coordination and governance capacity for adaptation planning and implementation among planners and practitioners and inadequate information for disaster risk management. The Zanzibar Climate Change Financial Mechanism designed by the GoZ has not been operational to address priorities identified in the ZCCS and MKUZA. The project goal is to promote climate compatible development in Zanzibar and aims to i) strengthen institutional capacity of the Department of Environment, and other key stakeholders; ii) increase the availability and use of meteorological and spatial information; iii) implement pilot activities on the ground in strategic sectors (i.e. tourism) and areas (i.e. urban); and iv) strengthen the capacity of the GoZ to mobilize and manage financial resources on climate change. The project implemented through the Second Vice-President's Office - Department of Environment began in August 2018 and is expected to end in December 2021.

**Table 2: Status of Implementation of the Projects in Pillar II**

<b>Project</b>	<b>Stage of Implementation</b>
Securing Watershed Through Sustainable Land management in Zigi and Ruvu Catchment (Eastern Arc)	Under implementation. Mid-term review conducted in Mid 2018
Enhancing Forest Nature Reserves Networks for Biodiversity Conservation	Under implementation. Mid-term review conducted in early 2018
Strengthening Protected Areas Networks in Southern Tanzania (SPANEST)	Project operationally closed in June 2018. Terminal evaluation conducted at the end of 2017
Miombo Woodlands Conservation through Sustainable Forest Management	Project operationally closed in June 2018. Terminal evaluation conducted at the end of 2017
Safeguarding Zanzibar's Forest and Coastal Habitats for Multiple Benefits	Project Preparation Grant (PPG) started in January 2018 (Project Initiation Document signature was on 4 <sup>th</sup> January 2018)
Low Emission Capacity Building (LECB)	No information is available on this project
Sustainable Energy for All (SE4ALL) Implementation in Tanzania	Prodoc signed 1st July 2017, implementation started in 2018
Capacity Development in the Energy Sector and Extractive Industry (CADESE)	Project closed. Terminal evaluation conducted in Mid 2018
Climate Change Adaptation Through Small Grants Programme	Project closed. Terminal evaluation conducted in Mid 2018
Climate Information and Early Warning Systems for Climate Change Resilience in Tanzania	Project closed. Terminal evaluation conducted mid 2018
Kagera Earthquake Recovery Project	Just starting; although Prodoc was signed in October 2018 after LPAC November 2017, LPAC meeting was held in July 2018
Enhancing Climate Change Resilience in Zanzibar	Just started, on 01 August 2018
Combating poaching and the illegal wildlife trade in Tanzania through an integrated approach	PPG completed and PRODOC Submitted to GEF SEC for final approval in October 2018.

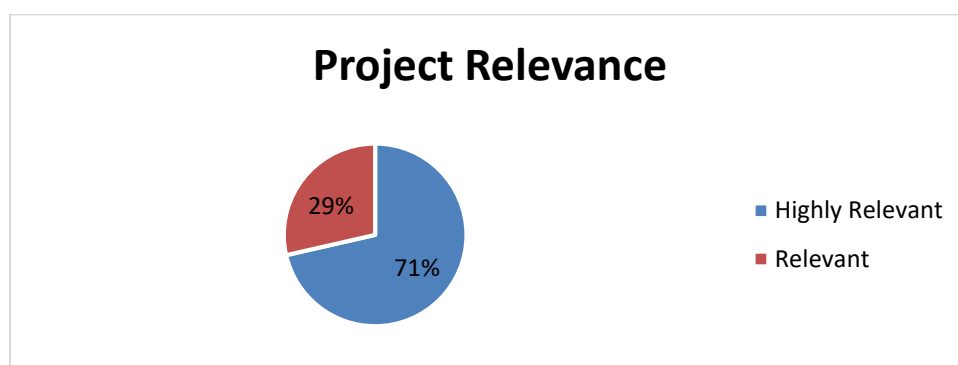
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## 5 FINDINGS

### 5.1 RELEVANCE

***Finding 1: Overall, the projects' (outcomes, outputs, and activities) were designed to address the development challenges identified in the country under Pillar II outcome; moreover, by and large all the projects remained relevant throughout the implementation phase, even where some changes took place in the development of the country.***

46. Design of all the seven projects reviewed ranked as satisfactory on the question of relevance to the country's needs, with good quality project documents, and objectives in line with the Tanzania national development priorities as well as with the Country Programme outcome on climate change, environment and resilience. The seven evaluation reports available to this review show that 71 percent scored highly relevant, 29 percent scored relevant, with none of the projects found to be irrelevant (Fig 2). All the stakeholders interviewed during the evaluation process confirmed that UNDP's projects under pillar II are in line with the countries challenges and objectives on environment, sustainability, climate change and resilience.



**Figure 2: Scoring on Relevance by MTR/TE for Seven Projects under the Outcome under Review**

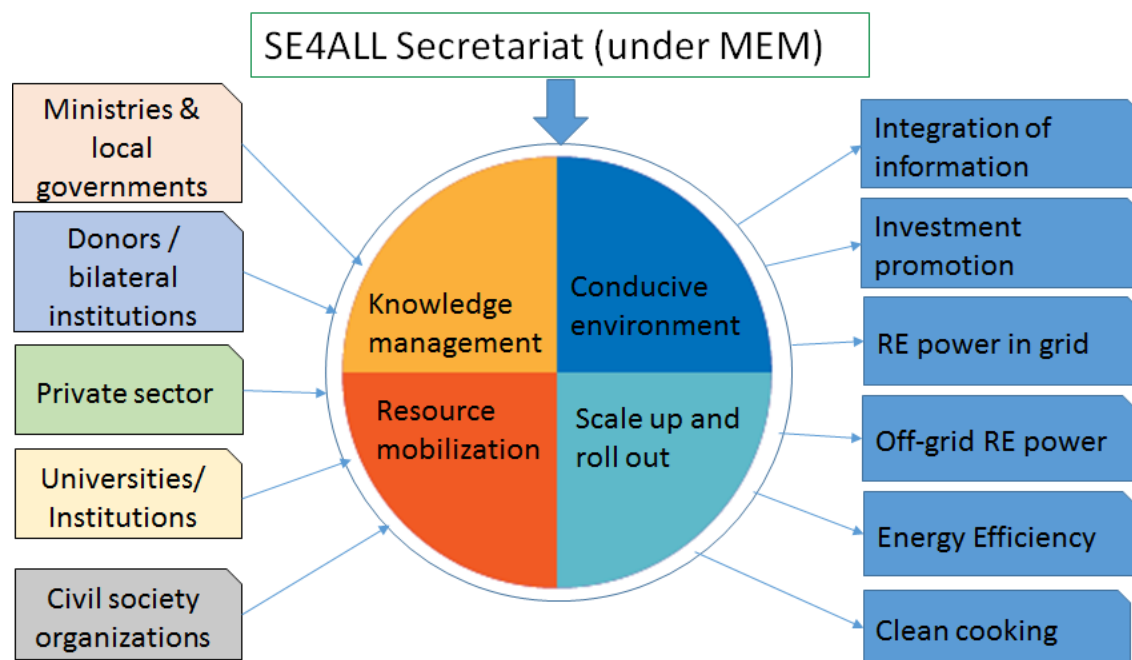
47. Evaluations of the three natural resources sector projects<sup>27</sup> (Output 1 projects) found that the projects were developed with clear and highly participatory analysis of the threats, root causes and barriers to the better use of natural resources to improve the state of the ecosystems and the livelihoods they support, they were in line with all the key policies relevant to the natural resources sector, and that they addressed urgent priorities identified in the country's key development and biodiversity policies and programs. The TE of the project on adaptation support through small grants programme similarly found that the project was relevant to various national policies, strategies and frameworks such as National Strategy for Growth and Reduction of Poverty II by then; National Environmental Policy of 1997; EMA 2004; Tanzania National Climate Change Strategy of 2012; Tanzania National Adaptation Programme of Action (NAPA) of 2007; Tanzania Five Year Development Plan 2016/17 – 2021/22. Stakeholders involved were from all levels (i.e. International, national and local). The MTR notes that the project was conceived in accurately way, clear and with a very high sense of responsibility towards the development challenges that face the people of Tanzania, providing the core

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<sup>27</sup> Strengthening the Protected Area Network in Southern Tanzania: Improving the Effectiveness of National Parks In Addressing Threats To Biodiversity Project; Enhancing the Forest Nature Reserves Network for Biodiversity Conservation in Tanzania and Securing watershed services through SLM in the Ruvu and Zigi catchments (Eastern Arc Region)

contribution toward adaptation to climate change, aligned to national priorities of food security, agriculture, water, economic growth and local development.

48. By increasing coordination and collaboration of government policies, initiatives, projects and programs currently being carried out in the country's energy sector the Sustainable Energy for All (SE4ALL) programme increases the relevance of all these initiatives (Fig 3). The initiatives being coordinated closely by the SE4ALL programme include (i) Second National Five Year Development Plan (2016/17 – 2020/21); (ii) Electricity Supply Industry Reform Strategy and Road map (2014- 2025); (iii) Power Sector Reform and Governance Support Programme – Phases II & III (PSRGSP II & III) (2015-2017); (iv) National Electrification Program Prospectus, Tanzania (2013-2022) and; (v) Power System Master Plan (2016-2040).



**Figure 3: Schematic Diagram of the Coordination Role of the SE4ALL Program**

49. The TE of the Strengthening Climate Information Systems project found that the project was relevant to the country's legal and development policy framework as it addressed a core issue that affects all sectors. Climate change has been given priority under section 75 of the Environment Management Act (EMA, 2004), and Disaster Management is also a priority under the Disaster Relief Coordination Act (1990) and the Disaster Management Strategy (2004).

***Finding 2: UNDP has, through the projects implemented within the outcome, played a key role in introducing the Government to the best global practices to promote partnerships for the SDGs:***

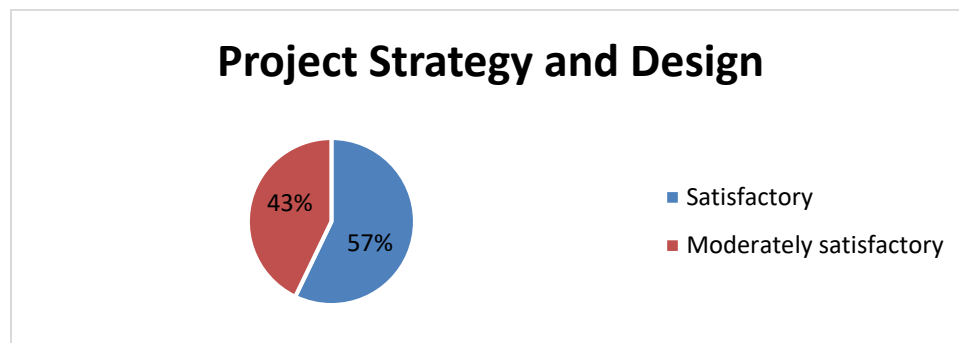
50. The evaluation finds that in general, formulation of all projects in Pillar II is informed by baseline assessments, including an analysis of lessons generated by similar projects. Although the project template for the older GEF projects (GEF 5 cycle) did not require an explanation of how the lessons have specifically informed formulation of any new projects, the newer ones (GEF 6 cycle) require a more in-depth analysis of lessons and a plan to link any project to those generating the lessons, including south-south triangulation. In addition, projects are required to have a knowledge management plan, ensuring that they also contribute lessons to other current and future projects.
51. The terminal evaluation for SPASNET project for example found that its formulation was informed by a number of studies undertaken in forestry and biodiversity conservation as well as lessons learnt from other projects implemented around the globe. It concluded that SPASNET had benefited from UNDP-GEF's past

work in forestry, SLM and biodiversity management in Tanzania, including the Eastern Arc Mountains, Selous-Niassa Game Reserve connectivity, the World Bank Marine and Coastal programme, the Kilimanjaro SLM project, the coastal forests project, the support to Tanzania National Parks, and the UN-REDD programme. Lessons were also drawn from other forest conservation activities in the area including the WB/DANIDA supported Community Forest Programme and the UNDP-GEF SFM projects worldwide. The MTR of the Forest Nature Reserve project similarly found that although there was no specific section of the Prodoc outlining the lessons upon which the project design was based, the design process benefitted from the extensive experience of UNDP, the government, civil society (including communities) and the private sector on formulating biodiversity conservation projects and on the management of the Forest Nature Reserves in particular. An important lesson learnt from previous interventions is that strengthening the network of Forest Nature Reserves as a whole is critical to improving management of the FNRs, thereby conserving the ecosystem and the services it delivers to the country and the global community (global environmental benefits). While other initiatives strengthened individual FNRs, none had addressed the needs of the network as a whole, a task undertaken by this project.

52. Signed in July 2018, the Enhancing Climate Change Resilience in Zanzibar project is one of the recent projects with a more rigorous system for learning and sharing lessons. The project has allocated funds to support the participation of representatives of the GoZ in international climate change conferences to ensure that Zanzibar has the chance to exchange with peers and other relevant international stakeholders and identify and seize opportunities for south-south and triangular cooperation. The project document states that the project is designed to benefit from UNDP's knowledge and expertise on climate change resilience in the region and in other developing countries. Indeed, the project is also designed to share its own lessons not only with the national stakeholders but also regionally and globally, using UNDP's network. The project identifies the project steering and technical committees as agents of promoting active exchange of information and knowledge amongst all project stakeholders, in the country and promoting sharing with international community.
53. All the stakeholders interviewed for this review acknowledged that bringing in new knowledge to project design, international technical support and sharing lessons are UNDP's added value to the country programmes on environment, climate change and disaster risk reduction.

***Finding 3: While newer projects are designed with an explicit ToC, the older projects did not have one; however, they all applied the logical framework analysis and had clear logic underpinning their design. These projects had a ToC reconstructed as part of either the MTR or the TE.***

54. In general, the intervention logic of most of the projects was sound; with appropriate linkages among all the project variables (problem, intervention areas, specific activities, outputs, outcomes and goal). Fifty seven percent of the seven evaluation reports available for this review scored as "Satisfactory" while 43 percent scored "Moderately Satisfactory" (Figure 4).



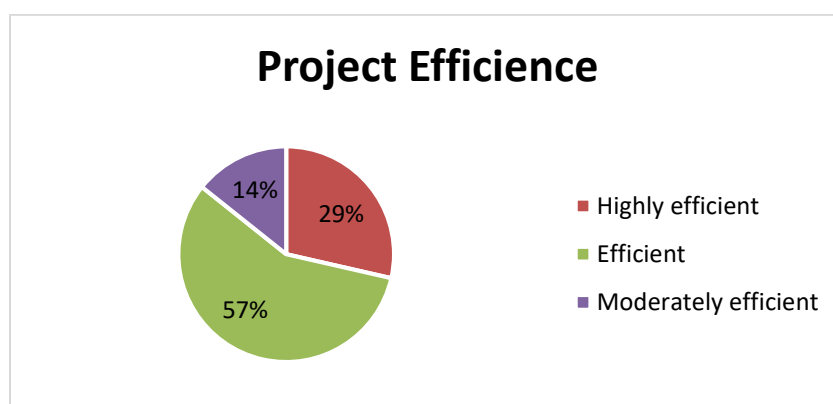
**Figure 4: MTR/TE Scores on Project Design for projects under Pillar II**

55. The MTR of the Forest Nature Reserves project found that the project strategy was designed to respond directly to the barriers hindering the stakeholders from addressing the drivers and threats to forests and biodiversity in the Forest Nature Reserves. These barriers were identified via a highly participatory process, informed by baseline assessments. Hence the project strategy and logframe were deemed satisfactory by the MTR. It added that the results and indicators formulated in the project document (outcomes, outputs, and targets) responded to SMART criteria, they were all relevant to the project's objective and are likely to be achievable within the 5 year timeframe of the project. Similarly, the Securing Watershed Services via SLM MTR reported that the project strategy was well designed and clearly articulated threats to the watershed services and the barriers to removing the barriers. The stakeholders, the institutional and policy environments were all clearly described and linked to the threats and barriers, hence the proposed project strategy was well founded and relevant to the challenges of securing watershed services and improving livelihoods.
56. Two projects were however deemed to be too ambitious in scope, given the resources availed. The terminal evaluation of the Capacity Development in the Energy Sector and Extractive Industries project found that it had designed very ambitious activities. Even though these activities were attached directly to a specific Responsible Partner, only 60 percent of the activities were fully implemented. The remainder were either not implemented or only partially implemented. Similarly, the MTR of the Securing Watershed Services via SLM reported that the project design had been weakened slightly by covering an extremely broad geographic area, over two basin catchments, resulting in a dilution of impacts that could be achieved at each basin.
57. The overall rating on relevance is “Highly Satisfactory”

## 5.2 EFFICIENCY

***Finding 4: Overall, the projects under the outcome have strong arguments on cost effectiveness (efficiency), largely based on consideration for alternative options to tackle the challenges, and adequately informed by best practices generated via both UNDP and government programmes. However, in most cases, the resources mobilized through the projects are only adequate to demonstrate best practices and technologies. There is still a significant gap in resources for upscaling the demonstrated practices and technologies to increase the impacts and advance the SDGs across the three outputs of the outcome.***

58. The seven evaluations available to this review reported that 86 percent of the projects scored “Satisfactory” or higher on efficiency (Fig 5).



**Figure 5: Ratings on Efficiency for Projects with MTRs and TEs**

59. The MTR finds that projects across the three outputs of the outcome adopt four strategies relevant to cost effectiveness: a) use of natural solutions such as improving delivery of ecosystems services to biodiversity loss, resilience of livelihoods and ecosystems; b) designing projects through highly participatory processes

that focus on community based approaches; c) use of limited donor funds to catalyse co-finance, where the donor funds demonstrate best practices and technologies to be upscaled through co-finance; and, d) projects implemented via a National Implementation Modality (NIM).

60. Tanzania is highly dependent on natural resources for its economic development and livelihoods of the largely rural population. The country is also gifted with a large variety of ecosystems, which offer a means of adaptation readily available to the population, particularly the rural poor. Given the low state of economic development and high levels of poverty in the country, the use of technologies to protect the natural capital, livelihoods and infrastructure from overharvesting and destruction by climate change will remain out of the reach of the majority for some time, making nature based solutions and adaptation a cost effective and important component of the country's strategies for resilient development. Healthy ecosystems provide drinking water, habitat, shelter, food, raw materials, genetic materials, barriers against disasters, natural resources, and many other ecosystem services on which people depend for their livelihoods. A healthy watershed for instance slows down the force of torrential rain, increases infiltration, and reduces soil erosion, the risk of landslides and flooding. Healthy wetlands mitigate seasonal flooding and provide habitat for many animals, fish, amphibians, reptiles and insects, many of which form part of rural diets. In addition, healthy ecosystems, such as forests, wetlands, grasslands and agro-ecosystems, have a greater potential to adapt to climate change themselves, and recover more easily from extreme weather events. Protecting these natural systems currently provides the most cost effective solutions to sustainable and resilient development.
61. The SFM for Miombo Woodlands project recognized that deforestation and forest degradation are the second largest global source of anthropogenic carbon dioxide emissions, and that reducing emissions from these sources is potentially faster and cheaper than reducing emissions from fossil fuel combustion, because it did not involve large-scale changes to existing infrastructure. The cost effectiveness of the project was therefore guaranteed via three critical functions the woodlands provided: maintaining carbon stocks; maintaining biodiversity and securing livelihoods.
62. Indeed, the project document for the Miombo woodlands argued that conserving the woodlands was the most cost efficient method of securing carbon stocks. In supporting the argument, the prodoc cited studies that had proven that although the woodlands are rich in biodiversity, carbon stocks and potential for supporting livelihoods, these properties are very easily lost once the woodlands are cleared, and are extremely expensive to replace. The opportunity costs of avoiding deforestation in eight Miombo Woodlands countries had revealed that it would cost between US\$1 and US\$2/t CO<sub>2</sub> to totally eliminate deforestation. To halve the emissions from deforestation between 2005 and 2030 would require a payment of between US\$10 and US\$21/t CO<sub>2</sub>; which would entail payments of between US\$17 and US\$28 billion per annum from developed to developing countries<sup>28</sup>. The SFM for Miombo Woodlands was designed to deliver direct emissions reductions of at least 1.7 million tCO<sub>2</sub>e at a Unit Abatement Cost (UAC) of 0.50/tCO<sub>2</sub>e which was significantly cost effective.
63. Integrated soil fertility management is critical since return on investment for inorganic fertilizer is often too low to sustain widespread use except for cash crops. The Securing Watershed Services via SLM, the Forest Nature Reserves and the SFM for Miombo Woodlands projects sort to mainstream integrated soil fertility management to increase productivity of the land already under cultivation; this would stem the need for clearing new land for agriculture, which is a driver of deforestation, land, forest and watershed degradation. Integrated soil fertility management offers a cost effective means of increasing the ability of forests and woodlands to provide services to both livelihoods and conservation, particularly when compared to the cost of physically rehabilitating the degraded watersheds, forests and fragile woodlands. When done right, this can accomplish conservation at a fraction of the cost of establishing, maintaining and keeping the communities away from protected areas and watershed sensitive areas. Boosting agricultural yields on existing farms is a more socially acceptable way of stemming forest loss than simply restricting agricultural expansion, because,

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<sup>28</sup> UNDP: Miombo Woodlands Project Document

in theory, it allows increased demand for food to be met without displacing forest loss or adding to the poverty of local people.

64. These measures become even more cost effective when they involve community participation. SPANSET and the SFM for Miombo Woodlands projects acknowledge that Protected Areas will for example only contain (and protect) a limited sample representation of biodiversity of the country. Majority of the biodiversity will always be outside the protected areas where the needs of the resident communities cannot be wished away; but where projects can build on the development needs, institutions and traditions of the communities to mainstream conservation friendly processes into the productive sector. Indeed, almost two thirds of Tanzania's 33.5 million hectares of forests and woodlands are on public lands. These projects support 'utilization-based conservation', necessary to complement protected areas and to ensure conservation of the majority of the biodiversity found outside of protected area boundaries, while improving the ecological integrity of ecosystems for the continued supply of goods and services necessary for human survival.
65. To reduce pressure from forest resources and reduce siltation in water bodies, the SFM for Miombo Woodlands and Securing Watershed Services via SLM projects both support community involvement in sharing costs and benefits of forest management and watershed rehabilitation, through the registration and empowerment of Village Forest Areas and Water Users Associations respectively. These local resource governance institutions enforce measures to protect riverine areas from direct siltation (planting perennial crops and other measures), to complement measures to reduce amount of wood being used directly (firewood) or indirectly (charcoal). The use of uniformed forces to protect forests has not been proven to work, due to a combination of reasons, chief among them, the low staffing levels in government structures, including the forest guarding sections; the opportunities for rent seekers, given the ineffective policing, the loss of access to benefits by communities, leading to disillusion which fuels further over exploitation. Banning charcoal production does not work in a country where more than 70% of its urban people don't have means to substitute charcoal or wood, due to the high capital requirement for the switch over to either electricity or gas, and where the police force does not have the capacity to enforce a ban. It however drives the charcoaling business into a chaotic, uncontrolled "black market" affair, where accounting for what is being harvested becomes less possible. Similarly, using engineering measures to protect the riverine areas from direct siltation can only be done on few strategic places; and, while this is indeed an effective measure, it leaves the greater part of the country's riverine areas unprotected. Engaging community participation in implementing measures to reduce the impact of community resources use on the natural capital without weakening livelihoods provide cost effectiveness benefits under the current circumstances of socio-economic development of the country.
66. Strengthening the resilience of small holder agriculture to climate change impacts and improvement of watersheds in Tanzania were identified in the NAPA as urgent and immediate adaptation priorities with the highest immediate cost-benefit ratio. Adaptation measures that involve massive engineering solutions and extensive use of technologies are beyond the reach of many rural communities. Output 3 projects focus on developing adaptive capacity and use of nature based solutions in combination with some soft engineering processes, to provide cost effective, practical and locally appropriate adaptation measures.
67. While acknowledging that the cost effectiveness of improved climate information and early warning system investments is difficult and irregularly undertaken, the Improving Climate Information project reported that in developed countries in general, the benefits of improved weather services to inform severe weather warnings exceed costs by an average of more than 10 times<sup>29</sup>. It therefore argued that there was potential for similar cost-benefits to be realised through investing in improved climate monitoring and early warnings systems in developing countries, including Tanzania. It estimated that benefits of improved hydro-meteorological information, production of early warnings and associated capacity building/development will be<sup>30</sup> between

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<sup>29</sup> Tsirkunov, V. and Rogers, D. 2010. Costs and benefits of early warning systems; Global Assessment report on Disaster Risk Reduction. The World Bank.

<sup>30</sup> Hallegatte, S. 2012. A Cost Effective Solution to Reduce Disaster Losses in Developing Countries: Hydro-Meteorological Services, Early Warning, and Evacuation. Policy Research Working paper 6058. The World Bank.



US\$ 300 million and US\$ 2 billion per year of avoided asset losses due to climate change-induced disasters; an average of 23,000 saved lives per year, which is valued between US\$ 700 million and US\$ 3.5 billion per year using the Copenhagen Consensus guidelines; and, between US\$ 3 and US\$ 30 billion per year of additional economic benefits<sup>31</sup>. This would give a total benefit estimated to be between US\$ 4 and US\$ 36 billion per year, against the estimated US\$ 1 billion total cost of improving hydro-meteorological services and producing the required warnings. The benefit-cost ratio is thus, on average for developing countries, between 4 and 36.

68. In addition, mobilizing partnerships for project planning and implementation yields cost effectiveness benefits. The SE4ALL project is based on strong stakeholder engagement (CSO, multilateral development partners, private sector, academia and research institutions) to secure collaboration amongst relevant stakeholders. It contracted critical results to capable partners; ensuring budgets were made available to each partner to implement their relevant outputs. In selecting this approach, several other options were considered but ultimately rejected for being less cost effective/innovative. These are use of government structures and staff alone or the use of CSO and private sector in facilitating communities to climate proof baseline programs. The approach chosen takes the best of both, and will ensure a partnership where the government creates the enabling environment for the active involvement of CSO and the private sector in advancing rural development. Use of government staff alone is not viable due to the low staffing levels; using project funds to fill up vacant positions would be possible, but in addition to the fact that this would be diverting funds from on-the-ground activities, these positions are unlikely to be sustained after the project ends. Use of CSO and/or private sector alone would probably be more cost effective than involving government, in the short term. This would however also pose sustainability challenges as these bodies will be unavailable to maintain the implementation of the extension package in the long-term, which is the role of government.
69. The GEF funded projects are implemented via a National Implementation Modality (NIM), which ensures cost-effectiveness in the following ways. In most of the projects, the GEF funds proved about a third of the total cost of the project, with co-finance providing the balance. Using the GEF funds to test and demonstrate best practices and technologies to be upscaled via co-finance is cost effective because, where the co-finance is available; it ensures support of tested and proven methods. Unfortunately, this co-finance is not always available, leaving a significant gap in the resources required to fully implement the initiatives under the outcome, limiting UNDP's contribution to advancing the sustainable development goals linked to environment, natural resources, and resilience.
70. Nevertheless, the arrangement has delivered cost effectiveness benefits. The seven evaluations available for this review reported that in general, the projects utilized existing office buildings of the relevant ministries, institutions and other stakeholders to reduce the cost of delivering the projects.
71. The overall finding on Efficiency is between "Satisfactory and Highly Satisfactory".

### **5.3 EFFECTIVENESS**

72. The outcome is being delivered through twelve projects; five under output 1, four under output 3 and two under output 3. Five of the projects have undergone terminal evaluations; three have been through mid-term reviews; four are just starting implementation (Table 2). The CPD expected the Pillar to be financed by a total of US\$ 31,900,000, which included \$8,900,000 to be mobilized by UNDP (from GEF and other sources), while the government and other partners would raise \$23 million as co-finance. The MTR however finds that the total funds mobilized to date by UNDP, in partnership with government, civil society and NGOs is US\$ 129,229,009. The amount includes \$ 23,787,952 from the GEF, US\$ 6,519,235 from UNDP core funds, US\$ 1,800,000 from the Tanzania Forest Conservation Group, US\$ 1,000,000 from the Eastern Arc Mountains Conservation Endowment Fund, US\$ 400,000 from the World Wide Fund for Nature, US\$ 400,000 from the Wildlife Conservation Society, US\$ 710,227 from the Government of the

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<sup>31</sup> UNDP 2012: Climate Information Project Document.

Republic of South Africa, US\$7,070,000 from private donors (Association of Tanzanian Tobacco Traders – US\$ 3,570,000 and Institute of Resources Assessment under REDD+ - US\$ 3,500,000 ), and USD 78,955,156 from the government and its partners (as a co-finance). Although the funds for the older projects in the portfolio (those closed and some under implementation) were mobilized before the start of the current Country Programme, they have all contributed to its implementation. Indeed, at MTR, UNDP, the government and their partners have mobilized about US\$ 16.9 million, which is more than double the target; they have mobilized a co-finance of \$ 23 million, which is very close to the target. Part of the additional funds is attributed to one additional project that was not in the CPD - Enhancing Climate Change Resilience in Zanzibar (\$ 1 million).

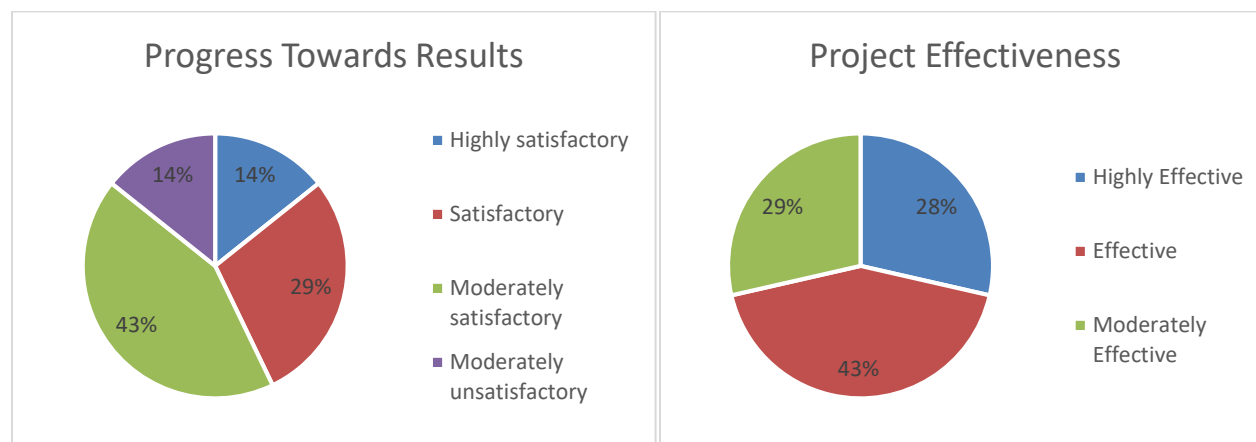
***Finding 5: Evaluation of the extent to which the projects are delivering outputs that contribute to the three Pillar II outputs as well as how those outputs contribute to the CPD Outcome is challenged by the weak link between the Pillar indicators and projects' indicators and limited monitoring and reporting at the Pillar and CPD levels.***

***Finding 6: Despite the above challenge, there is evidence of progress towards increasing capacity of the country (national government, Local Government Authorities, and communities) to reduce the likelihood of conflict and lower risk of natural disasters, including from climate change; however, additional resources (funds, partnerships) are needed to upscale the proven technologies and methodologies to significantly shift the barriers and contribute to the SDGs in the 28 target districts.***

73. The MTR finds that it difficult to map the rich and varied projects' results onto the Pillar II outputs due to fact that there is no detailed strategy explaining how the projects under the pillar would contribute to the pillar outputs and indicators, or higher level (CPD) outcomes. While the projects deliver results in many capacity building and demonstration aspects of management of the environment and natural resources, biodiversity conservation, adaptation, and disaster management, the Pillar indicators are limited to a narrower spectrum; and to quantities, largely of plans and strategies delivered within the narrowed spectrum, without providing mechanisms (indicators) to assess the effects of the capacity build and the utilization/implementation of the plans. The current sets of pillar indicators seem to encourage monitoring at the delivery of output level, thus limiting the capturing of contribution to the higher level results. This weakness is exacerbated by the fact that the ROAR has very limited information relevant to the review. Limiting monitoring to the output level minimizes the necessity of rigour in the interrogation of translation of outputs into results along the Results' Chain – hence the opportunity for identifying challenges early on in the process.
74. Linking the projects results to the Pillar II indicators was further complicated by the nature of UNDP's projects, which is not factored into the indicators. The Indicators provide targets as “changing the status of whole districts” – for example indicator 1.2: the number of districts with financial and sustainable environmental / natural resources plans and strategies (baseline 6; target 28). Many UNDP projects will demonstrate development of strategies in parts of one or two districts, with expectation that these initiatives will be replicated across the whole district. The replication may not necessarily happen within the lifetime of the project, and the review did not find a clear linkage between the monitoring systems of the CPD level with post project developments. Furthermore, there is no definition of the strategies – hence it is not clear what constitutes a financial or natural resources management strategy. The magnitude of these strategies or any room for measuring their quality. It is therefore difficult to make a make a judgement on how many districts and ministries can now be reported to have acquired new plans and strategies, and therefore what progress has been made towards the targets.
75. Judging performance along the Pillar II indicators is further complicated by the fact that some indicators did not have baseline and/or target values. One indicator (1.4) states -- % of land covered by forests in 28 targeted districts (baseline TBD; Target: 5% annually over the baseline) is highly ambitious; and the MTR Team questions the accuracy of the baseline value for indicator 1.3: Extent to which national monitoring system, surveys and census are in place to monitor progress on poaching reduction and wildlife crime (Baseline: No system in place Target: National system in place – see further discussion below). For these reasons, while data

from ROAR, MTRs and TEs show that all the projects are on track with the delivery of project-level outputs, it is difficult to link this level of performance to the Pillar indicators.

76. Nevertheless, 86 percent of the projects evaluated scored “Moderately Satisfactory” and above on progress towards results while 100 percent scored “Moderately Satisfactory” and above on effectiveness (with 71 percent scoring “Satisfactory and above”) (Fig. 6). The Paragraphs below summarize key achievements under each of the three outputs.



**Figure 6: Scoring on Progress towards Results and Project Effectiveness**

### 5.3.1 Key Achievements Contributing to the Outcome

***Output 1: Relevant ministries and districts are able to formulate, implement and enforce environmental and natural resources management policies, strategies and regulations.***

77. This output is to be achieved via five projects with a total budget of \$ 24,456,400.00 (GEF and UNDP, excludes other co-finance). The projects are: Securing Watershed Through Sustainable Land Management in Zigi and Ruvu Catchment (MTR mid 2018); Enhancing Forest Nature Reserves Networks for Biodiversity Conservation (MTR early 2018); Strengthening Protected Areas Networks in Southern Tanzania (SPANEST – TE end of 2017); Miombo Woodlands Conservation through Sustainable Forest Management (TE end of 2017); and, Safeguarding Zanzibar’s Forest and Coastal Habitats for Multiple Benefits (implementation starting). With two completed projects, two having gone through MTR and only one about to start, the portfolio for the output is relatively mature. The projects are supposed to increase the number of ministries (from three to ten) and districts (from three to twenty eight) with functioning sustainable environmental and natural resources management plans and strategies, establish national monitoring systems to reduce poaching and wildlife crime, and, increase land under forests by 5 percent annually for 28 districts.

***Indicator 1.1: Number of ministries with functioning sustainable environmental and natural resources plans and strategies (baseline 3; target 13)***

78. Under the Miombo woodlands project, twelve policies and legislations were reviewed for mainstreaming SFM into natural resources management. They are: National Agriculture Policy 2013; National Forest Policy of 1998; Forest Act of 2002; Wildlife policy of 2007; Livestock policy of 2006; Wildlife Act 2009; Energy Policy; Water policy; Environmental Management Act No. 20 of 2004; Land Act No. 4; Village Land Act of 1994; National Land Policy and National Environmental policy of 1997. Policy and legal gaps in relation to SFM were identified and recommendations made in the form of four policy briefs on Livestock, Agriculture, Forestry, and Wildlife. The briefs were submitted to respective Ministries for consideration. Although policy revisions had not been fully finalized by the time of the TE, the country has continued to review natural resources and environmental related policies. Indeed, the TE noted that Environmental Policy (Draft 2018) and the Forestry Policy (Draft 2018) were under the government endorsement process. It is therefore certain

that the recommendations will set the foundation for incorporating sustainable forest management principles in the other policies and legal frameworks in the continuing process of policy review.

79. UNDP also worked with the Vice President's Office - Division of Environment (VPO-DOE) to support the development and launching of the National Climate Change Strategy. This was followed by the development of the Nationally Determined Commitments (NDCs) in which the country identifies sectors which it will tackle to reduce emissions. Furthermore, in 2017, the government developed nationally appropriate mitigation actions (NAMAs) for 3 sectors. The sectors are: i) Transport – Promoting Low Emissions NAMA; ii) Energy – Sustainable Charcoal and Renewable Energy NAMA; iii) Waste Management – Waste Recycling NAMA. All three have been submitted for implementation in 2018. The country is however yet to establish the Green House Gases inventory system, intended to serve as a database for monitoring and updating the level of GHG emissions in various sectors. UNDP also assisted the government to access global financing for implementing priority actions of the National Adaptation Plan.

***Indicator 1.2: Number of districts with financial and sustainable environmental / natural resources plans and strategies (baseline 6; target 28)***

80. The Securing Watersheds via SLM project has already delivered four District Land Use Management Plans integrating SLM - for Morogoro, Mvomero, Mkinga and Muheza District Councils; from which sixteen 16 village land use management plans integrating SLM have been developed and approved by village and district authorities. The project has also delivered four District Land Use Framework Plans for the same districts (Morogoro, Mvomero, Mkinga and Muheza).
81. The SPANEST project facilitated the formulation of Business and Finance Plans for managing negative impacts of development in conservation sensitive areas of the Greater Ruaha and Greater Kitulo-Kipengere landscapes. It also facilitated the formation of Landscape Coordination Committees (LCC) for Njombe, Mbeya and Iringa regions, to oversee the implementation of these landscape management plans, operationalizing monitoring, reporting and enforcement measures. The TE of the project reported that the boundaries for Ruaha and Kitulo National Parks and Mpanga Kipengere Game Reserve were demarcated in highly participatory processes that involved communities around the conservation areas, clearing 345 kms and installing 550 beacons. Well demarcated boundaries enhance protection of the biodiversity (wildlife and plants) within the Parks and conservation areas. Furthermore, the project supported initial implementation of the landscape plans by improving operational capacity of the law enforcement Unit for Ruaha-Rungwa Ecological Zone which encompasses both the Greater Ruaha and Greater Kitulo-Kipengere landscapes. It also upgraded roads in RUNAPA to facilitate tourism development and promote income opportunities for adjacent communities.
82. Under the project, Njombe, Iringa and Mbeya regions customized the Tourism and Marketing Strategy for Southern Tanzania, which had been previously developed with the support of the UNDP. Implementation of these tourism strategies was kick-started with the hosting of tourism fair for the Southern circuit, jointly supported by public and private sectors. The event was informed by lessons from counterparts in the Northern Tanzania tourism circuit. To enhance the general capacities for the implementation of the strategies and plans, the project engaged in broad training of relevant stakeholders, including staff of protected areas, Ministry of Natural Resources and communities. Sixty four rangers from the RUNAPA, KNP and MKGR received training in professional walking safari guiding whereas 224 received training on operational subjects related to antipoaching tactics and techniques. There is more training of walking safari guiding coming up before project closure that will comprise.
83. The Miombo Woodlands project increased the number of villages with functional natural resources management by-laws from one to thirteen. The project also facilitated the formation of six cooperative societies namely, Ukolushima in Kaliua District, Kinumi in Urambo, Ibinolwa, Idema, Imimilo and Migumbi in Uyui District with total number of 321 participants (120 female, 201 male). The cooperative societies facilitate access to agricultural inputs in their respective areas; distributing 4,150kg of fertilizers, 811 kg of groundnuts

seeds, and 120kg sunflower seeds, distributed to 25 farmers in Kaliua alone. These measures increase food productivity and reduce pressure on forest resources in the Miombo Woodlands. These crops are envisaged to serve as alternatives to tobacco farming, which spreads widespread deforestation in Tabora region.

84. The Forest Nature Reserve project has delivered fully on 18 out of 25 end of project targets, registering a 72% delivery. The MTR reported that the project is on track to deliver on the remaining seven indicators. Notable achievements include gazettment of 6 new Forest Nature Reserves (one more than the end of project target), formulation of the tourism development strategy for all the six new FNRs, approximately 75% completion of construction of all the offices and Ranger Posts, completion of roads, footpaths and boundary marking and clearing, and completion of joint forest management plans (JFMPs) for all the 6 new FNRs. The JFMPs include eleven Village Land Forest Reserves registered in Mvomero district alone. To enhance the implementation of the plans and strategies, all conservators received training in accordance with the skills gaps identifying by a training needs assessment, including exchange and learning visits to relevant organizations. The project also increased the number of individuals from FNR-adjacent villages benefiting directly from tourism concessions/leases (construction and/or operational phases) to one hundred, from a baseline of zero.
85. On financial strategies, the UNDP projects have the objective of increasing funding for the resources management strategies away from projects to systemic mode (via government budgets and/or dedicated funds). This seems to have proven difficult for the projects under the pillar that had an outcome on increasing dedicated funding. The Securing Watershed Services via SLM project for example carried out a public expenditure review, that reported that estimated public expenditure for SLM related activities ranged from 0.5% -7% for the SLM sector ministries, and around 20% for sector departments at Local Government Authorities (with a 20.46% high for Muheza). SLM expenditure was 1.86 percent for Ministry of Agriculture and Livestock, 0.47 percent for the Ministry of Water and Irrigation, and 6.83 percent for Tanzania Forestry Service. The report recommended a minimum 3 percent allocation for ministries responsible for sectors that are directly impacted by SLM, and a gradual increase on a yearly basis to 5%.7%, 9% and 10% in a span of five years. It also recommended a minimum of 20% allocation by departments responsible for sectors that are directly impacted by SLM, with a gradual increase to 30% in five years. The MTR reported that although a great deal of work had been done on this outcome, there is no significant increase in systemic financing of SLM: although there was an 8% increase in SLM funds allocation by LGAs and aligned ministries involved in the project, this had not increased funding for SLM because the budgets had not been fully financed, and SLM competes poorly in times of budgetary shortfalls, even when relevant institutions include it in their budgets. Three funding proposals had been submitted to the National Water Fund, worth about US\$ 977,777.78<sup>32</sup>, 805,010 and US\$ 1,118,876. In addition, Tanga-UWASA nearly doubled its periodic contribution to one Water Users Association US\$ 44,400 to US\$ 80,000 under a payment for ecosystems services initiative. A proposed SLM Fund will not materialize due to a lack of legal provisions for its creation and also government's intention to harmonize existing interrelated Funds. Initiatives under way include development of a Water Trust Fund for Zigi catchment that will include private sector funding. GIZ through lessons learned from the SLM intervention is facilitating the Ministry of Water and Irrigation to develop a Project proposal that target the Green Climate Fund.
86. The Enhancing Climate Change Resilience in Zanzibar projects under its output 4 will strengthen the capacity of the GoZ to mobilize and manage financial resources for climate change mitigation and adaptation. This will include operationalization of the ZCCFM by supporting finalization of an operational manual,
87. The Forest Nature Reserve project experienced similar difficulties in raising funds to finance the newly established Forest Nature Reserves. By MTR (early 2018), it had raised over \$ 300,000 of additional ring-fenced funding from donors to support the implementation of the management strategies of the new Forest Nature Reserves. Income from joint ventures in the FNRs increased from a baseline of zero to US\$50,000 per year from income generating activities such as beekeeping, butterfly farming, fish farming and conservation agriculture (on farms adjacent to the FNRs). Although the amounts raised exceeded the project MTR targets,

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<sup>32</sup> Tsh 2.2 billion at an exchange rate of 2,250 Tsh to the US\$

the challenge is that, like in the case of the Securing Watershed Services project, they are insignificant compared to the total budgets required to implement these strategies. Indeed, the proposed innovative financing options including eco-tourism was yet to attract the necessary investments from the private sector, despite the fact that the project had developed eleven Subsidiary FNR Tourism Development Plans and a Tourism Concessions Manual, both of which were intended to create revenues from private sector engagement in eco-tourism.

***Indicator 1.3: Extent to which national monitoring system, surveys and census are in place to monitor progress on poaching reduction and wildlife crime (Baseline: No system in place Target: National system in place)***

88. The MTR questions the accuracy of the baseline for this indicator. As currently stated, it portrays the notion that there are no systems for surveying wildlife or monitoring wildlife crime in the country. Even though a formal and functioning system is yet to be operationalized, Tanzania has had a long history of conservation and strong institutions for both tasks, with technical and financial assistance from UNDP and other Development Partners. Several wildlife surveys have taken place. The country was part of the Africa-wide Great Elephant Census (GEC) of 2014, sponsored by Microsoft billionaire Paul G. Allen<sup>33</sup>; there was a wildlife census in Singita in 2013<sup>34</sup>; there was an aerial wildlife dry season census in Selous-Mikumi ecosystem in 2017<sup>35</sup>.
89. The Tanzania National Parks Authority (TANAPA) and Tanzania Wildlife Management Authority (TAWA) have active anti-poaching units. In 1998 the country established an inter-agency National and Transnational Serious Crime Investigation Unit (NTSCIU) with a mandate to address serious crimes including terrorism, human trafficking, poaching, albino murders, drugs trafficking and piracy. In 2014, the Government developed and approved the National Anti-Poaching and Illegal Wildlife Trade Strategy (NSCPIWT) and set up a formal Wildlife and Forest Crime Task Team (WCFTT). The WCFTT is composed of individuals designated by relevant Government conservation agencies (TANAPA, TAWA, NCCA, TFS), and additional person(s) who may be seconded from other organs/agencies, under the leadership of the Assistant Director for Anti-poaching in Wildlife Department. In 2016, the WCFTT and the inter-agency National and Transnational Serious Crime Investigation Unit (NTSCIU) set up a National Task Force on Anti-Poaching (NTAP) to enhance coordination and intelligence-led joint anti-poaching activities, working under the National Wildlife and Forest Security Committee (NWFSC), which is the most senior organ in the chain of command for the overall operation of strategic directions including the Standing Operating Procedures (SOP) for investigators and prosecutors for Wildlife and Forestry Crimes<sup>36</sup>. Since 2014, collaboration between Wildlife Division and NTSCIU has increased in terms of joint operations focused on addressing poaching and illegal wildlife trade through intelligence-led investigations and crackdowns<sup>37</sup>. Through the lessons learned from effective joint forest and wildlife operations, the Forestry and Wildlife sectors are transforming into a para-military management system that include the management of FNRs supported under the Enhancing Forest Nature Reserves Networks for Biodiversity Conservation project.
90. Tanzania is also actively collaborating with other countries in the region to ensure ecosystems approach to conservation, including implementation of anti-poaching initiatives. The country is a party to the African Elephant Action Plan (2010), the Yaoundé Declaration on the Anti-Poaching Campaign in Central Africa (2013); and the Marrakech Declaration, a 10-point action plan to combat wildlife trafficking, launched by The African Development Bank and WWF in 2013. The country hosted the Arusha Summit to stop wildlife crime

<sup>33</sup> <https://news.nationalgeographic.com/2016/01/160104-great-elephant-census-vulcan-paul-allen-elephants-conservation/>

<sup>34</sup> <https://singita.com/general/wildlife-census-2013/>

<sup>35</sup> <https://fzs.org/en/news/press-releases/aerial-wildlife-census-selous-mikumi-ecosystem-starts/>

<sup>36</sup> UNDP 2018 – Project Document for the support of Implementation of the the National Strategy to Combat Poaching and Illegal Wildlife Trade in order to Reduce Poaching and Wildlife Crimes

<sup>37</sup> In 2015, a total of 803 suspects of ivory trading were investigated, resulting in 203 convictions (EIA 2016 IWTP Report Tanzania). This included high-level arrests and prosecution of poachers and traffickers, such as the notorious “Ivory Queen” Yang Feng Glan and “The Devil” Boniface Matthew Mariango. Also see: [www.thecourant.org/single-post/2017/05/07/Turning-the-Tide-Against-Poaching-Lessons-from-Tanzania](http://www.thecourant.org/single-post/2017/05/07/Turning-the-Tide-Against-Poaching-Lessons-from-Tanzania)

and advance wildlife conservation in 2014, which resulted in the Arusha declaration on ways to continue the fight against wildlife and environmental crimes. The indicator should be rephrased to capture the varied results being achieved.

91. Nevertheless, under the Pillar, UNDP and the Government have mobilized a US\$ 6,354,587 (GEF \$ 5,354,587, UNDP \$ 1,000,000) to boost the implementation of the National Strategy to Combat Poaching and Illegal Wildlife Trade (NSCPIWT) (adopted in 2014). The project will strengthen legislation and capacity to tackle poaching and wildlife trafficking at landscape and national levels, strengthen collaboration between wildlife managers and wildlife hosting communities, increase incentives for community conservation in selected areas and enhance collaboration to fight IWT between Tanzania and neighbouring countries. The project document is ready for submission to the GEF.
92. In addition, the SPANEST project improved engagement between Protected Areas Management bodies (Ruaha National Park and the Mpanga Kipengere Game Reserve, Ministry of Natural Resources) and respective adjacent communities through operations of the Landscape Community Conservation Units, which has members from the Protected Areas and District Councils. The units increase the efficiency of delivering conservation education by cutting down operation costs and drawing together different skills and knowledge. The improved relations led to establishment of Voluntary Community Based Wildlife Protection groups in 4 villages. The TE of the project reported that these groups contribute to implementation of the landscape conservation plans by controlling problem animals in their villages (in liaison with the adjacent protected area managers), apprehending poachers in their villages and confiscating weapons and trophies. They also provide information on illegal activities, leading to faulting planned illegal activities in and outside PAs and apprehending poachers. Improved collaboration also led to the formation of community based conservation education groups, which are delivering conservation awareness and education in support of the implementation of the landscape management plans. In the Greater Ruaha Landscape alone, the conservation education groups conducted awareness campaigns in 9 villages in Manyoni district in collaboration with the Tanzania wildlife Authority (TAWA), teaching various conservation topics and informing communities on how to collaborate with the conservation authorities.

***Indicator 1.4: % of land covered by forests in 28 targeted districts (baseline TBD; Target: 5% annually over the baseline)***

93. Without a baseline, it is difficult to assess the progress made on the indicator. In addition, it is unlikely that the target of 5 percent increase in forest cover annually can be achieved scientifically and with the budget allocated to the programme. Afforestation programs, even where it is done via protection of degraded forests for natural regeneration is expensive. Nevertheless, there has been some progress in protecting forests. The terminal evaluation of the SFM for Miombo Woodlands project reported that SFM principles had been mainstreamed in 290,788.3 ha<sup>2</sup> in four districts within Katavi and Tabora Regions; surpassing the end of project target for mainstreaming SFM into productive systems in order to protect forests in 133,000ha. The management plan for North Ugalla was about to be approved, bringing another 278,423 ha under SFM. This would also lead to 22.5% of the total forests within Katavi and Tabora Regions under SFM (out of a land area of 1,291,791.2 ha). Another 522,454 ha natural regeneration management were up-scaled with the involvement of tobacco companies creating private forests. Species index improved by 11 percent in six years for degraded forest patches around the villages.
94. The Securing Watershed Service via SLM project has promoted improved land management and afforestation of riverine areas in two districts. The MTR reported that 22,143 ha have been put under improved management (4,727 ha of agriculture land, 15,452 ha of rangeland, 917 ha of forest land outside the protected forest and 1,047 ha of protected forest). A total of 8,000 Seedlings have been planted over an area of 207 ha to encourage and catalyse natural regeneration (7,000 in Zigi catchment 1,000 in Ruvu). Three hundred permanent beacons have been installed in strategic places marking the sixty meter radius of the river channels, which are being planted with trees and/or tree crops. This protects 152 hectares (101 ha in Zigi and 51 ha in Ruvu) of river

buffer with about 31,830 surrounding community members sensitized on protection of reserved land. In Zigi catchment, about 30 sites in 8 villages have been replanted with 5,400 tree seedlings of natural species including *Allanblackia* spp, *Newtonia* spp, *Tabana*,spp, *Beilchmedia* spp and *Draceana* spp., covering an area of 225 ha outside the protected forests.

95. The Securing Watershed Service via SLM project also introduced income generating activities for communities residing along the river banks, to reduce pressure on the riverine forest (and secure watershed services). The MTR reported that two fish-farming groups have been established with a total of 63 members (50 male, 13 female) and provided with improved fish ponds whose capacity can produce 27 tons of fish per year with a local market value of 175 million Tanzanian Shillings. In Ruvu catchment 350 members (266 male, 124 female) from 9 groups and 5 Water Users Associations have established beekeeping learning sites, with a total of 360 beehives. In addition, the project has demonstrated sustainable livestock practices that keep cattle outside the river channels. About eight percent of livestock keepers are adapting sustainable rangeland management practices; three cattle water troughs have been constructed in Zigi catchment, serving 88 families of livestock keepers with a livestock population of 4,600 which previously negatively impacted 150 ha of riverbanks. Three village (Mashewa, Kimbo and Shebomeza) community gravity water projects have been completed; providing these communities with clean water away from the river bed. These measures promote the recovery of the degraded riverine forests.

***Output 2: Select districts and communities have their capacities strengthened in climate change governance and sustainable energy access***

96. This output was to be delivered via four projects with a total budget of \$ 16,113,329.00. The projects are Low Emission Capacity Building (LECB); Sustainable Energy for All (SE4ALL) Implementation in Tanzania; Capacity Development in the Energy Sector and Extractive Industry (CADESE) and Climate Change Adaptation through Small Grants Programme.

***Indicator 2.1: Number of districts with plans and strategies for enhanced resilience to climate change impacts (Baseline: 5; Target: 28)***

97. The CADESE project increased awareness and understanding of the linkage between climate change and human development for local communities by implementing climate change awareness programmes in 22 villages, surpassing the target by 7 villages. The project also demonstrated practical ways of adaptation in agriculture, livestock management and water sectors by implementing demonstration projects responding to locally identified vulnerable segments in Ruaha, Longido and Bahi Districts. The demonstrations included the upgrading of 100 livestock kraals (bomas) to avoid predation while increasing density of trees in the grazing lands, introducing profit oriented irrigated agriculture using solar PV system among 4,000 Agro-Pastoral households, and demonstration of soil and water conservation measures for mitigation of the negative impacts of climate change in six different interventions in Same District. The interventions are: (i) Construction of micro catchment (Ndiva) with a capacity to hold more than 400 cubic meters and lining 100 meters of water canal in Irete Vusini Village; (ii)Construction and lining of 1Km long canal from the water micro catchment in Hekapombe village; (iii) Rehabilitation of 600 cubic meters water micro catchment in Kwakazumbe area; (iv) construction of aqueduct that connects and allows water to flow from the Kiasa water micro catchment to an area where 70ha are being watered; (v) Rehabilitation of a charcoal dam in Ndaravoi area; and (vi) rehabilitation of a water canal in Mporomoko area. The project has facilitated the implementation of more than ten projects in various areas and these have been implemented in a participatory manner. Facilitated interventions by the project were on water, agriculture, livestock and rangeland management.

***Indicator 2.2: Number of women in the targeted districts benefiting from climate change initiatives***

98. Although the Miombo Woodlands project is not listed as a contributor to this indicator in the outcome strategy, it did contribute greatly to increasing resilience of agriculture and livelihoods, by demonstrating and supporting



the adoption of improved climate smart agriculture. The TE reported that the use of modern climate smart agricultural practices such as proper spacing, good choice of seeds and crop types, localized water conservation practices, application of pesticides and timely weeding, were not popular before the project. Through demonstration plots and farmer-field schools coupled with participatory research, adoption rates increased significantly, leading to a jump in yields of maize, sunflower and groundnuts by 85, 88 and 56 percent respectively. While the report does not differentiate between gender, it is clear that a great number of women benefitted from the increased productivity, since they are largely responsible for preparing food for families.

***Indicator 2.3: Number of new development partnerships with funding for improved energy efficiency and/or sustainable energy solutions targeting underserved communities /groups and women<sup>38</sup> (Baseline: TBD; Target: TBD)***

99. Without a baseline or a target, it is difficult to assess the achievement under this indicator. It however seems that the indicator will be delivered through the Sustainable Energy for All (SE4ALL) project, which has just started implementation (Project Document signed in July 2017). The project aims to catalyse increased investments in sustainable energy sector in order to accelerate sustainable energy initiatives, by strengthening stakeholder collaboration using stronger capacities and knowledge management to support collaboration.
100. Although the Miombo Woodlands project is not listed as a contributor to Output 2, it has contributed towards the adoption of energy efficient systems in Uyui, Mele and Ulambo districts. The project facilitated the formation of ten sustainable charcoal associations and promoted the use of alternative materials for charcoal production such as saw dust; crop residual and charcoal chips on small manual and electric extruders. In addition, the project procured 983 improved cooking stoves, which were distributed to 24 institutions and 959 households. The project also supported the purchase of a briquette machine for a youth group in Uyui. The project also supported the installation of 4 bio-latrines in 4 institutions. The TE reported that Tabora Girls Secondary School reduced wood consumption by fifty percent (from 1,008,000 Kgs per year to 672,000 Kgs) following the installation of the bio latrines in 2015. This reduced expenditure on firewood from 40.32 million TZS to 26.88 million TZS per year. The Miombo Woodlands project also enhanced the skills of the extension staff and land users in climate resilient SFM. Out of the 30 staff in the line ministries of forestry, agriculture and trade in the regions of Tabora and Katavi, 19 (63.3%) received skills enhancement in climate resilient SFM while 5913 (38%) out of 15684 land users in the project sites also had their skills enhanced.
101. The Securing Watershed Services via SLM project also contributed to improved energy use in households, even though it had not been listed under the output. In Zigi Catchment, the project demonstrated use of alternative energy sources and fuelwood efficient stoves; 80 energy saving stoves installed in 7 villages catalysed construction of over 950 stoves on demand from inspired households in the villages and surrounding communities. These stoves have efficiency of 50 to 65%, cutting firewood demand drastically.

***Indicator 3.1: Number of districts with early warning systems for man-made and natural hazards; Baseline: 2. Target 28***

102. UNDP support has been key in strengthening institutional capacities to use weather data to forecast accurately and prepare standard operating procedures for responding to climate related disasters. The Climate Information project has strengthened the capacity for climate monitoring, predicting weather and flooding events and disseminating information in early warning systems for the whole country, albeit marginally. The project constructed twenty hydrological stations (10 in Pangani basin, 5 in Pangani basin and 5 in Ruvuma basins) and fifteen mini Automatic Weather Stations (10 in Ruvuma Basin, 5 in Pangani Basin). This has increased the availability of real-time hydrological and river flow data for the country's major rivers in Pangani

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<sup>38</sup> VPO Tanzania Meteorological Agency PMORALG MoW, MoF, Ministry of Energy and Minerals Rural Energy Agency CSOs 12 DP/DCP/TZA/2 /14 15-20971

and Ruvuma Basins. The project procured one server and 2 field computers for each basin to support data storage and transmission. It also established a national integrated database for climate and hydrology information, which is providing a central, unified and coordinated information sharing platform for the stakeholders in the climate monitoring system. It established a Memorandum of Understanding for enhancing the collaboration in the management and operation of hydro-meteorological stations including data sharing between Ministry of Water and Irrigation and Tanzania Meteorological Agency. However, the project did not complete implementation of the flood modelling and forecasting components, reducing the usefulness of the increased hydrological data in the flood early warning systems.

103. The Climate Information project also installed 36 new automated weather stations, rain gauges, river gauges and hydro-met stations in the same river basins. The stations are connected to a server in Dar es Salaam and transmission of data to TMA is made hourly. While this has increased the extent of the country coverage by automated weather stations, neither the project reports nor the TE quantifies the change in coverage. The project also piloted ground interventions in five divisions in two districts; Liwale Arumeru districts, where it distributed 200 smart phones to smallholder farmers and connected 810 smallholder farmers with the “farmer SMS system”. The TE reported that these activities have increased the reach of the early warning system in the pilot areas by about 70%. The terminal evaluation however highlighted the fact that this increase in connectivity is yet to make a difference to the quality of information reaching stakeholders for decision making. By the time of the evaluation (mid 2018), there had not been effective use of the newly created early warning information dissemination network. For example, the system had sent only 3-4 messages to the target beneficiaries since its establishment in March 2017.
104. In addition, the Climate Information project produced the policy briefs for Liwale and Arumeru districts on the impacts of climate change on local development, summarizing climate scenarios and flood forecast covering Ruvuma and southern Coast River Basin and Pangani River Basin. Working with Local Authorities, Basin Authorities, Ward and District Councils, the two districts have updated local land use plans, district strategic development plans and district budget plans, to mainstream climate risks in line with the climate information provided by the project.
105. To enhance utilization and maintenance of the new systems, the Climate Information project developed Standard Operating Procedures for the collection of observational data to support data collection; trained six Meteorological Engineers from Tanzania Meteorological Agency, 2 hydrologists from Ministry of Water and Irrigation, and 14 IT specialists from Prime Minister’s Office, Ministry of Water and Irrigation, Ministry of agriculture, Tanzania Meteorological Agency(TMA), Pangani Basin Water Board and Ruvuma River and Southern Coast Basin Water Board.
106. The Securing Watershed Services via SLM project has provided two mini automated weather stations (measuring Temperature, rainfall, relative humidity, wind speed and wind direction) in Zigi, one in the upstream at the National Institute Malaria Research (NIMR) and the other station installed downstream at Mabayani Dam. It has also increased capacities for monitoring river flows for Zigi and Ruvu, which contributes to hydrological monitoring and flood warning systems. The project rehabilitated 15 river gauging stations for river flow monitoring in Ruvu and Zigi catchments, and boosted GIS capacity of the National Land Use Planning Commission (NLUPC), including GIS software licences for 3 users, 2 GIS processing heavy duty computers and 1 Map/Graphic printer (with capacity of printing A3 size). Sixteen people have been trained on GIS and its use as decision making support tool (14 male and 2 female from NLUPC, Ministry of Minerals, Basin Water Boards, Ministry of Water and Irrigation and LGA). The MTR reported that these initiatives have improved Wami/Ruvu and Pangani Basin data collection and processing capacities since the start of the project.

***Indicator 3.2: Number of women prepared to minimize consequences of disaster***

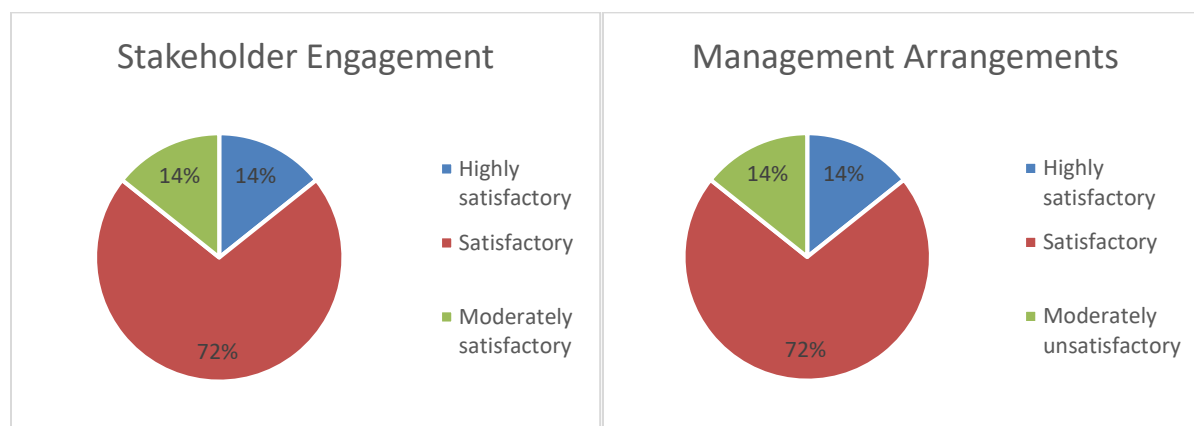
107. Through UNDP’s support, measures to address gender inequalities were put in place by supporting women to access energy and strengthen their livelihoods. Women were enabled to start income generation activities such as vegetable gardens and livestock keeping through the use of solar and wind-powered pumps. The new

project on Anti-poaching will promote greater involvement of women, taking a gender inclusive approach to encourage involvement of the traditionally less vocal groups (i.e. youth groups) in activities. Involvement of women in building their capacities through the use of sustainable land management techniques in the Miombo Woodlands and the Zigi and Ruvu watershed helped them to protect their woodlands and water sources respectively, reducing vulnerability. Provision of alternative farming has empowered women economically and also reduced pressure on the forests in Miombo woodlands while the use of modern stoves as alternative energy source helps to conserve the forests. During CPD implementation, UNDP work on energy access and disaster risk management, through its downstream work with Civil Society Organizations, supported nine communities in renewable energy access initiatives to enhance livelihood of climate-vulnerable villages. An estimated 27,000 people, 50% of them women, benefitted from the initiative. These initiatives promote women empowerment, involvement and their contribution to protection of natural resources and adaptation to climate change.

108. The Strengthening Protected Areas Network in Southern Tanzania (SPANEST) project supported the construction of a cultural business centre for Maasai women in Iringa which has improved the livelihoods of the women and empowered them economically. The project trained thirty rangers on the walking safaris, two of whom were women. Although not directly contributing to this indicator, the FNR had establishment and facilitated functioning of Village Savings and Loan Associations (VSLA) with (60% women) finance, alternative initiatives including climate smart techniques and practices, leading to increased productivity and increased income for the farmers.

***Finding 7: The factors that contributed to achievement of the pillar II Outcome include high levels of stakeholder participation during planning and innovative implementation arrangements, close alignment of the projects to the government priorities, and UNDP’s recognized leadership in the environment, climate change and disaster risk reduction work in Tanzania. Inadequate assessment of risks, limited co-finance and weak monitoring and evaluation had negative effects on effectiveness.***

109. High levels of stakeholder engagement: The MTR finds that all the projects in the Pillar were designed in a highly participatory process and scored fairly highly on stakeholder engagement during the implementation process (Fig. 7).

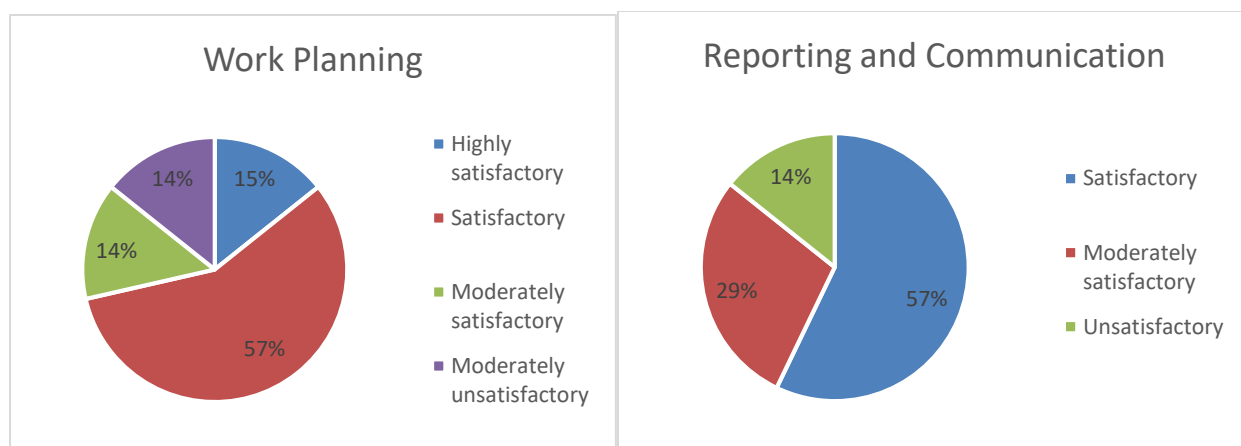


**Figure 7: Stakeholder Engagement and Management Arrangement Contributed Effectiveness**

110. The MTR finds that all the design of all the projects was informed by a stakeholder analysis which identifies key stakeholders and assesses their prospective roles and responsibilities. This information is used to formulate stakeholder participation plans, which guide project implementation.
111. The MTR of the Securing Watershed Services via SLM reported that the key stakeholders identified during the project planning process were relevant in terms of their direct engagement in the implementation as well as facilitating realization of the planned outcomes. The PCU had developed and leveraged the necessary

partnerships both at the national level and also within the basins and catchment areas including working with Ministries, Departments and Agencies (MDAs), Local Government Authorities (LGAs), NGOs/CSOs. The national levels MDAs had facilitated policy and strategic guidance (i.e. on sustainable financing, interpretation of laws in integrated land uses) while the LGAs, Civil Societies and communities had been engaged in field level implementation such as the land use planning, formation of Catchment/sub-catchment Committees, Water User Associations and resources user groups.

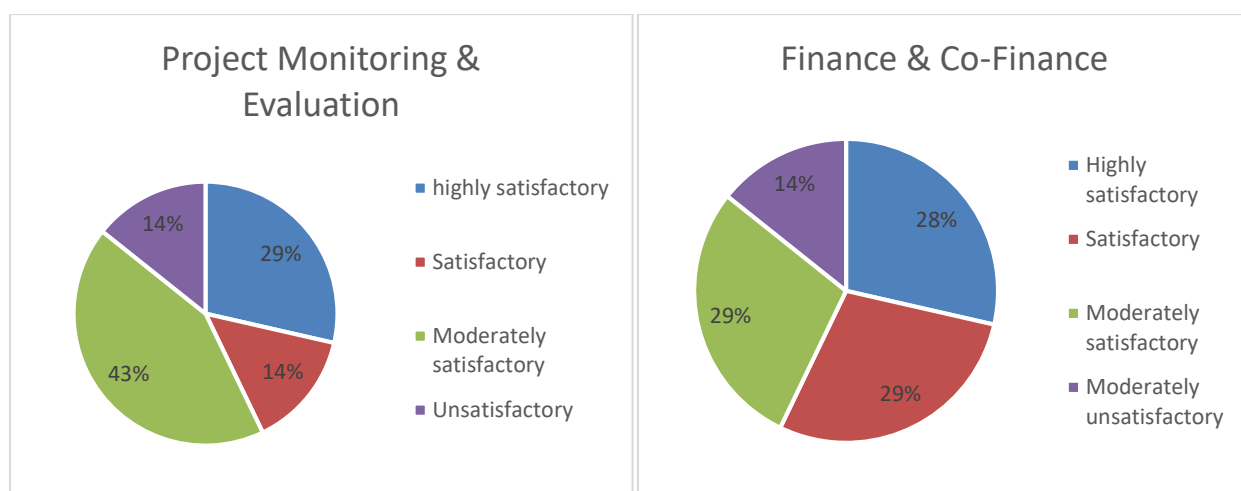
112. The TE of the Climate Information project found that important stakeholders had been identified during the planning process and included key partners for project implementation and the beneficiaries. It also found that the Project Steering Committee was a main tool for stakeholder engagement into the project planning and implementation, recognizing that the PSC included representatives from all the relevant stakeholder groups. The MTR also finds that the implementation arrangements adopted by the projects in the Pillar contributed greatly to successful implementation (Fig. 7). All the projects are implemented through the National Implementation (NIM) modality, where the lead implementing agency is the Ministry, Department, Agency or Local Government Authority most relevant to the issues addressed by the projects. These entities house the Project Management or Coordination Units while UNDP provides a technical backstopping, including M&E, and funds management. The Project Management/Coordination Unit is often manned by staff of the parent institution seconded to the project, and are supported by a Project Board/Project Steering Committee (PSC) that provides strategic decision-making and overall guidance and direction in decision making. The role of the Project Management Unit is to coordinate implementation with all other relevant institutions, ensuring that the various project initiatives are mainstreamed into the relevant institutions' programmes, for sustainability. This model has worked well for the projects in the Pillar, promoting innovative partnerships and co-finance.
113. The TE of the Community Based Adaptation project found that the partnership strategy for the implementation of the project was appropriate and effective; and that using the NGOs that worked in the project areas was a very useful and effective strategy. It added that the project had worked with both direct and indirect stakeholders; the NGOs that received grants, local communities who benefited from the implementation of the grants by the NGOs and the local government which had the role of ensuring that livelihoods of local communities are improved. Similarly, the TE of the CADESE project found that the use of existing government structures was conceived to be a lasting solution to fostering project beyond the project lifetime. This was because the institutions were the custodians of energy and extractives in Tanzania. The TE added that the capacities built in the institutions contributed to the increased knowledge and contract negotiation skills particularly in mining and extractive industries, which would remain within government. It added that UNDP supported government institutions with procurement services which were smooth, transparent and efficient, and that led to over USD 4 million of savings. The Government's decision to re-invest these saving in the implementation of 18 micro projects in 15 districts across the country proved its strong commitment to adopting renewable energy technologies as a means of poverty reduction in isolated rural communities.
114. Other aspects of the innovative project implementation that promoted effectiveness are work planning, reporting and communication. Seventy two percent of the seven projects that went through MTR/TEs scored "Satisfactory" and above on work planning, while 57 percent scored the same on communication and reporting (Fig. 8).



**Figure 8: Work Planning, Reporting and Communication has Supported Effectiveness**

115. The MTR finds that UNDP has played a critical role of building capacity of the government institutions, especially in the preparation of fundable projects which have mobilized considerable funds for the implementation of the outputs of Pillar II. Indeed, UNDP's capacity and leadership in the environment, climate change and disaster risk reduction was widely recognized as contributing to the success of the projects under the pillar, by both the individuals interviewed for this MTR as well as by the evaluation reports. The TE for CADESE for example found that UNDP's comparative strength lies in providing its experience in integrating policy development, institutional strengthening and non-governmental and civil society participation while mobilizing funding to assist in promoting, designing and undertaking activities and programs destined to promote the use of renewable energy sources, energy efficient technologies and clean technology practices while enhancing the government capacity in managing the energy sector as well as the EI. Through its longstanding presence in the region, UNDP has developed effective partnerships with key relevant stakeholders and gained a good understanding of the needs and expectation of the different stakeholders regarding the type of barriers that have been impeding the implementation of RETs in each of the countries across the region. Most importantly, in the case of this project is the over USD 4 million of savings that have been generated through the Long-Term Agreements that UNDP has with car manufacturers.

116. The MTR finds that monitoring and mobilization of co-finance are additional aspects of innovative project implementation that needs improvement across the portfolio (Fig. 9).



**Figure 9: Ratings for Project Monitoring, Finance and Co-finance**

117. While many projects had strong M&E plans, the TE for the SPANEST project found that its M&E at design had shortcomings, not only in observing project achievements but also in reporting said achievements. Although reporting was done on a timely manner, and formally following templates, progress towards results was not fully reported as such. There was an overemphasis on reporting on activities and not on outcomes/results/effects and less so on impact. The TE added that the M&E had weak means of verification for project indicators. Although the TE found strong perception that the project had an impact on increased tourism in the area and a reduction in poaching, there were no indicators or means of verification that could confirm the impacts. Similarly, the TE of CADESE project found that some of the project indicators did not meet the SMART criteria of being Specific, Measurable, Achievable, Relevant and Time-bound and in certain cases there was poor correlation between the proposed indicator and the corresponding targets. This deficiency in the definition of indicators together with the absence of a robust M&E system impacted negatively in measuring the level of achievement of the various outputs.
118. **Finance and co-finance continues to be a challenge.** As reported under effectiveness, UNDP, in partnership with the government and all other partners have mobilized US\$ 129,229,009 – when the older projects are included – and \$ 39.9 million during the period under review. While these are impressive amounts, financing still presents a significant challenge to meeting the target of supporting 28 highly degraded districts to reduce poverty in a gender sensitive manner, through environmental conservation, employment creation and climate resilient and sustainable livelihoods. As described in Section three, above, most of the projects demonstrate technologies and best practices of managing natural resources, protecting biodiversity, adapting to climate change, use of efficient energy systems and disaster risk reduction, with the expectation that the proven technologies and methods will be upscaled using funds from the government and its development partners as well as from the private sector. However, this rarely happens, making it very difficult to assess the extent to which the programme has impacted the 28 districts; hence difficult assess effectiveness. Even where the projects support the districts to formulate district level strategies and plans, these rarely come with resources for implementation, as most projects do not produce budgeted and financed exit strategies.
119. The MTR however finds that UNDP has made tremendous effort at identifying and operationalizing innovative partnerships to mobilize funding. For instance, UNDP chairs the Environment Development Partners Group (DPG-E), through which it works with all the relevant financiers on issues related to the portfolio of Pillar II. It has brought on board non-traditional donors such as China, India and South Africa. It is also adopting a programmatic approach and supporting the GoT in reaching out to new international climate funds such as the Green Climate Fund, Adaptation Fund and the REDD+. Under this outcome, UNDP is also working closely with Pillar I on “Inclusive economic growth and poverty reduction” to promote PPP and engage the private sector using various platforms such as Tanzania Private Sector Foundation, UN Environment Day and CEOs Round Tables.
120. However, the funds raised are still insignificant compared to the magnitude of the challenges faced by the 28 districts. Respondents to this review confirmed that fund raising is constrained by several challenges: competition for GEF resources has increased tremendously in the last 10 years due to an expansion of Implementing Agencies from three to more than ten. UNDP’s share of the Tanzania GEF funds is now 24 percent, impacting UNDP’s ability to expand its portfolio; private sector in Tanzania is juvenile, and the private public sector partnerships (PPP) is still an emerging principle, with government opening up cautiously. Taxation is also limiting private sector expansion for a meaningful CSR contribution; this is happening against the background of increasing government priorities that are not matched with available resource, especially in the adaptation, energy and environment sector; partly driven by the formulation of numerous national strategies and plans (NCCS, Energy sector plan, Sector adaptation plans etc.).
121. The MTR of the Securing Watershed Services via SLM reported that in the absence of the proposed SLM Fund (which will not be established due to legal difficulties), the PSC needed to find an alternative source of funding for SLM in the same amounts and flexibility that would have been provided by the SLM Fund. Furthermore, while the Pangani Water Trust provides an example of accessing Payment for Watershed Services, it finances SLM activities in the Pangani Basin only. The MTR recommended that the project should

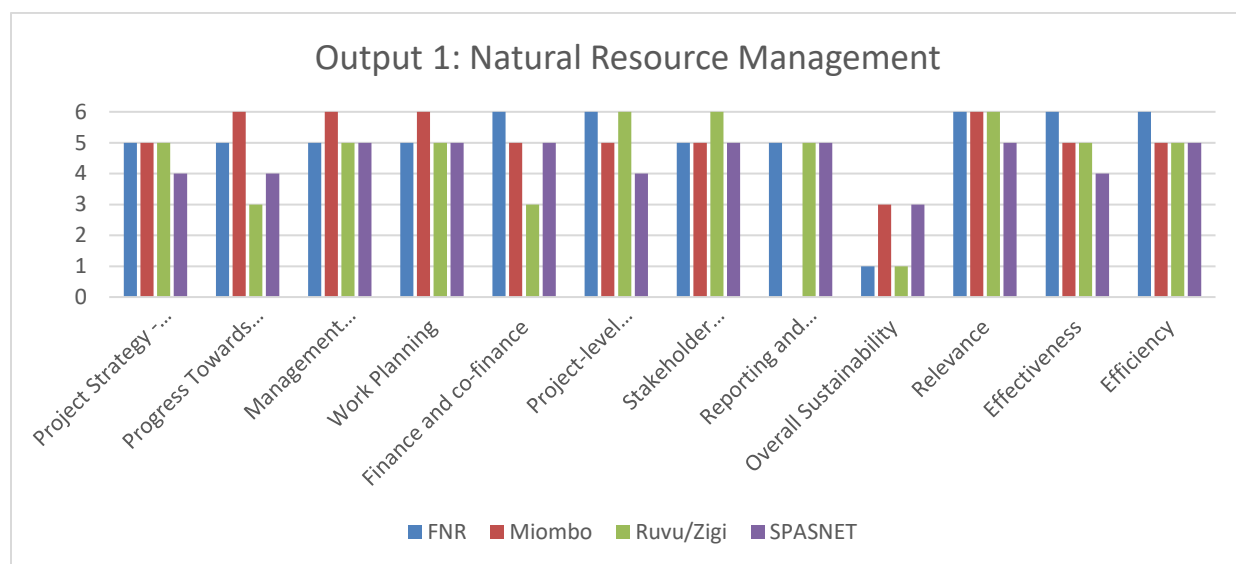
formulate an exit strategy at the earliest opportunity, so as to identify the magnitude of additional funds needed to replicate the project initiatives at a scale that will make a significant difference at the Basin-level as well as potential sources of such funds and the actions needed now to advance the opportunities of mobilizing such funding. This recommendation is valid for all the projects under the portfolio.

122. The overall rating on effectiveness is between Moderately Satisfactory and Moderately Unsatisfactory. However, as explained above, the poor rating is influenced by the challenges of determining progress towards outcomes.

## 5.4 SUSTAINABILITY

**Finding 8: Sustainability is mixed. Initiatives piloted by the projects under the three outputs of Pillar II generally have fewer environmental, institutional framework and governance risks to sustainability, but stronger socio-economics and financial risks to sustainability.**

123. The sustainability of 29 percent of the seven evaluations of the Pillar II projects available to this review were rated “Unlikely”, 43 percent rated “Moderately Unlikely” while only 28 percent rated “Moderately Likely”. Indeed, Overall Sustainability scored lowest for most projects compared to other evaluation criteria (Fig. 10).



**Figure 10: Comparing ratings across the evaluation criteria for Output 1 Projects**

124. Strong points driving sustainability include the use of existing institutions and systems to implement projects, which has avoided the establishment of parallel institutions and generally led to mainstreaming project initiatives into the regular government programmes. The high levels of stakeholder ownership and awareness of the projects initiatives by national and subnational governments, local communities, and where relevant, civil society and academia provide strong basis for sustainability for the projects, but in many cases, not enough to overcome the challenges described in the sections below.
125. The terminal evaluations of the Capacity Development in the Energy Sector and Extractive Industries (CADESE) and the Sustainable Forest Management of the Miombo Woodlands projects cited the establishment and operationalization of groups and associations as a strong point driving sustainability. Under the later, the institutions included the village natural resources committees, the village land use mapping and planning committees, the credit and savings groups, charcoal and agro-processing associations. In both projects, the groups and associations had been trained and capacitated with various conservation and livelihood

skills, and they demonstrated knowledge and capacity considered adequate for the continuation of such engagements in the future. Several projects cited the formulation of village by-laws and regulations to govern sustainable conservation and management natural resources as an institutional factor fostering sustainability. In Tabora and Katavi, 21 village by-laws approved formed bidding instruments that would facilitate continued management of the natural resources and systems introduced by the project. In Wami and Zigi, the Securing Watershed Services project formed water users associations (WUAs).

126. The initiatives have faced stronger socio-economic risks to sustainability. The Securing Watershed Services via SLM project found significant risk to socio-economics sustainability, largely due to the fact that the income generating activities piloted are at a small scale and their results unlikely to provide adequate incentives for the continuation of the technologies demonstrated by the project, especially where communities have to relinquish access to previously free natural resources, such as forest products, fertile river banks (within the disallowed sixty meters), unregulated mining, etc. The terminal evaluation of the project on Strengthening Protected Area Network in Southern Tanzania reported that while income generating activities (IGA) tended to add considerable amount of income to the household, village and districts at large, the project had not done enough to secure marketing for the products linked to the project; and that there was no marketing strategy in place by the end of the project.
127. The MTR for the Securing Watershed Services via SLM found that there was a high probability that the local level economic growth will not provide adequate returns on investment in SLM within the lifetime of the project, due to the high levels of poverty prevalent in the project areas. Alternative livelihood activities are being introduced, in the form of commercial tree crops (cacao, spices, and sugar cane), bee keeping and fish farming. While these alternatives have potential to increase household incomes for those participating, the challenge is the small scale of implementation, where they are benefitting a small percentage of the land users. The implementation of the IGAs is not adopting a value-chain approach, failing to anticipate challenges related to value addition and marketing, and reducing their potential. In Wami-Ruvu and Zigi Water Catchments, the MTR found that while the Water Users Associations are critical for delivering project results and sustaining them after the project ends, majority of the old and newly formed WUAs still require a lot of support to make them effective.
128. The initiatives have faced even stronger financial risks to sustainability, due to inadequate mainstreaming of project cost into government budgeting processes, new directive on centralization of government revenue collection and general lack of project exit strategies. The Strengthening Climate Information and Early Warning Systems project had made an assumption that the Tanzania Meteorological Agency and the Water Basin Authorities (WBA) would have enough regular and predictable financing to support monitoring operations introduced by the project and would consider recurring operations and maintenance costs for new infrastructure introduced by the project in government budget lines because of the usefulness of the Early Warning System demonstrated by the project. The terminal evaluation found that the assumption was not valid and WBAs were having problems to support the additional hardware and infrastructure because government budgets did not include operations and maintenance costs.
129. Even where budgets include allocations for project proven initiatives, this does not guarantee funding because many budget lines are not financed. The Securing Watershed Services via SLM for the Ruvu and Zigi Watersheds project made the assumption that once sustainable land management had been demonstrated as an effective tool for securing watershed services, government would allocate funds in the regular budgets to upscale the initiative beyond the pilot areas. The mid-term evaluation found that although SLM is now being included in budgets of some ministries, most ministries do not get 100% of their budget requests financed; SLM is still amongst the top items to be dropped when budgets are not fully financed. Indeed, the mid-term evaluation found that two risks related to financing project initiatives after the project ended should have been scored moderate rather than low probability of occurring. The MTR further found that an SLM Fund proposed under the project to provide additional funding would not materialize because there was no legal provision for its creation.



130. The MTRs for the Forest Nature Reserve and the Securing Watershed Services via SLM projects found that financial sustainability of the local institutions established under the project was challenged by a new directive on revenues. The government has directed that all revenue generated by government units be remitted to the Central Treasury to be allocated via the budgetary process. This new development will require the Tanzania Forestry Service and the Water Basin Associations to device new options to deliver community share of the revenues raised via eco-tourism and charging water resources user association fees, respectively. Processing community benefits through the budgetary processes may increase transaction costs and delay communities' access to their benefits.
131. Sustainability of the initiatives is further compromised by unfunded exit strategies, and/or lack of exit strategies. About half of all the projects under Pillar II do not have exit strategies. However, even where the projects had exit strategies, they are not always fully financed or implemented in time to secure sustainability. The terminal evaluation of the Climate Change Adaptation Support through Small Grants Programme found that the project had taken the positive step of involving NGOs working on the ground as an exit strategy for the smooth continuation of the project initiatives. However, the TE added that implementing the exit strategy towards the very end of the project implementation period had weakened its effectiveness. In Chamwino, Chemba, Ikung'i and Same, where the project had introduced community water supply initiatives, it had established groups of community members to lead the initiatives, but it had not established any Water User Associations (WUA), which are recognized in the country's laws as the local level institution to manage water issues. Indeed, the presence of the legally functioning WUA could have ensured the sustainability of the interventions' benefits as all issues regarding the financing; operation and maintenance of the infrastructure could be handled by the WUA.
132. The overall score for Sustainability is Moderately Satisfactory.

## 5.5 GENDER MAINSTREAMING

***Finding 9: The design, implementation and monitoring of environmental sustainability, climate change and resilience projects has addressed gender issues adequately, increasingly more so for the newer projects.***

133. The MTR finds that even though the gender marker was introduced in 2009, only the newest projects (about to start implementation) have a gender marker and a gender strategy. Indeed, the oldest projects in the Pillar – Miombo Woodlands, Climate Information, SPANEST, CADESE - did not have gender disaggregated indicators. Nevertheless, UNDP has actively promoted the empowerment of vulnerable groups – women and youth - in all its projects and activities. It has improved gender mainstreaming and capturing and reporting its achievements in empowerment, as reflected in the newer projects.
134. Several projects report on impacts of project initiatives on gender. The terminal evaluation of the Climate Change Adaptation Support through Small Grants Programme for example found that gender issues had been addressed in the design phase of the planning. It also found that the project had reduced distances women walked to fetch water, saving time to attend to other care giving and productive activities. It found positive unintended effects with gender connections such as: (i) women had increased household cleanliness (care giving); (ii) reports that incidents of diarrhoea had declined especially in the villages where the project interventions started in 2014; (iii) Improvements in the Maasai traditional Bomas had led to loner sleeping times for families. Other gender specific benefits are reported under Indicators 2.2, 2.3 and 3.2.
135. Although the Country Programme has not reached the threshold US\$ 25 million per year set by the Gender Strategy (2014-2017) as the threshold for engaging a gender advisor in the Country Office, the Country Director, the Deputy Country Director and the Head of Programme are designated as Gender Focal points. This shows the seriousness with which the Country Office takes mainstreaming gender issues into all the programmes and projects. Indeed, the Country Office's score on Gender Equality Seal is Silver!
136. The overall score on Gender Mainstreaming is "Satisfactory".

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## 6 CONCLUSIONS AND RECOMMENDATIONS

### 6.1 CONCLUSIONS

137. The outcome is currently being delivered through thirteen projects (Table 2); six under output 1, four under output 3 and two under output 3. Five of the projects have undergone terminal evaluations; two have been through mid-term reviews; four are just starting implementation, and one has just been submitted to the GEF for final approval (Table 2). The number of projects is however likely to increase as resource mobilization is still continuing. The CPD expected the Pillar to be financed by a total of US\$ 31,900,000, which included \$8,900,000 to be mobilized by UNDP (from GEF and other sources), while the government and other partners would raise \$23 million as co-finance. The MTR however finds that the total funds mobilized to date by UNDP, in partnership with government, civil society and NGOs is US\$ 129,229,009. The amount includes \$ 30,307,187 managed by UNDP directly (\$ 23,787,952 from the GEF, \$ 6,519,235 from UNDP core funds), US\$ 1,800,000 from the Tanzania Forest Conservation Group, US\$ 1,000,000 from the Eastern Arc Mountains Conservation Endowment Fund, US\$ 400,000 from the World Wide Fund for Nature, US\$ 400,000 from the Wildlife Conservation Society, US\$ 710,227 from the Government of the Republic of South Africa, US\$7,070,000 from private donors (Association of Tanzanian Tobacco Traders – US\$ 3,570,000 and Institute of Resources Assessment under REDD+ - US\$ 3,500,000 ), and USD 78,955,156 from the government and its partners (as a co-finance). Although the funds for the older projects in the portfolio (those closed and some under implementation) were mobilized before the start of the current Country Programme, they have all contributed to its implementation. Indeed, at MTR, UNDP, the government and their partners have mobilized about US\$ 16.9 million, which is more than double the target; they have mobilized a co-finance of \$ 23 million, which is very close to the target. Part of the additional funds is attributed to one additional project that was not in the CPD - Enhancing Climate Change Resilience in Zanzibar (\$ 1 million).
138. The overall rating for the Pillar is Satisfactory, which is explained by the individual ratings of the evaluation criteria, summarized below.
139. **Relevance (Highly Satisfactory):** Overall, the three Pillar II outputs and the thirteen projects' in the portfolio are highly relevant to the development agenda of Tanzania. The MTR concludes that they were all designed in close participation with relevant government ministries, departments and agencies, local government authorities, relevant civil society groups, international and local non-government organizations, and occasionally communities. Moreover, by and large all the projects remained relevant throughout the implementation phase, even where some changes took place in the development of the country. UNDP has, through the projects implemented within the outcome, played a key role in introducing the Government and its project partners to the best global practices to promote partnerships for the SDGs. The requirements for knowledge management and the templates for integrating it into projects and institutions managing them has improved over time; with newer projects having a mandatory budgeted outcome on it. While newer projects are designed with an explicit ToC, the older projects did not have one; however, they all applied the logical framework analysis and had clear logic underpinning their design. Projects that did not have a ToC at design had them reconstructed as part of either the MTR or the TE.
140. **Efficiency (Satisfactory to Highly Satisfactory):** Overall, the projects under the outcome have strong arguments on cost effectiveness (efficiency), largely based on consideration for alternative options to tackle the challenges, and adequately informed by best practices generated via both UNDP and government programmes. However, in most cases, the resources mobilized through the projects are only adequate to demonstrate best practices and technologies. There is still a significant gap in resources for upscaling the demonstrated practices and technologies to increase the impacts and advance the SDGs across the three outputs of the outcome in 28 districts.

141. **Effectiveness (Moderately Satisfactory):** Evaluation of the extent to which the projects are delivering outputs that contribute to the three Pillar II outputs as well as how those outputs contribute to the CPD Outcome is challenged by the weak link between the Pillar indicators and projects' indicators, the nature of the output indicators (too focused on quantifiable deliverables rather than the changes that occur when individuals and institutions utilize the deliverable outputs), and limited monitoring and reporting at the Pillar and CPD levels. In addition, some indicators have no baseline and/or target values and there is doubt about the accuracy of at least one indicator. The baseline value for indicator 1.4 is zero, which seems to indicate that the country has no systems for surveying wildlife or monitoring wildlife crime in the country. Yet Tanzania has had a long history of conservation and strong institutions for both tasks, with technical and financial assistance from UNDP and other Development Partners.
142. Despite the above challenge, there is evidence of progress towards increasing capacity of the country (national government, Local Government Authorities, and communities) to reduce the likelihood of conflict and lower risk of natural disasters, including from climate change; 86 percent of the projects evaluated scored "Moderately Satisfactory" and above on progress towards results while 100 percent scored "Moderately Satisfactory" and above on effectiveness (with 71 percent scoring "Satisfactory and above). Key deliverables include review of five policies with recommendations provided to mainstream sustainable forest management principles in the sectors; support to the development of the National Climate Change Strategy, accompanied by identification of Nationally Determined Commitments (NDCs) in which the country identifies sectors which it will tackle to reduce emissions; and development of nationally appropriate mitigation actions (NAMAs) for 3 sectors (transport, energy and waste management). Other deliverables include four District Land Use Management Plans integrating SLM - for Morogoro, Mvomero, Mkinga and Muheza District Councils, gazettement of 6 new Forest Nature Reserves, and development of tourism strategies for the southern Tourism circuit.
143. Despite the impressive deliverables, challenges remain; UNDP projects largely demonstrate best practices, methodologies and technologies, which need to be upscaled via additional finances in order to bring about changes in the 28 districts. Even when projects deliver national, district or community level strategies, they often do not provide the additional funds required for implementation, post project; and majority of the projects do not have budgeted, financed exit strategies. While UNDP has made impressive effort in mobilizing innovative partnerships and identifying new and additional sources of funds for upscaling the proven initiatives, the additional funds are still limited in view of the magnitude of the barriers that need to be shifted to make significant progress in the relevant SDGs in the 28 districts.
144. While UNDP, the government and all relevant partners are putting a great deal of effort to mobilize additional funding, this is constrained by several challenges: competition for GEF resources has increased tremendously in the last 10 years, and UNDP's share of the GEF portfolio is down to 24 percent, impacting UNDP's ability to expand its portfolio; private sector in Tanzania is juvenile, and the private public sector partnerships (PPP) is still an emerging principle, with government opening up cautiously. Taxation is limiting private sector expansion for a meaningful CSR contribution. Declining opportunities for funding are occurring in tandem with increasing government priorities that are not matched with available resource, especially in the adaptation, energy and environment sector.
145. The factors that contributed to achievement of the pillar II Outcome include high levels of stakeholder participation during planning and innovative implementation arrangements, close alignment of the projects to the government priorities, and UNDP's recognized leadership in the environment, climate change and disaster risk reduction work in Tanzania. Inadequate assessment of risks, limited co-finance and weak monitoring and evaluation had negative effects on effectiveness.
146. **Sustainability (Moderately Satisfactory):** Initiatives piloted by the projects under the three outputs of Pillar II generally have fewer environmental, institutional framework and governance risks to sustainability, but stronger socio-economics and financial risks to sustainability. The sustainability of 29 percent of the seven evaluations available to this review were rated "Unlikely", 43 percent rated "Moderately Unlikely" while only

28 percent rated “Moderately Likely”. Strong points driving sustainability include the use of existing institutions to implement projects, which has avoided the establishment of parallel institutions and generally led to mainstreaming project initiatives into the regular government programmes. The high levels of stakeholder ownership and awareness of the projects initiatives by national and subnational governments, local communities, and where relevant, civil society and academia provide strong basis for sustainability. Financial risks to sustainability are driven by inadequate mainstreaming of project cost into government budgeting processes, new directive on centralization of government revenue collection and general lack of project exit strategies. Even where budgets include allocations for project proven initiatives, this does not guarantee funding because many budget lines are not financed. About half of all the projects under Pillar II do not have exit strategies. However, even where the projects had exit strategies, they are not always fully financed or implemented in time to secure sustainability.

147. **Gender mainstreaming (Satisfactory):** The MTR finds that the design, implementation and monitoring of environmental sustainability, climate change and resilience projects has addressed gender issues adequately, increasingly more so for the newer projects. However, although the gender marker was introduced in 2009, only the newest projects (about to start implementation) have a gender marker and a gender strategy. Indeed, the oldest projects in the Pillar – Miombo Woodlands, Climate Information, SPANEST, CADESE - did not have gender disaggregated indicators. Nevertheless, UNDP has actively promoted the empowerment of vulnerable groups – women and youth - in all its projects and activities. It has improved gender mainstreaming and capturing and reporting its achievements in empowerment, as reflected in the newer projects.
148. Although the Country Programme has not reached the threshold US\$ 25 million per year set by the Gender Strategy (2014-2017) as the threshold for engaging a gender advisor in the Country Office, the Country Director, the Deputy Country Director and the Head of Programme are designated as Gender Focal points. This shows the seriousness with which the Country Office takes mainstreaming gender issues into all the programmes and projects. Indeed, the Country Office’s score on Gender Equality Seal is Silver.

## 6.2 LESSONS LEARNT

149. Lesson 1: Strong partnerships for planning and implementation of programmes and projects still remain the most cost-effective vehicles for development assistance.
150. Lesson 2: While mainstreaming projects into government programmes catalyses inclusion of project issues into national budgeting processes, it does not automatically guarantee availability of finances because the government budget is still limited, and many budget lines are not fully funded. Thus, the struggle for moving funding for the resilience pillar from project to systemic (budgetary) is not yet over.

## 6.3 RECOMMENDATIONS

151. **Recommendation 1: Indicators and monitoring:** The projects contributing to the Pillar outputs are complex and are delivering many results that are not captured by the indicators of the Pillar. In addition, while the indicators of the Pillar provide a mechanism to monitor and capture production of project outputs, the limit analysis of the project’s contribution to CPD Outcome. It is recommended that the Pillar indicators be revised to enable both the capturing of more project results and analysis of contribution to outcomes. It is also recommended that targets and baseline values be provided for indicators currently lacking these values, and that baseline value for indicator 1.4 be refined. The target value for indicator 1.3 should also be adjusted. In addition, a definition of the indicators should clarify the dimensions of strategies and plans, to improve the accuracy of monitoring and reporting. For example does a village whose two divisions had a plan or strategy count just as much as a district that formulated a district-level plan?
152. **Recommendation 2: Finance and co-finance continues to be a challenge.** UNDP, in partnership with the government and all other partners have mobilized US\$ 129,229,009 – when the older projects are included – and \$ 39.9 million during the period under review. While these are impressive amounts, financing still presents a significant challenge to meeting the target of supporting 28 highly degraded districts to reduce

poverty in a gender sensitive manner, through environmental conservation, employment creation and climate resilient and sustainable livelihoods. While the MTR recognizes that UNDP has put tremendous effort to mobilize innovative partnerships and identify new sources of funds, it recommends increasing this effort. In particular, projects should formulate budgeted exit strategies, which UNDP should help them capitalize. Without additional funding, many of the demonstrated methodologies and technologies are not upscaled, reducing the effectiveness of the overall development effort in the country.

153. **Recommendation 3: Sustainability:** Initiatives piloted by the projects under the three outputs of Pillar II generally have fewer environmental, institutional framework and governance risks to sustainability, but stronger socio-economics and financial risks to sustainability. It is recommended that UNDP pay more attention to sustainability issues at project design, and that it uses best practices from its large network of projects globally to tackle this difficult challenge.
154. **Recommendation 4: Gender:** Although the gender marker was introduced in 2009, only the newest projects (about to start implementation) have a gender marker and a gender strategy. Indeed, the oldest projects in the Pillar – Miombo Woodlands, Climate Information, SPANEST, CADESE - did not have gender disaggregated indicators. Nevertheless, UNDP has actively promoted the empowerment of vulnerable groups – women and youth - in all its projects and activities. While the MTR recognizes that projects under the Pillar have improved gender mainstreaming, capturing and reporting achievements on empowerment as new projects have been designed, it recommends that projects without a gender action plan formulate one as soon as possible.

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## 7 ANNEXES

### 7.1 ANNEX 1: TERMS OF REFERENCE

#### *Background*

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.

These terms of reference are focusing on an outcome evaluation of UNDP's support to the country's Environmental Sustainability, Climate Change and Resilience outcome. This 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. The pillar aims to support the Government in protecting and managing the environment and the natural resource base for economic and social development by addressing unsustainable consumption and production patterns, especially in this era of increasing climate change impacts. Working with the Global Environmental Facility (GEF), private sector and other development partners, projects were designed to support the Government in its efforts to conserve the environment and natural resources for improved livelihoods and national economic development through climate change adaptation and mitigation initiatives such as promoting sustainable land management; building national and local capacity for law enforcement on illegal wildlife trade; watershed management; promote energy access; early warning systems and disaster risk management.

Through the pillar, UNDP also supports rural communities to have better access to clean energy by partnering with the private sector and assisting the Government in the promotion of renewable energy sources, improved energy standards, energy efficient technologies and clean energy practices. Downstream interventions for income generation and scaling up new energy-saving technologies aim to contribute to reducing the burden of women's unpaid care work and draw lessons from the previous programme cycle (UNDAP I) to inform planning and policymaking.

#### *Evaluation Purpose*

UNDP in Tanzania aims to evaluate the Country Programme Document (CPD) Outcome on Environmental Sustainability, Climate Change and Resilience and take stock of previous efforts and lessons learnt. An outcome evaluation at mid-term stage aims to assess the progress made towards achievement of outcome or lack thereof. It also identifies 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.

## ***Evaluation Scope***

This outcome evaluation will consider the relevant outputs focused towards attainment of environmental sustainability, climate change and resilience, as stated in the 2016-2021 Country Programme Document (CPD) for Tanzania and UNDAP II. This evaluation will assess progress towards outcome-level change, the factors affecting the outcome, key UNDP contributions to outcomes and assess the partnership strategy. The evaluation will also assess the portfolio alignment and its relevance to the UNDP Strategic Plan for 2018-2021. The three specific outputs under the Outcome to be assessed:

1. Relevant ministries and districts are able to formulate, implement and enforce environmental and natural resources management policies, strategies and regulations;
2. Select districts and communities have their capacities strengthened in climate change governance and sustainable energy access;
3. Preparedness systems in place to effectively address the consequences of and response to natural hazards.

As described in Annex 1, the UNDP Tanzania country office has implemented and still is implementing several projects that reside within the above outputs. An analysis of the achievements or shortcomings across all these projects is expected.

## ***Evaluation Questions***

The Outcome evaluation should clearly answer the key questions according to the criteria against which the subject to be evaluated. The questions, when answered, will give intended users of the evaluation the information in order to make decisions, take action or add to knowledge. 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:*

1. Were the activities properly designed to address the development challenges identified in the country under this outcome?
2. Did the Outcome objective remain relevant throughout the implementation phase, where a number of changes may have taken place in the development of Tanzania?
3. Through the projects implemented within the outcome, has UNDP played a role in introducing the Government to the best global practices to promote partnerships for the SDGs?
4. Was the programme's theory of change applied during formulation and implementation of outputs that contribute to the outcome?
5. Was the project formulation selection relevant to fully achieve the outcome objectives?

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

6. Have the results been achieved 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?
7. How much time, resources and effort it takes to manage the programme outcome? Where are the gaps, if any?
8. Are there adequate resources mobilised to achieve the desired outcome-level changes described in the CPD? If there are gaps, how big is the gap? Are there strategies in place to close the resource gap? To what extent have these strategies been implemented?

9. How did UNDP's practices, policies, decisions, constraints and capabilities affect the performance of the Outcome?
10. Has UNDP contributed to public awareness and communication strategy and increased the engagement of the beneficiaries and end-users of the Outcome?
11. Were alternative approaches considered in designing the Projects?

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

12. How many and to what extent are the identified outputs on track by 2018?
13. What progress has been registered towards Outcome level change by 2018?
14. What evidence (quantitative and qualitative indicators) is there that UNDP interventions have contributed to the outcome-level changes if any?
15. What factors have contributed to achieving or not achieving the intended Outcome?
16. How effective has UNDP's support to the Government been, in promoting the achievement of this outcome?
17. How effective was the partnerships aspect of programming implemented to ensure achievement of this outcome?

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

18. How UNDP has contributed to the capacity building of partners as a guarantee for sustainability beyond UNDP interventions?
19. What markers or evidence is there to show that the results achieved so far will be sustained beyond the programme period?
20. Are there national plans/ reforms to promote environmental sustainability, climate change and resilience in place or likely to be developed, approved and implemented in the next few years? And beyond the programme period?
21. Has follow up support after the end of the Outcome activities been discussed and formalized? Is there a clear exit strategy?

**e) Gender mainstreaming:** *to what extent has gender been addressed in the design, implementation and monitoring of environmental sustainability, climate change and resilience projects?*

22. Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?
23. To what extent has UNDP's outcome on environmental sustainability, climate change and resilience 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.

Apart from the criteria above, there are additional commonly applied evaluation criteria such as:

24. client satisfaction and protection used in the evaluation, although, not all criteria are applicable to every evaluation. Within the Outcome evaluation there can be additional evaluation questions specified for each the criteria, however they all must be agreed with the UNDP in Tanzania. Based on the above analysis, the Consultants 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 UNDAF II and UNDP CPD period.

### ***Methodology***

The outcome evaluation will be carried out by a team of external evaluators (see page 5 for the *Evaluation Team Composition and Required Competencies*) and will engage a wide array 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 determining causal links between the development challenges, the interventions that UNDP has supported, and observed progress in environmental sustainability, climate change and resilience at national and local levels in Tanzania. The evaluators will develop a logical framework model of how UNDP environmental interventions are expected to lead to improved environment, natural resources, climate change governance, energy access and disaster risk management. In the case of these three 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 environment pillar of UNDP in Tanzania. This includes reviewing the Country Programme Document 2016-2021, the UNDAF II as well as concept notes and project documents developed to address the outcome. The team shall also review a wide array of monitoring and evaluation documents produced 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 evaluators are expected to review pertinent strategies and reports developed by the Government of Tanzania that are relevant to UNDPs environment support. This includes the Government’s National Five-Year Development Plan II 2016/17-2020/21, Vision 2025, 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

Following the desk review, the evaluators will build on the documented evidence through an agreed set of field and interview methodologies, including:

- Interviews with key partners and stakeholders
- Field visits to project sites and partner institutions
- Survey questionnaires where appropriate
- Participatory observation, focus groups, and rapid appraisal techniques

### Deliverables

The evaluation consultant 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 (please, see Annex 4 for the Evaluation report template). The language of the reports should be simple, free from jargon and with specialist terms explained. It will be important to receive the report on a timely basis, as the information risks to be wasted if it arrives too late to inform decisions.

Here are the principal evaluation products the evaluation consultant is accountable for following activities and deliverables:

1. **Evaluation inception report** (prepared after **Briefing** the evaluation consultant before going into the full-fledged data collection exercise) – to clarify the evaluation consultant’s 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). The evaluation inception report should include a proposed schedule of tasks, activities and deliverables.
2. **Draft evaluation report** – to be reviewed by the Participating UN Agencies and other respective stakeholders at the end of data collection. The draft evaluation report should contain all the sections outlined in the *Evaluation Report Template* (please, see Annex 4) and be accompanied by a PowerPoint presentation for a Stakeholders’ meeting.

It should be noted that a **Stakeholders’ meeting**<sup>39</sup> is planned to be held in Dar Es Salaam to discuss findings of the *Draft Evaluation report* in order to get feedback from stakeholders, circulate the report to all the people who are recommended to attend the meeting, with time to read it first. The evaluators should consider and incorporate stakeholders ‘feedback as appropriate.

3. **Final Evaluation report.** The final task of the evaluation consultant is to prepare a comprehensive and well-presented copy of the final Evaluation report, covering all section of *Evaluation Report Template* (please, see Annex 4). Evaluation brief and summary are required. Also see Annex 7 of the UNDP M&E Handbook for the evaluation report template and quality standards.

### Evaluation Team Composition and Required Competencies

The outcome evaluation will be undertaken by two (2) external evaluators comprising of an Evaluation Team Leader and an Evaluator. The evaluation team leader will be hired as an international consultant, while the Evaluator will be hired as a national consultant.

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<sup>39</sup> Participation of the evaluation consultant in the Meeting is mandatory.

### **7.1 Required Qualifications of the Evaluation Team Leader**

- Minimum Master's degree in environmental/climate change governance, natural resource management, social science, development studies or any other related field;
- Minimum 10-15 years of professional experience working in the areas of environmental sustainability, climate change and resilience.
- At least 5 years of experience in conducting evaluations of government and international aid organisations;
- Strong working knowledge of the UN and its mandate in Tanzania, and more specifically the work of UNDP in support of government and civil society in Tanzania;
- Sound knowledge of results-based management systems, and monitoring and evaluation methodologies; including experience in applying SMART (Specific; Measurable; Achievable; Relevant; Time-bound) indicators;
- Excellent reporting and communication skills

The **Team Leader** will have overall responsibility for the quality and timely submission of the draft and final evaluation report. Specifically, the Evaluation Manager will perform the following tasks:

- Lead and manage the evaluation mission;
- Develop the inception report, detailing the evaluation scope, methodology and approach;
- Conduct the project evaluation in accordance with the proposed objective and scope of the evaluation and UNDP evaluation guidelines;
- Manage the team during the evaluation mission, and liaise with UNDP on travel and interview schedules';
- Draft and present the draft and final evaluation reports;
- Lead the presentation of draft findings in the stakeholder workshop;
- Finalize the evaluation report and submit it to UNDP.

### **7.2 Required qualification of the Evaluator**

- Minimum master's degree in the environmental studies or related field;
- Minimum 5 years' experience carrying out development evaluations for government and civil society;
- Experience working in or closely with UN agencies, especially UNDP, is preferred;
- A deep understanding of the development context in Tanzania and preferably an understanding of environmental issues within the Tanzanian context;
- Strong communication skills;
- Excellent oral, reading and writing skills in English, and Kiswahili.
- Tanzanian citizen with extensive experience working in Tanzania during the last 5 years;

The Evaluator will, *inter alia*, perform the following tasks:

- Review documents (some key documents listed in Annex 2);
- Participate in the design of the evaluation methodology;
- Assist in carrying out the evaluation in accordance with the proposed objectives and scope of the evaluation;
- Draft related parts of the evaluation report as agreed with the Evaluation Manager;
- Assist the Evaluation Manager to finalize the draft and final evaluation report.

### ***Evaluation Ethics***

The evaluation must be carried out in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’ and sign the Ethical Code of Conduct for UNDP Evaluations. In particular, 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 Pillar Lead to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The CO Management will take responsibility for the approval of the final evaluation report.

The Pillar Lead will arrange introductory meetings within the CO and the Country Director or her designate. The Lead 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 Pillar Lead will convene an Advisory Panel comprising of technical experts from within the CO or it will 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 15<sup>th</sup> August 2018. A tentative date for the stakeholder workshop is 13<sup>th</sup> September, and the final draft evaluation report is due by 30<sup>th</sup> of September 2018. The following table provides an indicative breakout for activities and delivery:

Activity	Deliverable	Work day allocation	
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		Evaluation team leader	National Consultant	Time (days) for task completion
Review materials and develop work plan	Inception report containing detailed evaluation schedule	5	4	9
Participate in an Inception Meeting with UNDP Tanzania country office				
Draft inception report				
Review Documents and stakeholder consultations	Draft evaluation report and Stakeholder workshop report	13	16	30
Interview stakeholders				
Conduct field visits				
Analyse data				
Develop draft evaluation and lessons learned report to Country Office				
Present draft Evaluation Report and lessons learned at Validation Workshop	Final evaluation report	6	4	7
Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders				
	totals	24	24	6 weeks

### ***Fees and payments***

Interested consultants should provide their requested fee rates when they submit their expressions of interest, in USD, or TZS for National Consultants. Travel costs and daily allowances will be paid against invoice, and subject to the UN payment schedules for Tanzania. Fee payments will be made upon acceptance and approval by the UNDP Country Office of planned deliverables, based on the following payment schedule:

#### **7.2 ANNEX 2: EVALUATION MATRIX**

#### **7.3 ANNEX 3: INCEPTION REPORT**

155. Inception Report available as a separate file, upon request.

#### **7.4 ANNEX 4: DOCUMENTS REVIEWED**

- United Nations Development Assistance Plan 2016 – 2021
- UNDP Country Programme Document 2016 – 2021
- UNDP PME Handbook
- UNDP Evaluation Guide and Addendum
- UNDG RBM Handbook
- UNDG Ethical Code of Conduct of Evaluators
- Project Documents, project evaluation reports (TE and MTR Reports)
- ROAR – on line

- UNDAP II, Review and evaluation reports
- The National Environment Policy (NEP, 1997)
- The Environmental Management Act (EMA, 2004)
- The Land Act (1999) and the Village Land Act (1999)
- The Forest Policy (1998) Revised Draft (2018)
- Water Policy (2002)
- Water Act (2009)

## 7.5 ANNEX 5: LIST OF PEOPLE CONSULTED FOR THE REVIEW

Name	Organization	Position	Contact
Ms. Clara Makenya	UNEP	National Officer	clara.makenya@unep.org
Natalie Rulloda	UNDP	UNV Programme Analyst	natalie.rulloda@undp.org
Ernest Salla	UNDP	Head, CPD Inclusive Pillar	Ernest.salla@undp.org
Stella Kago	UNDP	Programme Associate	Stella.kago@undp.org
Yohana Andrew	UNDP	Financial Analyst	Andrew.yohana@undp.org
Naomi Lupimo	MoWI	Assistant Director Water Resources	0713222022
Gertrude Lyatuu	UNDP	Assistant Resident Representative	<a href="mailto:Gertrude.lyatuu@undp.org">Gertrude.lyatuu@undp.org</a>
Nehemiah Murusuri	UNDP	Head, Small Grants Programme	nehemiah.murusuri@undp.org
Tula Bangu	UNDP	Programme Assistant	0789941955
Mr John Kiriway	Prime Minister's Office	Disaster Preparedness Coordinator	0715161710
Deo Kayombo	Prime Minister's Office	PORALG	0713584839
Styden Rwebangila	Ministry of Energy	Engineer	styden.rwebangila@nishati.go.tz
Freddy Manyika	Vice President's Office	Ag Director of Environment	<a href="mailto:Freddy_manyika@yahoo.com">Freddy_manyika@yahoo.com</a>
Adelaide Tillya	Vice President's Office	GCF/NAP	<a href="mailto:adetillya@yahoo.com">adetillya@yahoo.com</a> 0767265100
Faraja Ngeregeza	Vice President's Office	Principal Environmental Officer - Policy Development	ngerageza2001@yahoo.co.uk
Ms F. Kimambo	Vice President's Office	GEF Focal Person	0754868305
Thabit S. Masoud	CARE International	Program Director, Sustainable Agriculture, and Land management	<a href="mailto:Thabit.masoud@care.org">Thabit.masoud@care.org</a> 0754324394
Waleed Rauf	Care International	Country Director	<a href="mailto:Waleed.Rauf@care.org">Waleed.Rauf@care.org</a>
Mr Charles Meshack	TFCG	Director	cmeshack@tfcg.or.tz.
Godwell Meingataki	TANAPA	Coordinator – SPANEST Project	0621315649
Farhat A. Mbarouk	Second Vice President's Office	Director of Environment	<a href="mailto:fmbarouk@gmail.com">fmbarouk@gmail.com</a> , 0654300404
Alawi Haji Hija	Second Vice President's Office	Head of Biodiversity Section, Department of Environment	0715848107
Nassir Tahir	Second Vice President's Office	Project Focal Point (Enhancing Climate Change Resilience in Zanzibar Project)	email: <a href="mailto:nassirtahir@gmail.com">nassirtahir@gmail.com</a> 0773245398

## 7.6 ANNEX 7: MTR CONSULTANT AGREEMENT FORM

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Name of Consultant: \_\_\_\_\_ Veronica Nyawira Muthui



Signed at *Leverkusen, Germany*, on 27<sup>th</sup> Nov 2018 -- Signature:

Name of Consultant: \_\_\_\_\_ Stephen Mariki



Signed at – Dar es Salaam, Tanzania -- on -27<sup>th</sup> Nov, 2018

**I also approve this MTR report**

Veronica Muthui, signed at Leverkusen on 27<sup>th</sup> Nov 2018



Dr. Stephen Mariki signed at Dar, Tanzania on 27<sup>th</sup> Nov 2018



## 7.7 ANNEX 9: MTR REPORT AUDIT TRAIL

Comments received on 26 <sup>th</sup> November	How they were addressed
The number of projects to the portfolio is not limited to 11 projects as efforts for resource mobilisation are still ongoing and there is cross collaboration across the other pillars of the CPD	This has been acknowledged in all the relevant places. Table 2 has been updated to reflect the number of projects, currently thirteen
It should be noted that the closing project were carried over from the previous CPD	This has been acknowledged in all the relevant places
Separate funds managed directly by UNDP from the rest	Done in all the relevant places
UNDP agrees with the comment that some indicators have no baseline and/or target values. During CPD design there was no time or provision to conduct an assessment to establish some of the required information, and we expected to field separate studies in the first year of the CPD, but this has not been the case. My interest is how can we turn around and cover this gap?	Text has been modified in the relevant place to acknowledge the lack of time and resources to collect baseline information and identify feasible target values for some indicators. A recommendation has been made to address this as soon as possible. An additional recommendation has been made to develop a pillar level strategy to detail the contribution of the projects under the pillar to the pillar level indicators and CPD outcomes.
Regarding indicator 1.4, we note that at the national level, a formal functioning system is still not there (UNDP is still struggling to establish it).	Text was modified to reflect this. However, the MTR still believes that the indicator is too simplistic and fails to capture the improvements being delivered by projects, and recommends that it be modified (along with the revision of indicators to align them closely with the project indicators).
While we targeted 28 districts it should be note that we working in more than those in terms of Scaling up	This has been acknowledged in all the relevant places.
Mobilizing funding from all the Global funds has become increasingly difficult, not just from the GEF. Also these funds keep changing policies and the government counterpart staff keep being changed via transfers, making it difficult to sustain capacity for resource mobilization in the relevant departments.	This has been acknowledged in the relevant places.
<p>UNDP strongly disagrees with the rating of sustainability as marginally unsatisfactory. Monitoring of our programmes is conducted at 3 levels. All projects have National PSCs (co-chaired by UNDP and Government) which regularly meet and review progress plus field visits – Minutes and back to office reports are available. At subnational level, the local authorities hosting the project conduct their own visit on a regular basis. 3<sup>rd</sup> At project level, PC and his team including the M&amp;E officer.</p> <p>Quite often the standing Parliamentary committee on Environment &amp; environment Committee visit our projects.</p> <p>The high level of stakeholders' ownership and awareness of project initiatives by national and sub national Governments including local government guarantee the sustainability of the project activity – hence sustainability is mainstreamed. In additional some of the new projects are not yet on board.</p>	<p>While we agree fully that UNDP ensures that the project activities are mainstreamed into government structures to secure sustainability, sustainability looks at four aspects: environmental risk to sustainability, financial risk to sustainability, institutional framework and governance risk to sustainability and socio-economic risks to sustainability. Mainstreaming project activities into government and other stakeholder structures takes care of the institutional framework and governance, although it does not do so at the local level if the local institutions (such as UWAs) are not funded (e.g. of the Watershed via SLM project). Financial and socio-economics risks to sustainability remain significant for many projects NOT because UNDP does not do everything within its power to address the issues, but because there are difficult structural issues that are difficult to shift. We have presented these in our justification for that rating. However, we have also changed the rating to moderately satisfactory.</p>



After the CPD is approved, perhaps we needed to design something in between the CPD and Projects like a pillar PRODOC that spells out how the pillar is going to achieve the outputs an outcome. I see there is a missing link and we need guidance on how to design good indicators	Agreed. Recommendation made to develop this strategy, and to particularly look at how projects' indicators can be linked to the pillar indicators.
Kindly elaborate the issue with exit strategies; at the moment we have exit strategy through working with existing national and subnational institutions. And this is tested two years before project closure. You seem to suggest something different, please elaborate	The issue is that the exit strategies are not always financed, so partners lack funding to implement them after the projects end. This has been explained in all the relevant sections.
Regarding financial sustainability of projects, UNDP resource mobilization is an ongoing initiative, this is done through bilateral meetings and through use of promotional materials and organising events dedicated to RM e.g. Environment Fair –planned for 4 <sup>th</sup> December.	While this is acknowledged, the TEs and MTRs pointed out that many projects struggle to secure additional funds to upscale interventions demonstrated by UNDP supported projects – thus this continues to be a source of risk to sustaining project results and impacts.
It is not clear how UNDP can pay more attention to sustainability issues at project design - the gap between design and Implementation can be challenging as usually the challenge arise from interpretation of the design to ground implementation	While this is appreciated, many of the TEs and MTRs pointed out that many projects struggle to secure additional funds to upscale interventions demonstrated by UNDP supported projects – thus this continues to be a source of risk to sustaining project results and impacts. While there are no clear recommendations emerging yet, the issue of providing funds for upscaling proven initiatives is important – because UNDP projects provide funds for testing and demonstrating technologies and methodologies in some parts of the districts. To impact the whole of the 28 districts will require additional funds for upscaling.
Use current data on poverty and economic development statistics	Done.