

***Joint Programme 11 on Environment with a Focus on
Climate Change, Land Degradation/Desertification and
Natural Resources Management***

***End of Programme Evaluation
(9th August – 15th September 2011)***

Final Report

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LIST OF ABBREVIATIONS

CDM	Clean Development Mechanism
CSO	Civil Society Organisation
DaO	Delivering as One
DoA	Division of Aquaculture
EMOS	Environmental Management Officers
EWG	Environmental Working Group
FACE	Fund Authorisation and Certification of Expenditure
FAO	Food and Agriculture Organisation of the United Nations
GoT	Government of Tanzania
HACT	Harmonized Approach to Cash Transfers
IP	Implementing Partner
IWRM	Integrated Water Resource Management
JAST	Joint Assistance Strategy for Tanzania
JP	Joint Programme
JP11	UN Joint Programme on Environment
JPMT	Joint Programme Management Team
JSC	Joint Steering Committee
KRA	Key Result Area
LGA	Local Government Authority
MA	Managing Agent
M&E	Monitoring and Evaluation
MAFC	Ministry of Agriculture, Food Security and Cooperatives
MDA	Ministry, Department, Agency
MDG	Millennium Development Goal
MEM	Ministry of Energy and Minerals
MKUKUTA	National Strategy for Growth and Reduction of Poverty (Swahili name)
MKUZA	Zanzibar Poverty Reduction Plan (Swahili name)
MLDF	Ministry of Livestock Development and Fisheries
MNRT	Ministry of Natural Resources and Tourism
MoF	Ministry of Finance
MoFEA	Ministry of Finance and Economic Affairs
MoTI	Ministry of Trade and Industries
MoU	Memorandum of Understanding
MoWI	Ministry of Water and Irrigation
MTEF	Medium Term Expenditure Framework
NAPA	National Adaptation Program of Action
NEMC	National Environment Management Council
NEP	National Environmental Policy, 1997
NGO	Non Government Organisation
NRM	Natural Resources Management
NSGRP	National Strategy for Growth and Reduction of Poverty (MKUKUTA)

One Fund	One UN Fund for the United Republic of Tanzania
PES	Payments for Ecosystem Services
PMO-RALG	Prime Minister's Office – Regional Administration & Local Government
PUN	Participating UN Agency
REDD	Reducing Emissions from Deforestation and Forest Degradation
SEA	Strategic Environmental Assessment
SEAP	Sector Environment Action Plan
SME	Small and Medium-Sized Enterprise
TMA	Tanzania Meteorological Agency
ToR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework (2007-2010)
UNDAP	United Nations Development Assistance Plan (July 2011 – June 2015)
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations High Commission for Refugees
UNIDO	United Nations Industrial Development Organisation
VPO	Vice President's Office
VPO-DoE	Vice President's Office, Department of Environment

EXECUTIVE SUMMARY

1. Background to Joint Programme 11

The National Environmental Policy (1997) identifies land degradation, ecosystem deterioration, loss of wildlife habitat and biodiversity, and deforestation as critical environmental problems requiring urgent intervention. In responding to these critical problems, the *National Strategy for Growth and Reduction of Poverty* (MKUKUTA/MKUZA) highlights the relationship between economic development and rational management of the environment and its natural resources. The Joint Programme (JP11) aimed at increasing the capacity of the Vice President's Office (VPO), the Prime Ministers' Office Regional Administration Local Government (PMO-RALG) and the Ministry of Finance and Economic Affairs (MoFEA) to respond to environmental challenges by reforming policy and leading the implementation of key national environmental policies and plans. The Joint Programme on Environment therefore focused on mainstreaming environmental sustainability and climate change - including disaster preparedness and risk reduction - into the policies, strategies, programmes and plans of the key sectors: Energy, Water, Natural Resource Management, Agriculture, and Livestock Development & Fisheries in central and local government.

One of the areas of focus for the programme was to increase investment in environmental management by strengthening the capacity of government and the private sector to access funding opportunities, particularly those relating to adaptation and mitigation of climate change, such as the Clean Development Mechanism.

2. Purpose of the Evaluation

The purpose of the evaluation is to assess the achievements (outputs and outcomes) of JP11 since its commencement. More specifically, the evaluation aimed to:

- (i) assess the appropriateness, relevance, effectiveness, efficiency, impact and sustainability of the JP11 outputs and achievements; and
- (ii) identify lessons learned and draw conclusions which could inform other interventions and which could contribute to decision making processes of the UN, Government of Tanzania (GoT) and other development partners.

3. Evaluation Methodology

The evaluation was conducted by Professor P.K.T. Munishi and Dr. Martyn Murray during the months of August and September 2011. A multi-pronged approach was used for information gathering, including:

- Reviewing key programme documents;
- Conducting interviews with key informants in the PUNs and participating MDAs, namely VPO, PMO–RALG, MoF, MAFC, MLDF, MEM, MoWI, MNRT and NEMC; and
- Field visit to Amani Nature Reserve and discussions with the Conservator, junior staff and visitors.

4. Key Outputs of Joint Programme 11

The Project Document outlines an ambitious programme of work which had great relevance to the aims of JP11 but which inevitably gave rise to limited success if, as is usual in evaluations, the achievements are set against the targets that appear in the original work plan. In that case, only 22 out of 66 activities (33%) are observed to have been implemented. However, a more satisfactory programme is revealed with 56% of activities implemented when the achievements are compared with the scaled down programme of work set out in the revised and more realistic work plan of 2010 which takes account of the much shorter than originally planned implementation period. By the end of the year 2011 most of the planned activities for July 2010 – June 2011 had been implemented with the exception of a few not completed due to insufficient funds, exclusion from the work plan, or initial delays in starting the programme. Despite the short timeframe, many important activities in the programme were implemented.

Under KRA 1, activities that were implemented covered following topics: (i) understanding the impact of climate change on water resource management, (ii) production of popular versions of climate change materials, and (iii) assessment of the impact of climate change on water resources with training on Strategic Environmental Assessment. Several additional activities were designed to raise capacity of the Vice President's Office (VPO), key sector Ministries and the Prime Minister's Office - Regional Administration and Local Government (PMO-RALG) to coordinate the implementation of their environmental management responsibilities and improve monitoring and reporting systems. They include the establishment of an Environmental Information System, construction of improved fuel-efficient firewood stoves, establishment of a National Environmental Web portal, and preparation of a draft CDM handbook containing information education and communication materials on basic CDM issues such as clean energy alternatives and funding opportunities. Other activities were designed to raise awareness of environment management and to inform community members of their role in environmental management and the relevant laws and policies on agriculture sector activities. They included development and implementation of media programmes on climate change, land degradation and natural resource management through TV and radio documentaries, and training on how to develop online/offline repositories (databases).

Under KRA 2 a rapid appraisal of the conservation status of 3 Biosphere Reserves in Tanzania – Serengeti-Ngorongoro, Lake Manyara and East Usambara, was undertaken and support given to revision of the management plan for the East Usambara Biosphere Reserve. Training was given in: (i) use of remote sensing and GIS in Biosphere Reserves management, (ii) use of the Soil-Water Assessment Tool (SWAT) for modelling the hydrology of watersheds, and (iii) formulation of the national energy efficiency standards and code of practice.

Under KRA 3, the activities undertaken included (i) training of LGA District Facilitation Teams (DFTs) in mainstreaming of environmental issues through the use of ESMF & RFP, (ii) training of 5 LGAs on Environmental and Strategic Environmental Assessment (SEA) of Agricultural activities under ASDP and other programmes, (iii) preparation of the National Aquaculture Development Plan

(NADP), (iv) rapid surveys of high potential aquaculture sites, and (v) training of key staff from sector MDAs and key partners on environmental management. In addition an assessment was made of the feasibility of adopting economic instruments as tools for environmental management in the context of environmental fiscal reforms, and a plan of action was drawn up for the application of economic instruments countrywide

Under KRA 4, a major achievement was in the area of awareness raising and sensitization to the CDM concept. Activities included: training of different stakeholders in small hydropower development, energy and climate change (focusing on renewable energy), waste to energy conversion and energy efficiency, carbon-footprint reduction measures in agro-industries, fuel switching, energy efficiency and carbon offset measures, and production of a draft CDM handbook. Also under this output user friendly CDM information was made readily available via the DNA web site, including an interactive CDM project tracking system.

5. Programme Relevance

JP11 was designed to respond to national problems on environment and climate change through mainstreaming environmental sustainability and climate change in key sectors of the economy. The programme contributed directly to the goals of MKUKUTA/MKUZA as well as the MDGs by supporting government efforts to address challenges articulated in several government policies and programmes. For example JP11 contributed to recent developments of MKUKUTA that include mainstreaming of climate change in MKUKUTA II. JP11 also addressed several policy targets in different sectors such as the National Environmental Policy the National Biodiversity Strategy and the National Action Programme to combat desertification.

JP11 adopted a participatory approach involving several UN and government partners in planning and implementation which is an objective that is to the forefront of government policies. At local level the project addressed problems of fuel wood availability and sustaining productivity of land and in this way enabled improvement of livelihoods among local communities. The programme was timely for the Government of Tanzania in relation to the Land Act No 4 (1999) and Village Land Act No 5 (1999) and in encouraging villages to prepare village land use plans (URT, 2006) to reduce haphazard land use and subsequent land degradation. At the national level, the project in its entirety addressed several national policies and strategies including the National Land Policy of (1997) the Land Act and Village Land Act (1999), National Forest Policy, (1998), and Forest Act, (2002), National Environmental Policy, (1997), and the National Energy Policy, (1997). The programme through its aim to mainstream environmental sustainability and climate change into government sectors clearly put into action many aspects stipulated in MKUKUTA and the country Vision 2025, the National Environmental Policy and other policies in relation to wise use of natural resources for sustainable development.

6. Programme Efficiency and Effectiveness

While there was no explicit logframe on which an assessment of efficiency could be based, nor baseline conditions over which future monitoring could be assessed, the effectiveness of JP11 could be estimated on the basis of the revised work plan (July 2009-June 2010 and July 2010 – June 2011) which states clearly the desired outputs and activities and provides both targets and indicators. Based on a review of implementation reports and discussions with Implementing Partners, it was observed that the majority of planned objectives and activities undertaken by different IPs were achieved. Most of them were fully completed. Cases of partial implementation were in many cases attributable to delays in the initial stage of the programme and did not necessarily reflect on the capacity of partners to undertake the activity. Most of the partners were committed to fully implement activities and this level of motivation has been an important factor in the high level of achievement given the short period of time in which funds to implement JP11 activities were available.

The programme design and implementation plan shows that there are clear cost centres for each activity implemented by each IP. The allocation of funds to specific activities based on performance ensures that money allocated to specific activities is spent on the activity to completion. With few exceptions the project has been implemented efficiently. JP11 was implemented by partners from the government which has a well defined administrative structure and salaried personnel with responsibilities. One can therefore conclude that the money allocated to various activities was used directly in implementation of the planned activities. With few exceptions, the money allocated to various IPs went through the Government Exchequer system and the normal government procurement and expenditure procedures were adhered to. Also with very few exceptions, any contracted activity in the program followed the normal government procurement system and contractors were locally sought reducing logistical and mobilization costs.

Despite the programme's efficiency during the period of funding, there were some factors that undermined the overall scope and efficiency of JP11 by delaying disbursement of funds initially. These included the slow process of accessing funds from the exchequer system and problems associated with staff turn-over. The former were partially rectified through alignment of the UN financial system with the government system.

7. Programme Impacts

There was unfortunately no baseline on which the impacts of JP11 could be based. However an indication of impacts may be derived from the operations of the programme based on any new approaches that were introduced as compared with the business-as-usual functioning of government (IPs) and the UN system. One impact of JP11, shared within the overall Joint Programme development assistance, was the alignment of the UN and Government financial systems in order for the programme to be able to use the government exchequer system in fund disbursements. This is seen as a positive impact in enabling the UN system and the government system to work more effectively and efficiently together in greater harmony.

The impacts of the programme under Key Result Area (KRA) 1 can be summarized as follows:

- Improved capacity of the VPO and PMO-RALG to coordinate the implementation of the programme itself. The ability of the VPO to coordinate the programme smoothly indicates that their capacity to undertake joint implementation of major environmental programmes was raised.
- Production of popular versions of climate change materials which will be used as advocacy material for the National Adaptation Program of Action (NAPA) by various sectors and the public at large.
- Training of environmental officers enhanced their knowledge of climate change and environmental sustainability and has the potential to trickle down to local community levels.
- Understanding of the impacts of climate change on countrywide water resources, together with training in Strategic Environmental Assessment (SEA) for water policy and programmes, enhanced the knowledge of stakeholders in understanding the SEA and its role in water resources management. The brochures produced on impacts of climate change on the water sector are a useful part of capacity building to the public on climate change impacts.
- The establishment of an Environmental Information System and a National Environmental Web Portal are both positive impacts of JP11 which will improve the sharing of environmental information among stakeholders.
- Construction of wood efficient stoves will have an impact on reducing fuelwood consumption and on improving energy efficiency.
- Preparation of the draft CDM handbook will improve the understanding of CDM among stakeholders and enable them to take advantage of future opportunities for CDM projects.

The impacts of JP11 under KRA 2 include:

- Updated knowledge on the status of existing Biosphere Reserves in the country resulting from the rapid appraisal of the conservation status of 3 Biosphere Reserves in Tanzania – Serengeti-Ngorongoro, Lake Manyara and East Usambara – which will impact on conservation and development programmes.
- Preparation of management plans for 3 forest reserves in the East Usambara Biosphere Reserve will improve the management and conservation status of the biosphere reserve.
- A Biosphere Reserve Management Plan Framework workshop has raised the capacity of relevant stakeholders to undertake management planning for biosphere reserves.
- Training on the use of remote sensing and GIS in biosphere reserves management, and use of the Soil-Water Assessment Tool (SWAT) for modelling of the hydrology of watersheds, has enhanced the capacity of relevant staff in spatial modelling and its use in the management of biosphere reserves.
- Formulation of the national energy efficiency standards and code of practice will promote energy efficiency and conservation.

The impacts of JP11 under KRA 3 include:

- Training given to LGA District Facilitation Teams (DFTs) on mainstreaming of environmental issues through the use of ESMF & RFP has improved the capacity of District Facilitation Teams (DFTs) to address local environmental priorities in district plans and budgets.
- Training given to LGAs on Environmental and Strategic Environmental Assessment (SEA) of Agricultural activities under ASDP and other programmes will enhance the capacity of the district to undertake SEA for different programmes.
- Preparation of the National Aquaculture Development Plan (NADP), combined with rapid surveys of high potential aquaculture sites and preparation of a GIS map for potential aquaculture sites, gives baseline information for potential investors/entrepreneurs in the aquaculture sector.
- Training of key staff from sector MDAs and key partners on environmental management and International Contract Negotiations enhanced the capacity of the sector MDAs in responding to international regulations in environmental management and contract negotiations.
- Establishment of the feasibility of adopting economic instruments as tools for environmental management, combined with the formulated plan of action for the application of economic instruments countrywide, has enabled MDAs to use economic instruments in environmental conservation and management.

The impacts of JP11 under KRA 4 include:

- Awareness raising, sensitization and training on the CDM concept which has improved the capacity of key stakeholders to develop CDM projects and hence improved their access to CDM funds. Production of a draft CDM handbook also increased stakeholder capacity to access CDM funding.
- Preparation of user-friendly CDM information, an interactive CDM project tracking system, and activation of the DNA website on CDM, further increased the capacity of stakeholders to utilize the full potential of CDM projects and to gain access to potential funding opportunities for CDM projects.

8. Sustainability of Programme Outputs and Outcomes

JP11 was implemented within the national institutional framework with respect to several policies, especially the umbrella of the National Environmental Policy and the various sector policies that touch on the environment and climate change. This created a sense of programme ownership by the government which ensures its future sustainability as the programme outcomes will likely be mainstreamed into the government planning process. Mainstreaming the programme outcomes in the MTEF of government is another positive aspect with regards to future sustainability of JP11's outcomes and outputs.

The capacity in environmental sustainability and climate change which was generated in government by JP11 is likely to be perpetuated across the relevant ministries, given the fact that the education acquired is a long term asset. The acquired skills will continue to be applied, as will the structures that were put in place. The latter include the biosphere management plans and the fuel efficient

stoves which will be permanent or semi permanent assets for future use, ensuring the sustainability of the programme outcomes.

The programme outcomes and outputs may be used by government as a basis for future capacity development in different sectors at all levels.

9. Cross-cutting Issues

Clearly most of the issues addressed by JP11 are crosscutting and none of them can be viewed in isolation. Environmental sustainability cuts across all sectors while climate change impacts all sectors, and thus they constitute issues for all sectors to address. All these issues also carry with them gender dimensions: environmental degradation and climate change will impact differently by gender in many different ways. While not directly associated with human rights the programme has addressed key issues related to human rights. Each person has the right to a healthy environment and thus environmental sustainability and protection against the impacts of climate change are fundamental rights for each individual. JP11 contributed to two additional cross-cutting issues. It did much to raise the capacity of different stakeholders in the environmental area (a key outcome of the programme). JP11 also applied the principles of results-based management and in particular funds were disbursed according to results.

10. Compliance to the DaO

JP11 aimed to bring all the UN Agencies and government partners together in working to deliver outputs under One coordination unit. Except for a few instances in which individual UN agencies had to work directly with individual Implementing Partners, the principles of DaO were adhered to. In cases where there was a deviation, it may be traced back to anomalies in the funding system such as non-alignment of the government financial system with the UN system in the initial stages. In several instances delay of disbursement of funds was noted, this resulted from a range of reasons, and the fact that this working modality is new and this programme was implemented as a learning by doing platform. Future UN-Government programmes will consider and address the several various causes of delays in disbursements as part of lesson learned from experience of JP11 and the agreed solution be considered at the forefront of any reform agenda. to strengthen the principles of DaO.

11. Conclusions

The main conclusion of the evaluation is that the government's capacity to work effectively in addressing environmental problems was boosted by JP11 and that its principal legacy is an administrative framework enabling joint environmental programming. There were a number of shortcomings that reduced the efficiency and effectiveness of the programme well below its potential. One complex area of significant administrative weakness gave rise to persistent delays in the disbursement of funds and set back the work schedule by many months.

Other shortcomings of JP11 were found in the technical programme design. Firstly, the technical aims of the programme were articulated broadly and in ambitious

manner; this was done deliberately in the project document to open up involvement of the five selected MDAs. However, detailed breakdown to a feasible and practical programme of work that targeted the most pertinent weaknesses in a sector was expected to happen during the Annual Work planning process. This was rectified at a later stage in the revised work plans but by then the level of expected outputs had to be scaled down to match fund allocation (it should be noted that funds allocation was only 50% of the planned amount). Secondly, environmental reforms supported by JP11 introduced one new financial instrument, the Clean Development Mechanism (CDM) and were compatible with another, Payments for Ecosystem Services (PES), but introduction of these new instruments needed to be accompanied by cross-sector policy reviews to avoid policy conflicts. Policy strengthening was a key area for JP11 but due to a late start (almost at the tail end of the cycle) there were no significant policy reviews that took place. Thirdly, arising partly from infrequent meetings by the Environmental Working Group and from limitations in the JPMT-EWG coordination, the opportunity for providing strategic inputs into JP11 was itself limited. At least partly for these reasons, the programme was unable to participate directly in developing GoT's environmental strategy.

The roots of many of these problems, both administrative and technical, go back to the design stage of JP11 when insufficient attention was given to devising a more efficient administrative system, particularly with regard to disbursements, or to developing a more fully specified technical programme. A greater level of consultation between UN and Government at the design stage might have saved much time during implementation.

12. Lessons Learned

There are several lessons to be drawn from the experiences of JP11, as summarised in the following.

(1) Design Phase

The technical programme of JP11 revealed some notable gaps. One of these was the absence of a country-specific analysis of environmental problems apart from the National Environment Policy (1997), NAPA (2007) and the Environment Management act (EMA 2004) as part of the programme design. Another gap was the lack of a fully developed logical framework at inception. Most of the technical shortcomings of JP11 can be attributed to insufficient participation by all relevant sectors at the earliest stage of project formulation; little time investment by partners during the design and the urgency of starting activities given the fact that environment came in toward the end of the programme cycle.

(2) Financial Instruments

A second lesson to emerge from J11 is the need for to analyse and review a broader range of options for addressing climate change and environmental degradation during programme design, including the introduction of Payments for Ecosystem Services (PES) and Reducing Emissions from Deforestation and Forest Degradation (REDD). Due to the fast-moving pace of the international response to climate change and environmental degradation, inputs from leading experts in the environmental field are needed to ensure optimal programme design.

(3) Compartmentalised Programme

JP11 was successful in bringing environmental issues into different sectors; however the activities were compartmentalised within those different sectors. The structure of JP11 did not encourage a joined up approach that would be multi-sector in scope and ecosystem-based on the ground.

(4) Technical Leadership

The fourth lesson that emerges is the need for stronger technical leadership in the implementation of the environmental programme to support a strategic approach to activities.

(5) Supporting Institutional Memory

The fifth lesson to learn from JP11 is that complex environmental programmes bring unique challenges in the coordination, interpretation and presentation of programme information. Newly appointed focal persons and others working closely with JP11 required either a handover period in which the previous incumbent briefed them on the programme, or a tailor-made, interactive, information system giving contact persons and their responsibilities, a record of past meetings and their minutes, and a simple summary of the programme's aims, implementation strategy, and outcomes, with the facility to drill down to individual activities.

(6) UN-GoT Institutional Arrangements

As emerges from the previous lessons, it would appear that current arrangements in which the UN is Managing Agent and the Government is Implementing Partner may introduce a gap in technical programming, especially in any sector where technical skills are developing rapidly at the international level. This is a lesson for consideration at the Delivering-as-One level.

13. Recommendations – Programme Administration

The following recommendations concern the administrative arrangements for JP11 and are directed at both the UN in Tanzania and the Government of Tanzania.

(1) Disbursement Procedures (GoT and UN)

Significant delay in disbursement of funds was the single biggest limitation on JP11, even after alignment of the UN and Government financial years, and must remain a potential threat for UNDAF. Further progress is needed to speed up disbursement procedures and harmonise the two financial systems. Even small changes, such as harmonizing the codes used in accounting would help to speed up the process. It is recommended that Treasury and the UN Delivering-as-One and Government review procedures to define minimum standards and improved financial mechanisms.

(2) Funding Criteria (GoT and UN)

In order to ensure that core principles of Delivering as One are upheld, UN Agencies with expertise but little core funding need to be given priority by both their UN partners and Government when developing programme implementation plans. It is recommended that GoT and UN jointly design independent funding criteria for the UN-Government development programme.

(3) Institutional Memory (GoT and UN)

The high turnover of staff in JP11 brought about a loss of direction and momentum. This was a factor in government but even more so amongst international staff appointed by UN Agencies. It is recommended that the UN review and improve its institutional memory support systems. Specific recommendations for consideration are firstly a minimum overlap of 2 weeks at key staff changeovers, and secondly development of an interactive Programme Information System to support staff in both Government and UN. Further details are in the main report.

(4) Building Technical Capacity (GoT)

Planning authorities in the GoT should review the effectiveness of current approaches to capacity development and consider adoption of alternatives to workshops and seminars. One specific recommendation is for key staff to work with consultants hired by government for at least part of their missions to benefit from on-the-job mentoring. Another recommendation is to develop long-term collaborations with centres of excellence on topics such as CDM, REDD and PES that can simultaneously support Ministries, train staff, and assist with transfer of knowledge.

14. Recommendations – Technical Programme

The following recommendations relate to the technical programme delivered by JP11 and are directed at both the UN in Tanzania and the Government of Tanzania.

(5) Policy Conflict, Incentives and PES Reform (GoT and UN)

Review the government's environmental policies in the light of new international financial instruments relating to ecosystem services and carbon payments, with a view to harmonising and rationalising management planning in land and natural resources (see main report for details and examples).

(6) Integration of Sectors – Ecosystem Approach (GoT and UN)

In the longer term, the UN and GoT should adopt an ecosystem perspective to their development programmes. For illustration, in conserving watersheds the programme might support activities involving (a) protected areas and forestry in the upland watershed area, (b) farmers and hydropower in the mid-level catchment, and (c) urban and tourism sectors in the lower catchment. This approach would take advantage of the ecological connectivity of the environment and the economic connectivity of the Payments for Environmental Services approach.

As a partial move towards greater integration, UNDP should participate in developing additional SEAPs.

(7) J11 Unimplemented and Incomplete Activities

Several activities were not completed during the program execution but it would be highly beneficial to complete them. In this case the UN should develop a short term strategy to support the completion of such activities. (See main report for further details.)

(8) Technical Leadership (GoT and UN)

It is recommended that the following steps are taken to ensure a strong technical leadership in future joint GoT – UN environmental programmes:

- Appoint a fulltime senior technical coordinator to be responsible for delivering a high quality technical programme, and to co-chair the environmental steering group;
- Ensure that the environmental steering group meets bimonthly at least, with resources to mount a strong follow-up on resolutions adopted and with powers to ensure compliance;

(9) Design of Technical Programme (GoT and UN)

The design stages of joint environmental programmes need greater resources because of their complex structure. Their design should include a problem analysis, and needs assessment as a basis for programme development. The draft design should undergo an administrative and technical review process before being finalised.

(10) Programme Information System (GoT and UN)

A well developed and utilised programme information system should be developed in similar environmental programmes with the following aims:

- Act as an institutional memory to buffer against staff turnover (see Section 5.3.1);
- Assist in the monitoring, management and evaluation of the programme;
- Brief key staff on the technical issues of environmental change and sustainability;
- Assist in the wider dissemination of information about the programme.

1.0 INTRODUCTION

1.1 Background to the Joint Programme 6.1

Tanzania's natural resources including its forests, pastures, soils, freshwater, fauna and flora, and coastal and marine systems, are the main source of peoples' livelihoods and the backbone of the country's most productive sectors. The relationship between economic development and rational management of the environment and its natural resources is emphasized in the National Environmental Policy, (NEP) 1997 and the National Strategy for Growth and Reduction of Poverty (NSGRP) or MKUKUTA/MKUZA. The NEP identifies land degradation, loss of wildlife habitat and biodiversity, ecosystem deterioration and deforestation as critical environmental problems, requiring urgent intervention. It is estimated that 10.7% of land area in Tanzania has high vulnerability to desertification, of which 1.3% has very high vulnerability (Fig. 1). The impacts of poverty and climate change are likely to further aggravate these problems, thus increasing the vulnerability of both urban and rural communities, as well as that of the natural resources and the environment providing livelihood to the people. The Millennium Development Goal 7 also recognizes the importance of addressing the adverse impact of environmental degradation on people's livelihoods.

To respond to these critical problems, the Joint Programme (JP11) aimed at increasing the capacity of the Vice President's Office (VPO), the Prime Ministers' Office Regional Administration Local Government (PMO-RALG) and the Ministry of Finance and Economic Affairs (MoFEA) to coordinate and lead the implementation of key national environmental policies and plans. The Joint Programme therefore focused on mainstreaming environmental sustainability and climate change - including disaster preparedness and risk reduction - in the policies, strategies, programmes and plans of key sectors: Energy, Water, Natural Resource Management, Agriculture and Livestock Development & Fisheries. Recognizing the importance of working with local communities and local government in order to achieve concrete results, this Joint Programme ensured that LGA's plans and budgets address local environmental priorities and integrate environmental management issues.

One of the areas of focus for the programme was to increase investment for environmental management by strengthening the capacity of government and the private sector to access funding opportunities (both local & international) for adaptation and mitigation, such as the Clean Development Mechanism (CDM). In this area, the programme aims at developing a strong set of bankable CDM project proposals to be submitted to the relevant financing institutions, while working with the VPO to build skills and capacity for carrying out due diligence with respect to sustainable development and quality assessment.

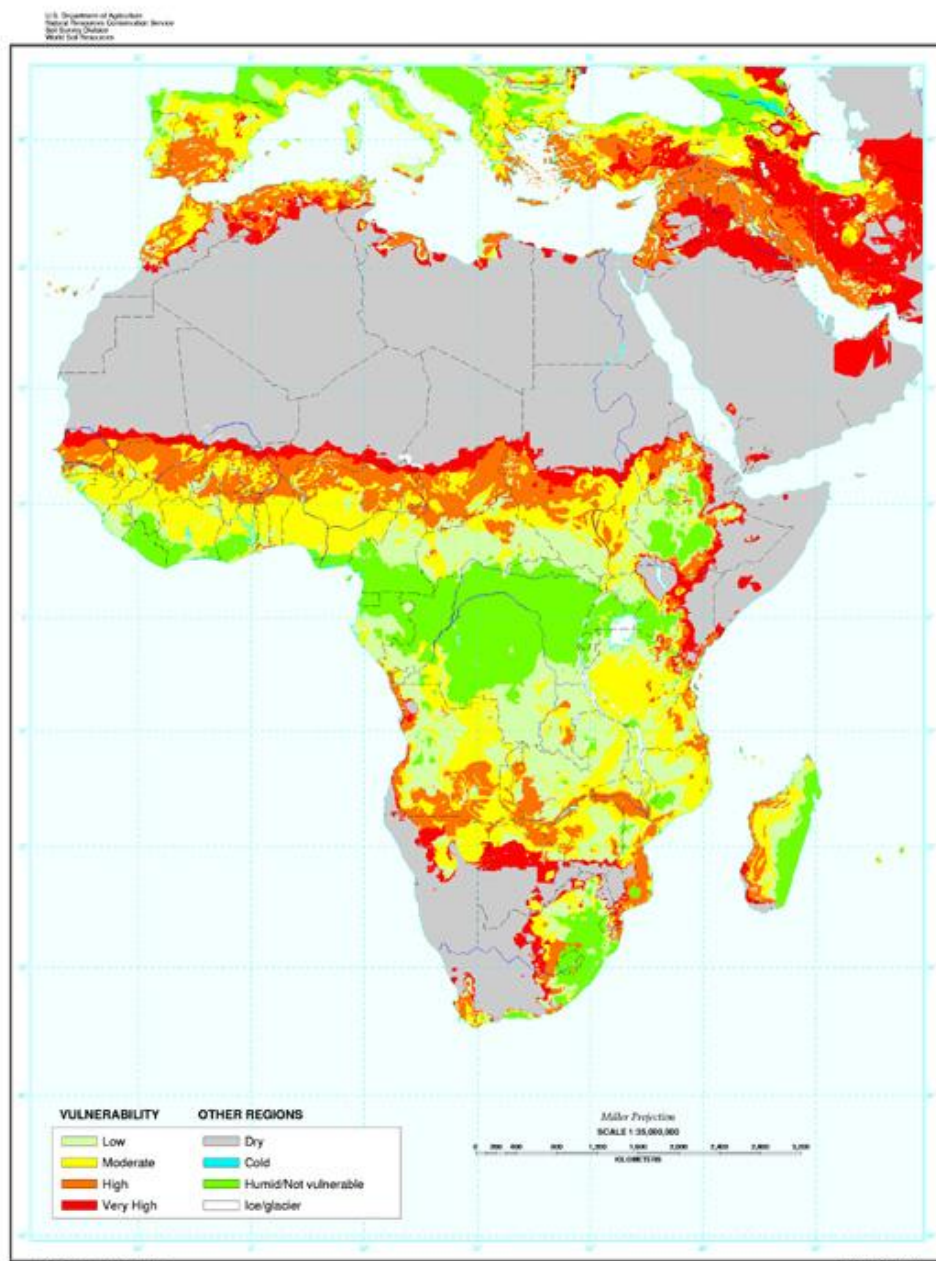


Figure 1. Vulnerability of Africa land units to desertification with regions coloured red located along the desert margins having the highest propensity¹.

1.2 Expected Results of Joint Programme 11

Support from the UN Joint Programme on Environment covered three main areas of national priorities, as articulated in the MKUKUTA/MKUZA and JAST, to ensure:

- (i) Capacities of the national and local government to coordinate, lead and implement environmental policies and plans are developed;

¹ Source: Reich et al 2001: Land Resource Stresses and Desertification in Africa.
<http://soils.usda.gov/use/worldsoils/papers/desertification-africa.html>

- (ii) Mechanisms for environmental sustainability and climate change in key sectors, strategies and policies, including disaster risk reduction are in place;
- (iii) Capacity for government and the private sector to access international funding for adaptation and mitigation of climate change is built.

The Joint Programme aimed to assist Tanzania's progress towards achieving goals of MKUKUTA/MKUZA, as well as the MDGs, by supporting government's efforts to address challenges as articulated in the following key policy and programming documents which are outlined below:

- (iv) MKUKUTA CLUSTER I (Goal 2 and 4): Broad based and equitable growth is achieved and sustained;
- (v) MKUKUTA CLUSTER II (Goal 3): Improved Quality of Life and Social Well-Being with a particular focus on the poorest and most vulnerable groups;
- (vi) MKUKUTA CLUSTER I & II (Goal 1 and 2): Structures and systems of governance as well as rule of law are democratic, participatory, representative, accountable and inclusive and equitable allocation of public resources with corruption effectively addressed.

The overarching goal of Joint Programme 11 is to build government capacity to address the problem of eco-system degradation and loss of biodiversity. Table 1 sets out the key results that JP 11 aimed to achieve. Outcomes and strategies are from the Project Document of 27th January 2009; corresponding Outputs (taken from the "original work plan") are summarised in Table 1.

Table 1: JP 11 objectives and key results – Project Document and Original Work Plan (2008)

OUTCOME 1: VPO, sector MDAs, MoF and PMO-RALG are able to provide coordinated leadership to ensure key national environmental programmes and activities are implemented.
Strategy: Conduct studies on policies programmes and plans with a view to ensure environmental sustainability issues are adequately mainstreamed.
Outputs:
1.1: Sector MDAs, PMO-RALG understand key environmental management challenges, issues (and how they relate to poverty), government policies and plans as well as their roles and responsibilities and those of others in environmental management in Tanzania
1.2: VPO, key sector Ministries and PMO-RALG coordinate the implementation of their environmental management responsibilities and improve monitoring and reporting systems
1.3: Public understands the different roles of the VPO, MDA, PMO-RALG, LGAs in environmental management and supports policy implementation and monitoring
1.4: Decision makers in key sectors including ministers have increased knowledge on environmental issues (STO) and advocate for increased budget/prioritisation for environmental issues (MTO)
OUTCOME 2: Key sectors (Energy, Water, NRM, Agriculture and Livestock/Fisheries) mainstream and implement measures to ensure environmental sustainability and climate change in their policies, strategies, programmes and plans including disaster and risk reduction

Strategy: Strengthen contents of current policies through reviews and build capacity of actors to implement.
Outputs:
2.1: Key sector strategies reviewed and disseminated
2.2: Formulate national energy standards and code of practice to promote energy efficiency and conservation
2.3: Training on international agreements, negotiation (Environment, Trade and Minerals)
2.4: Risk reduction strategies better informed via integrated disaster monitoring and information sharing
OUTCOME 3: LGAs plans and budgets that address local environmental priorities and integrate national environment management programmes are implemented.
Strategy: Change mind-set of LGA directors and councillors to appreciate the role of environment officers; build capacity of environment officers and LGAs
Outputs:
3.1: LGAs understand key environmental issues and challenges (and relationship to poverty)
3.2: LGAs understand their roles and responsibilities (and those of others) with respect to environmental management and enhance community/stakeholder participation in planning
3.3: MDAs, LGAs and key partners equipped with key skills in environmental management, planning and International Contract Negotiations.
3.4: Environmental Management Officers (EMOS) and Technical Specialist produce District environmental profiles
3.5: Framework for environmental fiscal reform in place as a tool to increase public finances for Environmental management
OUTCOME 4: Increased (and self sustained) funding for Environmental Management from international environment funding mechanisms
Strategy: Increase knowledge base on Climate Change adaptation, mitigation and CDM; establish 2-3 demonstration projects on Climate Change adaptation and CDM by end of the JP duration; develop national repository for Climate Change adaptation and CDM; link implementation of this project with other ongoing climate change initiatives regionally and globally such as REDD and TerrAfrica programmes.
Outputs:
4.1: Key industries, private sector organizations, Financial Institutions, NGOs and CSOs knowledgeable on the basic CDM concepts, funding opportunities and where to find additional information and assistance
4.2: An effective and functional Designated National Authority for Clean Development Mechanism in Tanzania
4.3: Trained participants develop CDM project proposals and submit them to financing institutions

Joint Programme 11 was one of the three additional JPs that were designed after the original One Programme that took effect in 2008. The JP11 programme document was signed in early 2009. Implementation started in the last quarter of 2009 and ended in June 2011. It was necessary to revise the work plan accordingly. The four Outcomes were slightly adjusted and a fifth Outcome on joint cooperation between government and UN added. Some Outputs were ‘deprioritised’ and removed. Table 2 summarises the objectives and key results of the modified programme as set out in the “final work plan”.

Table 2: JP 11 objectives and key results – Final Work Plan (30 April 2010)

OUTCOME 1: VPO, sector MDAs, MoFEA and PMO-RALG are able to provide information on environmental issues to the public
Outputs:
1.1: Impact of climate change on water resources management understood and popular versions of climate change materials produced by VPO
1.2: Establishment of National Environmental Web portal to improve sector coordination on environmental information
1.3: Awareness is raised on environment management related issues and community members informed on their role in environmental management and laws and policies on agriculture sector
1.4: Decision makers in key sectors including ministers have increased knowledge on environmental issues (STO) and advocate for increased budget/prioritization for environmental issues (MTO)
OUTCOME 2: Key sectors reviewed to ensure environmental sustainability and climate change are mainstreamed and energy and agriculture sector have specific tools to incorporate climate change in their works
Outputs:
2.1: Key sector strategies reviewed, including biosphere reserves management plans, and disseminated
2.2: Formulate national energy standards and code of practice to promote energy efficiency and conservation
2.3: Increased capacity to use SEA tool on agriculture sector
OUTCOME 3: LGAs plans and budgets that address local environmental priorities and integrate national environment management programmes are implemented.
Outputs:
3.1: District Environmental Working Groups (5 districts) have knowledge on energy and water resources management and able to train lower level officials and the Division of Aquaculture (DoA) is strengthened to support a sustainable and economically viable aquaculture subsector
3.2: LGAs understand their roles and responsibilities (and those of others) with respect to environmental management and enhance community/stakeholder participation in planning
3.3: MDAs, LGAs and key partners equipped with key skills in environmental management, planning and International Contract Negotiations.
3.5: Framework for environmental fiscal reform in place as a tool to increase public finances for Environmental management
OUTCOME 4: Increased (and self sustained) funding for CDM activities in Tanzania
Outputs:
4.1: Key industries, private sector organizations, Financial Institutions, NGOs and CSOs knowledgeable on the basic CDM concepts, funding opportunities and where to find additional information and assistance
4.2: An effective and functional Designated National Authority for Clean Development Mechanism in Tanzania
4.3: Trained participants develop CDM project proposals and submit them to financing institutions
OUTCOME 5: Strengthen cooperation between participating government and UN agencies to manage environmental issues
Outputs:
4.1: Management of Joint Programme

According to the Work Plan of April 2010, the total budget of US\$4,064,000 comprised US\$3.5 million (86.2%) from the One UN Fund and US\$0.6 million (13.8%) from parallel funds from participating UN agencies. By the end of the

programme, a total of US\$1,5 million had been spent out of the transferred funds of US\$3.5 million, representing an expenditure of 43.3% (Table 3).

Table 3: JP11 budget and expenditure

	Year	Fund (\$) allocation for period (2009-2011)	Approved budget(\$) (real-time)	Transfers (\$) (real-time)	Expenditure (\$) (annual)	% Delivery rate (annual)
	2009	3,474,000	1,159,840	0	321,909	27.7
	2010	3,474,000	1,698,651.00	0	1,270,882.87	74.8
	2011	3,474,000	1,108,030.00	50,000	836,997.4	79.1
Total		3,474,000	n/a	50,000	2,429,789	69.9-overall

1.3 UN Delivering as One (DaO)

The UN in Tanzania is one of eight UN country offices that are piloting implementation of the “Delivering as One” concept. The adoption of the concept followed the recommendation in 2006 by the *High-level Panel on UN System-wide Coherence in the Areas of Development, Humanitarian Assistance and the Environment* appointed by the Secretary-General to review the way the UN delivered development assistance within countries in order to attain greater harmonisation and ensure more aid effectiveness. The High-level Panel stressed the need for the UN “...to overcome its fragmentation and deliver as one through a stronger commitment to working together on the implementation of one strategy, in the pursuit of one set of goals” (“*Delivering as One*”, Report of the Secretary-General’s High-Level Panel, 2006, p.2).

The High Level Panel Report noted that global environmental degradation including climate change – will have far reaching economic and social implications that affect the world’s ability to meet the MDGs. The 3rd Global Environmental Outlook prepared by UNEP, notes that desertification is a threat to sustainable development in Africa and will impact on any efforts to address poverty and achieve the MDGs in many African Countries. It is recommended that in view of the centrality of environmental sustainability to the achievement of the MDGs, the UN should focus on strengthening human, financial and technical capacities to mainstream environmental issues – including biodiversity, desertification and climate change – in national decision making process. The increase in incidence and severity of natural disasters with environmental causes also points to the need to incorporate improved knowledge in work on disaster preparedness and risk reduction.

The UN agencies in the eight pilot countries are experimenting with ways to increase the UN system’s impact through more coherent programmes, reduced transaction costs for national governments, and lower overhead costs for the UN system. Countries implementing the DaO reforms are supposed to operate according to the following guiding principles defined by the High-Level Panel:

- **One Leader:** an empowered Resident Coordinator with authority to negotiate the One Country Programme with the national government on behalf of the entire UN system;
- **One Programme:** country-owned and signed off by the government, a programme that is responsive to the national development framework, strategy and vision, and to internationally agreed development goals;
- **One Budgetary Framework:** completely transparent, showing clearly the overheads and transaction costs of the UN and all of its funds, programmes and specialized agencies in the country; and
- **One Office:** including one integrated results-based management system, integrated support services, joint premises (where appropriate), common security infrastructure and clear lines of accountability.

A subsequent addition was that of the UN speaking with **One Voice** that is coherent, strong and demonstrates its added-value to the national development context.

The GoT volunteered and the country was officially accepted in January 2007 as one of the pilot cases for the UN “Delivering as One”. In October of the same year, UN agencies signed a Memorandum of Understanding establishing the One UN Fund in Tanzania. The One UN Fund is the vehicle through which donors can finance the DaO in Tanzania.

A Joint GoT/UN Steering Committee (JSC), co-chaired by the Permanent Secretary for the Ministry of Finance and the UN Resident Coordinator was established to provide strategic guidance and national oversight to the One UN Programme and the One UN Fund. The JSC has overall strategic responsibility for all eleven Joint Programmes that have been developed since the beginning of One UN in Tanzania under UNDAF (2007-2011).

Process indicators for “Delivering as One” are derived from, and are intended to assess, compliance with the *Paris Declaration on Aid Effectiveness* (2005) and the *Accra Agenda for Action* (2008). Thus, in reporting on the Joint Programmes for One UN Tanzania, the process indicators used to measure progress will usually include items such as:

- % of JP support that is reported on the government’s budget;
- % of the JP budget channelled through the Exchequer;
- % of the JP funds using public procurement systems;
- % of the JP budget channelled through the Managing Agent;
- % of IPs using FACE to request quarterly fund disbursements.

UNDP was selected as the Managing Agent (MA) with responsibility for overall coordination of the Joint Programme 11. The role and responsibilities of the MA were defined in the Memorandum of Understanding signed by the heads of the participating UN agencies during the period November 2008 to January 2009. According to the MoU, the MA had “...full programmatic accountability for the results of the Joint Programme and financial accountability for the funds disbursed to it”

(MoU for UN Joint Programme on Environment, Article 1). The duties and responsibilities of the MA included:

- (i) receiving funds for JP 11 (Environment),
- (ii) disbursing funds to IPs through the Treasury,
- (iii) coordinating technical inputs by the Participating UN Organizations (PUNs),
- (iv) following up with the PUNs and IPs on activity implementation, and
- (v) preparing narrative (activity/output) and financial reports, with inputs from the IPs and the PUNs.

According to Annex B of the JP Environment MoU (MoU2), the Environment Working Group (EWG) serving as Steering Committee for JP Environment will provide overall direction to and monitoring of the implementation of the Joint Programme. Under these functions, the EWG will also provide facilitation of interagency coordination at the national level. As part of the coordination and oversight functions of JP Environment, the EWG will perform the following functions:

- Review and approve annual work plans and budgets of planned activities;
- Monitor the implementation of the programme activities by receiving implementation reports (both narrative and financial reports);
- Provide guidance on overall programme implementation and suggest new areas of focus if the need should arise;
- Advise on ways to mobilise funding for implementation of the programme, both from local and external sources.

Under normal circumstances, the Steering Committee of JP Environment will meet twice per year; extraordinary meetings may be convened if necessary. The Director for Environment in the VPO will chair the meetings. Membership will include all representatives of Implementing Partners, the MA and selected participants from UN Agencies.

1.4 Purpose of the Evaluation

The purpose of the evaluation was to assess the achievements (outputs and outcomes) of the Joint Programme 11 on Environment since its commencement. More specifically, the evaluation aimed to:

- (i) assess the appropriateness, relevance, effectiveness, efficiency, impact and sustainability of the JP 11 outputs and achievements; and
- (ii) identify lessons learned and draw conclusions which could inform other interventions and which could contribute to decision making processes of the UN, Government of Tanzania (GoT) and other development partners.

The detailed TOR are presented at the end of this report as Appendix 1.

1.5 Structure of the Report

This report consists of five chapters. This first chapter provides background information on the Joint Programme 11 and defines the purpose of the evaluation. Chapter 2 describes the methodology that was used in the evaluation process, including information and data gathering and limitations of the study. Chapter 3 discusses the programme's outputs. Chapter 4 assesses the programme's outcomes and impacts on the target Ministries, sectors, LGAs and key partners, their sustainability, issues of partnerships and coordination, and cross-cutting issues that were addressed by the programme. The final chapter contains the conclusion, lessons learned and recommendations on administrative arrangements and the technical programme for consideration by the GoT and the UN in Tanzania.

2.0 EVALUATION METHODOLOGY

2.1 Introduction

The evaluation of the JP 11 started on Wednesday 10th August 2011 with introductory meetings at UNDP, Dar es Salaam, with the Assistant Resident Representative, JP-11 Coordinator, Deputy Country Director and Operations Advisor. The purpose of the meetings was to enable the consultants to obtain a deeper understanding of the Terms of Reference, the Delivering as One context and the JP 11 Environment programme. The team were provided with soft copies of programme reports and documents and provided with access to the hard copy programme files. On 12th August the team was briefed on the implementation of JP-11 by the VPO and Implementing Partners and by representatives of UN Agencies and the opportunity was taken to jointly organise an evaluation work schedule.

2.2 Data collection methods

The consultants were provided with a comprehensive set of background documents on the programme for review. These included the JP 11 project document, work plans, MoUs, annual reports for 2009 and 2010, CDM reports, and programme reports from VPO, MoF, MAFC, MLDF, MEM, MoWI, MNRE, NEMC, PMO RALG, FAO, UNIDO, UNESCO, UNEP, UNDAF and UNDP, and reports from consultants.

Other background documents relevant to the evaluation of JP 11 were the report of the *High-level Panel on UN System-wide Coherence (Nov 2006)*, and the Accords and reports of the *2009 and 2010 United Nations Climate Change Conferences (Copenhagen, Denmark and Cancún, Mexico respectively)*.

2.3 Evaluation Work Plan

The consultants prepared a work plan detailing how they proposed to conduct the evaluation (Appendix 2). The assignment was to be completed within 30 working days. In brief, data collection and information gathering involved interviews with a wide range of key informants within the IPs and UN Agencies in Dar es Salaam. Accordingly, the first two weeks were spent in Dar es Salaam conducting interviews with key informants and reviewing programme documents. Thereafter, the consultants spent 2 working days in Amani Nature Reserve conducting further interviews and analysing forest management plans, before returning to Dar es Salaam to prepare and present their preliminary findings and to begin compiling the evaluation report.

2.4 Interviews with Key Informants

Several categories of key informants were interviewed both in Dar es Salaam and in the two regions. Collecting data across different groups of informants and individuals was necessary in order to validate the findings through the triangulation of information. The respondents were interviewed alone or in groups, in the latter case

usually comprising senior managers/heads of institutions together with their subordinate staff. Their names and official positions are given in Appendix 4.

The key informants comprised the following categories:

- (i) The Programme Management Team in Dar es Salaam as the Managing Agent;
- (ii) Staff of the PUNs (UNESCO, UNIDO, FAO, UNDP and UNEP) including focal persons based in Dar es Salaam;
- (iii) JP 11 focal persons in the participating MDAs, namely VPO, PMO–RALG, MoF, MAFC, MLDF, MEM, MoWI, MNRE and NEMC.
- (iv) The Conservator and junior staff at Amani Nature Reserve.

2.5 Field Visit to Amani Nature Reserve

The consultants travelled to Amani Nature Reserve on 23rd August and held discussions with the Conservator who also provided copies of the 5-year Management Plans for Bombo East I and II Forest Reserves which are situated in the north of the East Usambara Biosphere Reserve in Tanga Region. Other junior staff took part in discussions the next day and one of the guides accompanied a consultant along a forest trail providing an opportunity to assess levels of training. In addition, discussions were held with visitors including members of the UK Tropical Biology Association who were running field courses at Amani.

2.6 Limitations of the Evaluation

Use of project logframe

A programme document was prepared for JP 11 in January 2009 at the intended inception of the programme. It contained a listing of Outcomes with associated strategies and outputs, but a project logframe (with indicators, baselines, targets/milestones, means of verification and risks/assumptions) was not developed at that stage. In the event, inception was delayed until the last quarter of that year significantly shortening the period of potential implementation. A particular problem for the evaluation of JP 11 was the lack of a monitoring plan in the programme document together with baseline data and planned targets. A programme logframe was included in the 2009 annual report with indicators and targets which was used for reporting purposes. This was further developed in the 2010 work plan which contains baselines, indicators, targets and risks/assumptions.

Partly due to the delay in its inception, and to further delays during implementation, the logical framework guiding JP 11 has undergone a process of evolution which has included modification of Outcomes and Outputs. This and the other factors mentioned combine to make the evaluation somewhat problematic particularly in relation to the assessment of impacts on a before and after basis. At the request of participants at the debriefing meeting of 26th August 2011, the final work plan has been used as a basis for an assessment of results. However the various versions of

the logframe have been kept in mind so as to retain an historical overview of the programme.

Staff turnover

Although JP-11 has not been running for as long as some other Joint Programmes it has had to contend with staff turnover including three JP11 Coordinators. This has also limited the evaluation with regard to understanding some of the issues leading to delays in implementation in 2009 and 2010. These problems are discussed more fully in chapter 5.

Quantitative data / Indicators

The revised plan of action has both quantitative and qualitative indicators for each outcome as well as the targets that are to be achieved for each output. For example, indicators for Outcome 1 include: (i) a functional environmental web portal, (ii) popular versions of relevant policies and studies available for the public, and (iii) increased number of environmental issues reported in the media. Associated targets include: Integrated Water Resource Management (IWRM) assessment is available by August 2010; 1000 Cartoon booklets produced; 1000 National Adaptation Programme of Action (NAPA) popular version prepared by October 2010. Regarding Output 1.2, the targets are for the National Environmental Web portal to be opened by August 2010, 20 users registered by December 2010 and 50 articles/items uploaded to the database by December 2010.

These are sufficiently quantitative and measurable indicators. Most of the IPs reported against these indicators, noting the proportion of achievements in the activities that they implemented. Some had very brief reports that did not quantify the achievements. Such anomalies may have been caused by ambiguity in the indicators depending on the activity being implemented, but in some cases the IP did not adhere to the quality of reporting necessary to give an indication of the extent of the target achievements. In general and in most reports, achievements were indicated against targets as presented in the action plan, and thus the quality of reporting of most IPs with respect to indicators was good.

3.0 KEY OUTPUTS OF JOINT PROGRAMME 11

3.1 Introduction

A description of the key outputs of JP11 is provided in this chapter. Information from annual/progress reports shows that there was a delay of more than 7 months from the planned commencement of the program. The initial plan was to start the implementation of the programme in the beginning of 2009 but the actual implementation took place during the fourth quarter of the year 2009, that is, from October to December 2009. The delays were caused by among others: (a) the delay in submission of fund requests from implementing partners and delayed responses from the UN Agencies (in offering technical support to respective national implementing partners), (b) requests of funds from implementing partners not being inline with UNDP financial guidelines, (c) practical challenges faced during actual transfer of funds and (d) for some JP implementing partners the budget was not included in the government annual work plan 2009/2010 and Medium Term Expenditure Framework (MTEF) for the government as it started in the middle of the national budget cycle.

The overarching goal of JP11 was to build government capacity to address the problem of eco-system degradation and loss of biodiversity through involvement of all sectors focusing on climate change, desertification and natural resource management. This would be undertaken with a view to supporting policy interventions, implemented by key sector ministries which included Water, Natural Resources, Agriculture, Livestock & Fisheries and Energy. In addition the Prime Minister's Office Regional Administration and Local Government (PMO-RALG), Ministry of Finance (MoF) and Tanzania Meteorological Agency (TMA) would be involved. It was further planned that a number of Civil Society Organizations (CSOs) would participate in the implementation of the JP and the programme would be coordinated through the Vice President's Office (VPO).

Given the fact that environmental issues are cross cutting, selection of the implementing partners and activities for demonstration took a multi-sectoral approach. In this respect several MDAs were involved as implementing partners (IPs). Starting from January 2009, these included the Ministry of Natural Resource and Tourism (MNRT), Ministry of Agriculture, Food Security and Cooperatives (MAFC), Ministry for Livestock Development & Fisheries (MLDF), Ministry of Water and Irrigation (MOWI), Ministry of Energy and Minerals (MEM); Prime Minister's Office - Regional Administration and Local Government (PMO-RALG); Ministry of Finance and Economic Affairs (MOFEA); Ministry of Trade and Industries (MoTI); National Environment Management Council (NEMC) and Tanzania Meteorological Agency (TMA).

3.2 Key Results (Outcomes) and Outputs of Joint Programme 11

Originally the programme had 4 outcomes with several outputs for each outcome. The outputs of JP11 by Key Result Area (Outcome) were as follows.

3.2.1 Key Result Area (Outcome) 1

The Vice President's Office (VPO) and Prime Minister's Office Regional Administration and Local Government (PMO-RALG) are able to provide coordinated leadership and key national environmental programmes and activities are implemented.

The justification for this outcome is that current plans and programmes do not adequately address environment sustainability issues. The strategy to address this was to conduct studies on policies programmes and plans with a view to ensuring that environmental sustainability issues were adequately mainstreamed. The outcome was expected to be achieved through (a) undertaking baseline studies to increase understanding of key environmental management challenges by MDAs and LGAs as they relate to peoples' livelihoods, (b) coordination and monitoring of environmental management responsibilities by VPO, MOFEA and PMO-RALG, (c) advocacy to public on roles and responsibilities of VPO, MDAs, PMO-RALG and LGAs on implementation of policies related to environmental management and (d) improved understanding by key sectors including ministries to facilitate budgeting and prioritizing of environmental issues.

3.2.2 Key Result Area (Outcome) 2

Key sectors (Energy, Water, Natural Resources and Tourism, Agriculture, Livestock Development & Fisheries) mainstream environmental sustainability and climate change in their policies, strategies, programmes and plans.

The justification for this outcome was that issues of environmental sustainability and climate change are not adequately captured in the existing policies. The strategy to address this was to strengthen contents of current policies through reviews and build capacity of actors to implement. This outcome was to be achieved by (a) reviewing sectoral policies/strategies programmes and plans, (b) formulation of national energy standards and code of practice to promote energy efficiency and conservation, (c) improvement of skills of MDAs on policy analysis and (d) development of an integrated disaster monitoring and information sharing to reduce risks.

3.2.3 Key Result Area (Outcome) 3

IGA plans and budgets that address local environmental priorities and integrate national environment management programmes are implemented.

The justification for this Key Result was lack of/or minimal budget allocation to support environment sustainability and climate change activities; though

environmental officers are in place in most districts the challenge is a lack of funds to perform planned activities. The strategies to address this challenge is to change the mind-set of LGA directors and councillors to appreciate the role of environment officers and build capacity of environment officers and LGAs. This was to be achieved through (a) improved understanding of key environmental issues and challenges (as related to poverty) by LGA leaders, (b) increased LGAs understanding of roles and responsibilities (and others) on environmental management, (c) enhance community/stakeholder participation, (d) equip LGAs with key skills in environmental management and planning, (e) build capacity of Environmental Officers (EMOs) and Technical Specialists to produce District environmental profiles, and (f) developing a framework for environmental fiscal reform to increase public finances for environmental management.

3.2.4 Key Result Area (Outcome) 4

Funding for Environmental Management from international environment funding mechanisms and CDM Projects in place.

The justification for this outcome was that issues related to climate change adaptation and mitigation are not adequately understood, and as a result, funding opportunities may have been missed due to lack of awareness and capacity. The strategies to address this are (a) to increase the knowledge base on climate change adaptation, mitigation and CDM, (b) establish 2-3 demonstration projects on climate change adaptation and CDM, (c) develop a national repository for climate change adaptation and CDM, and (d) link implementation of this project with other ongoing climate change initiatives regionally and globally such as REDD and TerrAfrica programmes. This was to be achieved through (a) identification of opportunities to address climate change adaptation multisectorally, (b) expanding knowledge of key industries, private sector organizations, financial institutions, NGOs and CSOs on the basics of CDM concepts and funding opportunities, (c) ensuring availability and accessibility of user friendly information for industries, CSOs and NGOs, and the private sector, (d) training beneficiaries on development of CDM project proposals for submission to financing institutions, and (e) building capacity of VPO to carry out quality assessments of CDM projects.

Originally a total of 66 activities were planned but most of these activities were cancelled/no budget was allocated for them. In this respect the number of activities was reduced to 50 technical activities and 10 management activities (Table 2). Note that outcome 5 was on management aspects of the program aimed to strengthen cooperation between participating government and UN agencies to manage environmental issues.

The summary of the original outcomes and related outputs are presented in Table 4 while that of the revised work plan is shown in Table 5.

Table 4. Original Key Result Areas (Outcomes) and Related Outputs for JP11

Key Result Areas (Outcomes)	Outputs	PUNs & IPs
Key Result Area (Outcome) 1 The Vice President's Office (VPO) and Prime Minister's Office Regional Administration and Local Government (PMO-RALG) are able to provide coordinated leadership and key national environmental programmes and activities are implemented.	1.1 Sector MDAs, PMO-RALG understand key environmental management challenges, issues and how they relate to poverty, government policies and plans as well as their roles and responsibilities and those of others in environmental management in Tanzania. 1.2 Vice President's Office (VPO), key sector Ministries and Prime Minister's Office Regional Administration and Local Government (PMO-RALG) coordinate the implementation of their environmental management responsibilities and improve monitoring and reporting systems. 1.3 Public understands the different roles of the VPO, MDA, PMO-RALG, LGAs in environmental management and supports policy implementation and monitoring. 1.4 Decision makers in key sectors including ministers have increased knowledge on environmental issues (STO) and advocate for increased budget/prioritizations for environmental issues (MTO).	UNDP, VPO, UNESCO, UNEP, FAO, NEMC, MNRT, MoW PMO-RALG, National Library LGAs MAFC, SUA
Key Result Area (Outcome) 2 Key sectors (Energy, Water, Natural Resources and Tourism, Agriculture, Livestock Development & Fisheries) mainstream environmental sustainability and climate change in their policies, strategies, programmes and plans.	2.1 Key sector strategies reviewed and disseminated. 2.2 National energy standards and code of practice to promote energy efficiency and conservation formulated. 2.3 Training on international agreements, negotiation (Environment, Trade and Minerals). 2.4 Risk reduction strategies better informed via integrated disaster monitoring and information sharing.	UNDP, UNESCO, UNEP, FAO, MoFEA, NEMC, TMA, PMO-RALG, MLDF, MAFC, MoWI, MEM, MNRT, TANAPA, TAWIRI, UDSM
Key Result Area (Outcome) 3 LGAs plans and budgets that address local environmental priorities and integrate national environment management	Output 3.1 Local Government Authorities (LGAs) understand key environmental issues and challenges and relationship to poverty.	UNIDO, UNDP, FAO, UNEP, VPO, MEM,

programmes are implemented	3.2 Local Government Authorities understand their roles and responsibilities (and those of others) with respect to environmental management and enhance community/stakeholder participation in planning.	PMO- RALG, MAFC, NEMC, VPO, MLDF, MoFEA
	3.3 MDAs, LGAs and key partners equipped with key skills in environmental management, planning and International Contract Negotiations.	
	3.4 Environmental Management Officers (EMOS) and Technical Specialist produce District environmental profiles.	
	3.5 Framework for environmental fiscal reform in place as a tool to increase public finances for Environmental management.	
Key Result Area (Outcome) 4 Funding for Environmental Management from international environment funding mechanisms and CDM Projects in place.	4.1 Key industries, private sector organizations, Financial Institutions, NGOs and CSOs knowledgeable on the basic CDM concepts, funding opportunities and where to find additional information and assistance.	UNDP, UNEP, UNIDO, VPO, MEM,CTI, TCCIA, TIC
	4.2 An effective and functional Designated National Authority for Clean Development Mechanism in Tanzania.	
	4.3 Trained participants develop CDM project proposals and submit them to financing institutions.	

Table 5. Revised Key Result Areas (Outcomes) and Related Outputs for JP 11²

Key Result Area (Outcomes)	Outputs	PUNs	+ IPs
Key Result Area (Outcome) 1 VPO, sector MDAs, MoF and PMO-RALG are able to provide information on environmental issues to the public	1.1 Impact of climate change on water resources management understood and popular versions of climate change materials produced by VPO	UNDP, FAO, MoWI, NEMC	UNEP, VPO, MNRT,
	1.2 Establishment of National Environmental Web portal to improve sector coordination on environmental information		
	1.3 Awareness is raised on environment management related issues and community members informed on their role in environmental management and laws and policies on agriculture sector		
	1.4 Decision makers in key sectors including ministers have increased knowledge on environmental issues (STO) and advocate for increased budget/prioritization for environmental issues (MTO)		
Key Result Area (Outcome) 2 Key sectors reviewed to ensure environmental sustainability and climate change are mainstreamed and energy and agriculture sector have specific tools to incorporate climate change in their works	2.1 Key sector strategies reviewed including biosphere reserves management plans and disseminated	UNEP, UNESCO, NEMC, TAWIRI, TANAPA, UDSM, SJMC	UNDP, VPO, MNRT,
	2.2 Formulate national energy efficiency standards and code of practice to promote energy efficiency and conservation		
	2.3 Increased capacity to use SEA tool on agriculture sector		

² Comments are included only where necessary, e.g. to indicate work that is still outstanding for that activity, or in regard to the impact or sustainability of the output.

Key Result Area (Outcome) 3 LGAs plans and budgets that address local environmental priorities and integrate national environment management programmes are implemented	3.1 District Environmental Working Groups (5 districts) have knowledge on energy and water resources management and able to train lower level officials	FAO, UNIDO, NEMC, RALG, VPO, CPCT UNDP, MAFC, PMO-MoF, MEM,
	3.2 LGAs understand their roles and responsibilities (and those of others) with respect to environmental management and enhance community/stakeholder participation in planning	
	3.3 MDAs, LGAs and key partners equipped with key skills in environmental management planning and International Contract Negotiations.	
	3.4 Cancelled	
	3.5 Framework for environmental fiscal reform in place as a tool to increase public finances for Environmental Management	
Key Result Area (Outcome) 4 Increased (and self sustained) funding for CDM activities in Tanzania	4.1 Key industries, private sector organizations, financial Institutions, NGOs and CSOs knowledgeable on the basic CDM concepts, funding opportunities and where to find additional information and assistance	UNDP, UNEP, UNIDO, VPO, MEM, CTI, TCCIA, REA/MTTI
	4.2 An effective and functional Designated National Authority for Clean Development Mechanism in Tanzania	
	4.3 Trained participants develop CDM project proposals and submit them to financing institutions	

3.3 Key Outputs of Joint Programme 11

The Key Result areas and desired outputs of the Joint Program 11 have been summarized in Table 4 for the originally planned work plan and Table 5 for the revised work plan. The ambitious aims and programme of work outlined in the Project Document inevitably gave rise to limited success in implementation when achievements were set against targets as given in the original work plan (Table 6). As can be seen only one-third of planned activities were implemented. A more successful programme is revealed, however, when the activities are compared with the scaled down programme of work set out in the final and more realistic work plan of 2010. A total of 52 activities in 14 outputs were planned to be implemented and 29 of these were implemented meaning that 56% of the activities in all were implemented - a more satisfactory level of achievement (Table 7). By the end of the year 2011 most of the planned activities based on the revised work plan for July 2010 – June 2011 had been implemented with the exception of a few which are not yet completed, due to insufficient funds or non-inclusion in the work plan or because of the initial delays in starting the programme.

Table 6 Proportion of activities implemented by outcome (based on the original work plan of 2009)

Outcome	# Activities	# Implemented	%
1	22	9	41
2	19	6	32
3	13	3	23
4	12	4	33
Total/Average	66	22	33

Table 7 Proportion of activities implemented by outcome/output (based on the final revised work plan of 2010)

Outcome	Output	# Activities	# Implemented	%
1	1.1	2	2	100
	1.2	4	2	50
	1.3	9	4	44
	1.4	2	1	50
2	2.1	7	2	29
	2.2	4	2	50
	2.3	3	3	100
3	3.1	5	2	40
	3.2	3	1	33
	3.3	2	1	50
	3.5	2	2	100
4	4.1	5	3	60
	4.2	3	3	100
	4.3	1	1	100
Total/Average	14	52	29	56

3.3.1 Key Features of the Implementation

It is observed that important activities planned under the programme were implemented despite the short time frame for implementation. Activities that went ahead were implemented with good motivation and enthusiasm; each implementing partner was determined to accomplish the planned and funded activities. The implemented activities compensated greatly for the work that could not be done due to lack of financial resources on the part of government. There was a good collaboration among partners although Implementing Partners tended to work in isolation in some activities. There were also some deviations from planned Key

Result Area specifications to the extent that there was no direct relation between the Key Result Area and the activity implemented in some cases. For example implementation by the Ministry of Livestock Development and Fisheries focused on strengthening the aquaculture department which does not really coincide with the relevant key result area, although some adjustment took place later.

3.3.2 Implemented Activities by Key Result Area (Outcome)

Key Result Area (Outcome) 1

Several Activities from different outputs were implemented under Key Result Area (Outcome) 1.

Under Output 1.1 *“Impact of climate change on water resources management understood and popular versions of climate change materials produced”*, the following activities were successfully implemented.

Popular versions of climate change materials were produced which will be used as advocacy material for the National Adaptation Program of Action (NAPA) by various sectors and the public at large. The popular materials stress the impact of Climate Change upon the productive sectors like Forestry, Agriculture, Energy, Fisheries, Health, Wildlife, Water, Wetlands and Coastal Zones. These materials included production of a Kiswahili version of NAPA (2007) and production of a popular version of climate change materials. One thousand (1000) copies of the NAPA popular version were produced and distributed. The production of a popular version of climate change materials was also used as part of the showcase materials for Copenhagen COP 15. This activity aimed at preparing materials about the impacts of climate change to show the Tanzanian situation during Copenhagen, and used the same materials in training local authorities on climate change adaptation with a view to coming up with guidelines or policy statements for climate change and its link to regional and global initiatives. A training seminar was conducted in Ruvuma by VPO officials to Environmental Officers from Iringa, Mbeya and Ruvuma regions. As the seminar participants were from the Local Government Authorities, the acquired knowledge should trickle down to the district and potentially to the village levels.

An assessment of the impact of climate change on water resources countrywide was undertaken through a consultant and a final report is available *“Climate Variability and Change: Assessment of the Impacts of Climate Change in the Water Sector in Tanzania”*. As part of the capacity building output, study training on Strategic Environmental Assessment (SEA) was delivered in relation to water policy/programmes for executive officers from the Ministry of Water, and ten thousand (10,000) brochures on climate change impact and adaptation in the water sector were produced and disseminated to all major water basins for awareness creation.

Several activities were implemented under Output 1.2 which focused on improving the Vice President’s Office (VPO), key sector Ministries and Prime Minister’s Office Regional Administration and Local Government (PMO-RALG) in coordinating the implementation of their environmental management responsibilities and

improvement of monitoring and reporting systems. These activities included the establishment of an Environmental Information System, a regional workshop on strengthening implementation of integrated management and reporting, training and construction of improved firewood stoves in Kwimba and Ukerewe districts. In Ukerewe District, 12 village representatives and eight district officials were trained on construction and use of improved wood stoves. Under this activity 47 woodstoves were constructed during the training while a total of 813 woodstoves were constructed by the project. In Kwimba district a total of twenty one village representatives from Nyambiti, Solwe, Kinoa, Ibindo and Mwankuba and five district officials (2 from community development and 3 from Forestry) were trained on construction and use of improved firewood stoves. During the training, the village representative trainees and the district officials constructed 36 improved firewood stoves in 25 households on the pilot village (Solwe) and the stoves are already in use. An improved firewood stove demonstration centre was also constructed at Ngudu town which is the council headquarters with three types of improved firewood stoves. In collaboration with individual households, a total of 863 improved firewood stoves were constructed in Kwimba District.

As over 99 percent of the total population in the two districts depends on biomass fuels for cooking, with no viable alternative energy sources in the near future, the construction of improved firewood stoves will greatly reduce firewood construction and enhance the availability of affordable, reliable, accessible and efficient energy to the majority of the communities in the districts.

A National Environmental Web portal was established to improve sector coordination on environmental information. This was associated with the preparation of a plan for updating the existing environmental data exchange so as to improve MDAs, PMO-RALG and sector coordination. A searchable web portal with graphics and simplified search engine was designed in collaboration with UNEP-DEWA. Under the same output the program also supported training of Web Portal administrators from NEMC, DIT and UCC so as to establish a pool of experts to administer the portal. Training and awareness-raising on the posting of environmental data to the Portal was delivered to more than 40 senior MDA data managers. As a result 13 MDAs have posted their data on the developed portal to date, and data sharing agreement between NEMC (host) and MDAs have been designed. In addition two stakeholder planning meetings to discuss and create awareness on the portal were held and a server for hosting the portal was procured. The portal www.tanzaniaenvironment.go.tz is ready but currently offline as implementation of the portal was not covered under the JP11 funding.

More activities under output 1.2 included sensitization workshops/seminars on small hydropower development to staff from Water Basin Authorities, the Rural Energy Agency, TANESCO and the University of Dar es Salaam. Awareness- raising also covered energy and climate change with a focus on renewable energy, waste to energy conversion and energy efficiency, carbon foot-print in agro-industries with a focus on fuel switching, energy efficiency and carbon off-set measures. Training modules were prepared for Government, the private sector and industry representatives in key sectors including case study presentations on clean energy alternatives. This training was incorporated into a draft CDM handbook containing

information, education and communication materials on basic CDM contents, as well as on clean energy alternatives and funding opportunities.



Figure 2 Construction of Efficient Wood Stoves in Ukerewe and Kwimba Districts (a) Villagers constructing the stove (b) household members enjoying a constructed wood efficient stove

Under Output 1.3 which covers awareness raising on issues relating to environmental management and on informing community members of their role in environmental management and about laws and policies in the agricultural sector, several activities were implemented. These included development and implementation of media programmes on climate change, land degradation and natural resource management through TV and radio documentaries - sports and jingles. Data on the highly climate-affected areas of Arusha, Manyara, Mtwara and Lindi were collected, and programmes prepared and aired on Radio. Ten (10) radio sessions were aired on Radio Free Africa. School awareness programs were also organized and songs and drama prepared on environmental issues. Furthermore fifty (50) CDs were produced and distributed to schools to raise awareness. The program also supported implementing institutions to develop environmental information databases which can link to the National Environment Web Portal and one planning meeting for development of offline/online databases to achieve easy sharing of information. Training on how to develop online/offline repositories (databases) was provided to relevant stakeholders. Further facilities for NEMC to showcase implementation of offline/online repositories (one laptop, 2-desktop computers, 1 scanner, 1 printer) were procured and the NEMC website was redesigned to accommodate online database capabilities as a show case (www.nemc.or.tz).

Key Result Area (Outcome) 2

The focus of the Key Result Area 2 was to review key sectors to ensure environmental sustainability and climate change are mainstreamed, and energy and agriculture sectors have specific tools to incorporate climate change in their works.

Under Output 2.1 which aimed at reviewing and disseminating key sector strategies, including biosphere reserves management plans, the programme undertook several activities. These included (a) a rapid appraisal of the conservation status of the 3 Biosphere Reserves in Tanzania – namely Serengeti-Ngorongoro, Lake Manyara and East Usambara, and (b) support for the revision of the management plan for East Usambara Biosphere Reserve to build capacity to respond to effects of climate variations. The latter incorporated (i) support for a consultative stakeholder's workshop for the East Usambara Biosphere Reserve to discuss management planning for the biosphere reserve, and (ii) preparation of the Management Plans for 3 individual forest reserves (two complete, one under preparation) as part of the comprehensive management plan for the East Usambara Biosphere Reserves (EUBR).

A Biosphere Reserve Management Plan Framework workshop, facilitated by an expert from the UK - MaB National Committee was convened to develop the framework. It was undertaken with the joint purpose of building capacity for relevant stakeholders to undertake management planning for biosphere reserves. Furthermore, a training exercise involving 35 officials on the use of remote sensing and GIS in Biosphere Reserves management was undertaken and training on the use of the Soil-Water Assessment Tool (SWAT) for modelling of the hydrology of watersheds was undertaken to enhance capacity for modelling the hydrology of forest ecosystems. As the biosphere reserves contain catchment forest, it is important to obtain an understanding of the dynamics of their hydrology through modelling.



Figure 3. Forests of the East Usambara Biosphere Reserve

Several activities were implemented under Output 2.2 which aimed at formulating the national energy efficiency standards and code of practice to promote energy efficiency and conservation. These activities included (a) a countrywide energy efficiency baseline study to obtain baseline information and to provide data to support the development of the national energy efficiency standards and code of practice, (b) identification, formulation and development of national energy standards and code of practice and (c) a learning visit to Canada on energy efficiency and conservation to assist with completing the national energy efficiency standards and code of conduct. These activities were important given the fact that energy supply for development activities in Tanzania is in short supply, and thus efficient use of the available energy is a significant contribution to mainstreaming climate change and environment into the country's development.

Key Result Area (Outcome) 3

The focus of the Key Result Area 3 was to assist in the implementation of Local Government Authority (LGA) Plans and Budgets that Address Local Environmental Priorities and Integrated National Environment Management Programmes.

Several activities were undertaken under Output 3.1 which aimed at improving knowledge of the District Environmental Working Groups on energy and water resources management, and to raise their capacity to train lower level officials. These included training of LGAs District Facilitation Teams (DFTs) on mainstreaming of environmental issues through the use of ESMF & RFP, training of 5 LGAs on Environmental and Strategic Environment Assessment (SEA) of Agricultural activities under ASDP and other programmes, preparation of the National Aquaculture Development Plan (NADP), rapid surveys of high potential aquaculture sites which gives baseline information for potential investors/entrepreneurs in the aquaculture sector, and preparation of a GIS map for potential aquaculture sites in parts of Morogoro Region.

Under Output 3.3 which focused on equipping MDAs, LGAs and key partners with key skills in environmental management, planning and international contract negotiations, a training exercise for key staff from sector MDAs and key partners on environmental management and International Contract Negotiations was conducted at ESAMI Arusha, and 40 participants were trained.

Under Output 3.5, which aimed at putting in place a framework for environmental fiscal reform as a tool to increase public finances for environmental management, a consultative process was organised to determine the feasibility of adopting economic instruments as tools for environmental management in the context of environmental fiscal reforms. A plan of action for the application of economic instruments countrywide was also formulated. Such economic instruments are important in ensuring adequate market based incentives in environmental conservation and management.

Key Result Area (Outcome) 4

The focus of the Key Result Area 4 was increased (and self-sustained) funding for CDM activities in Tanzania.

Output 4.1 aimed at increasing the knowledge of key industries, private sector organizations, financial Institutions, NGOs and CSOs on the basic Clean Development Mechanism (CDM) concepts, funding opportunities and sources of additional information and assistance on CDM. The major achievement under this Output was in the area of awareness raising and sensitization on the CDM concept. Though little progress was made in achieving the overall result, several activities were undertaken. These activities included training and sensitization workshops on a range of CDM themes. Of significance were (a) training of staff from Water basin authorities, Rural Energy Agency, TANESCO and University of DSM on small hydropower developments, (b) a seminar on energy and climate change focusing on renewable energy, waste to energy conversion and energy efficiency, (c) a seminar

on carbon-footprint reduction measures in agro-industries, focusing on fuel switching, energy efficiency and carbon offset measures, (d) sensitization of Government and private institutions dealing with CDM, and (e) production of a draft CDM handbook containing information, education and communication materials on basic CDM contents and funding opportunities which will be published after it has been reviewed by stakeholders.

Generally under this output user friendly CDM information was made readily available through a consultant via the DNA web site including an interactive CDM project tracking system. The DNA website on CDM was activated and the required information on CDM projects was uploaded. It is now active. A training and awareness seminar on CDM and CDM opportunities was given to government officials, the private sector including industries and Civil Society Organizations. An inventory of potential CDM projects nationwide was undertaken and general provision of catalytic support to the project development process. Advance Project Initiation Notes (PINs) were prepared and a representative from the national Designated Authority (DNA) and two project Developers were assisted to attend the Carbon Expo in Barcelona to present their PINs

The delivery of Output 4.2 on effective and functional Designated National Authority for Clean Development Mechanism in Tanzania was not achieved though some related activities were undertaken including strengthening of the DNA by preparing user friendly materials, seminars on CDM opportunities and preparation of an inventory of potential CDM projects.

3.4 Where was the JP11 less Successful?

Some of the activities that were originally planned for implementation within the different Key Result Areas were cancelled. Probably the original plan was too ambitious and during implementation a more realistic and achievable set of results was devised. In this respect the activities were reduced from 66 to 50 technical activities.

This was however a positive move in order to ensure success within the capacity to implement. Otherwise some of the original outputs and activities were seen to be too broad and not specific enough for implementation. In this respect some were collapsed into more specific activities. Some of the activities were not implemented to completion. For example preparation of the Management Plan for Nature Reserves aimed at 3 forest reserves but until the end of the program the management plan for the third reserve was not complete yet. It should be noted that consultative process with communities to reach consensus on the final management plan takes time, this need to be factored in the plans. Further a National Environmental Web portal was developed and is ready but is offline and cannot yet be used because implementation of the portal was not covered under the JP11 funding. This may have been a result of inadequate consultations during the planning from the beginning in which portal implementation could have been considered and budgeted for under the project.

There were delays in the release of funds partly due to disbursement problems on the IP part as well as the UN side. One source of delays arose from the preparation and verification of funding requests in accordance with HACT procedures. Nonetheless this problem was more apparent in the initial stages of the program and resulted in delays in starting activities.

4.0 PROGRAMME RELEVANCE, EFFICIENCY, IMPACTS, SUSTAINABILITY AND PARTNERSHIPS

4.1 Introduction

This chapter presents an assessment of the outputs of the JP11 with respect to its relevance and/or appropriateness i.e. the extent to which partners were involved, validity of the program objectives and consistency of the outputs and activities with intended key results. Further an assessment of the program effectiveness (the extent to which JP11 attained its key results), efficiency (the extent to which delivery of outputs was timely and undertaken by the most cost-efficient means), impact (the negative and positive changes produced by JP11) and sustainability (the likeliness that the benefits of JP11 will continue after the end of the programme activities). Further, an assessment is done of the extent to which the program adhered to Delivering as One Principles, cross cutting considerations – human rights based approach, Gender Equity, Environmental Sustainability, Results Based Management and Capacity Development. Finally lessons and recommendations for future programming are given.

4.2 Relevance of JP11

Relevance of the programme refers to appropriateness of the program in addressing local, national and international interests and issues as well as the extent to which partners were involved, validity of the program objectives and consistency of the outputs and activities with intended key results. The major issues and interests which were addressed by the programme included mainstreaming environmental sustainability and climate change including disaster preparedness and risk reduction in the policies, strategies, programmes and plans of key sectors – energy, water, Natural Resources Management, Agriculture and Livestock Development and Fisheries. Further in recognition of the relevance and importance of working with local communities to achieve concrete results in environmental sustainability and climate change, the programme aimed to ensure that LGA plans and budgets address local environmental priorities and integrated environmental management issues. In this respect the programme aimed at increasing the capacity of the Vice President's Office (VPO), the Prime Minister's Office Regional Administration and Local Government (PMO-RALG) and the Ministry of Finance and Economic Affairs (MoFEA) to coordinate and lead the implementation of key national environmental policies and plans. Most of the activities undertaken by the program have relevance to these various sectors and the country at large in that they have in some way or another addressed issues that the different sector policies would address. The programme has enabled an enhancement of government action plans that would not have been done adequately due to insufficient resources on the part of the government.

JP11 was designed to respond to national problems on environment and climate change through mainstreaming environmental sustainability and climate change in key sectors of the economy. The program therefore assisted in progressing the goals of MKUKUTA/MKUZA as well as the MDGs by supporting government in its efforts to address challenges articulated in several of its policies and programmes. On the part

of MKUKUTA the programme was relevant in addressing MKUKUTA Cluster 1 (Goals 2 and 4) on achievement and sustained broad based and equitable growth, Cluster II (Goal 3) on improved quality of life and social well-being with particular focus on the poorest and most vulnerable groups, and Clusters I & II (goals 1 & 2) on addressing democratic structures and systems of governance and the rule of law, participatory, representativeness, accountability, inclusiveness and equitable allocation of public resources. These MKUKUTA clusters were fairly well addressed by the program activities in different sectors. Recent developments within MKUKUTA are to mainstream climate change in MKUKUTA II so that climate change impacts are taken into consideration when implementing MKUKUTA II. The programme also addressed several policy targets for different sectors in government. The National Environmental Policy identifies a number of environmental problems including land degradation and subsequent reduction of productivity. The national biodiversity strategy raises addresses the challenge of using the rich biodiversity endowment of the country for poverty reduction, while several reports have raised concerns on the decline of key natural resources that could have made a significant contribution to societal development. The National Action Programme to combat desertification identifies a number of key priority areas for action and intervention to address problems of land degradation, but due to financial constraints it has been difficult to implement this action plan. JP11 and its activities have therefore given much needed support in implementing some of these action plans, such as biosphere reserve management, addressing deforestation through introduction of efficient wood fuel stoves, and many others. The programme adopted a participatory approach involving several UN and government partners in planning and implementation. At different stages of the programme development and during implementation the different activities were discussed and agreed by both UN and relevant government partners and coordination of the programme was undertaken by VPO which is a government partner. In this respects such arrangements ensured and enhanced a participatory approach to planning which greatly enhanced the relevance of the programme.

At a local level the project addressed problems of fuelwood availability and other means of improving livelihoods among local communities. Sustaining the productivity of land is something that needs to be widely appreciated and this is something that JP11 has contributed. The project was also timely in that the government of Tanzania through the Land Act No 4 (1999) and Village Land Act No 5 (1999) recently encouraged villages to prepare village land use plans (URT, 2006) to reduce haphazard land use and subsequent degradation.

At national level the project in its entirety addressed several national policies and strategies including the National Land Policy of (1997) the Land Act and Village Land Act (1999), National Forest Policy, (1998), and Forest Act, (2002), National Environmental Policy, (1997), and the National Energy Policy, (1997). Some of the goals of the National Land Policy of 1997 which are relevant are as follows: “to ensure land is put into most productive use in order to promote rapid social and economic development of the country and to prevent land resources from degradation”; on the protection of sensitive areas the policy goal is “to protect sensitive areas including water catchments, mountains, forests, rivers and river banks and areas of high biodiversity”. Some aspects of the project address issues relate to the National Forest Policy on Participatory Forest Management, especially

Community based Forest Management. The policy states “to enable participation of all stakeholders in forest management and conservation ... including central government, specialized executive agency, private sectors, or local government as appropriate in each case and organized local communities or other organizations of people living adjacent to the forests”. The national environmental policy 1997 goes on to state that one of its objective is “to improve the conditions and productivity of degraded areas including rural and urban settlements in order that all Tanzanians may live in safe, healthful, productive and aesthetically pleasing surroundings”. The National Environmental Action Plan of 2005 and the National Environmental Policy of 2005 also stresses the need to translate these goals into on-the-ground operations. The National Agriculture and Livestock Policy 1997 states, as one of its goals, that “the government will encourage land conservation and environmental aspects”. JP11 project has also some relevance to the Energy Policy, 1997. Some of the specific goals of the energy policy state “To arrest wood fuel depletion by evolving more appropriate land management practices and more efficient technology, to develop and utilize forest and crop residues for domestic and industrial power production and to exploit abundant hydro electric power sources”. Participatory planning and local people involvement in implementation of various activities for their development has been stressed both at national and international levels. In all these policies, participatory approaches are central to the implementation as addressed in the Local Government Reform Programme.

The principal vision of the Government of Tanzania (GoT) is to alleviate widespread poverty by improving several socio-economic opportunities, ensuring good governance transparency, and by improving public sector performance through the National Strategy for Growth and Reduction of Poverty (MKUKUTA - Mkakati wa Kukuza Uchumi na Kuondoa Umaskini Tanzania). MKUKUTA is based on the achievement of three major clusters of broad outcomes for poverty reduction, namely: (i) growth and reduction of income poverty; (ii) improved quality of life and social well being; and, (iii) good governance and accountability (DPG, 2005; PRSP 2000). Moreover the 2025 country's vision overall goal specifically includes references to: ‘sustainable development endeavours on an intergeneration equity basis, such that the present generation derives benefits from the rational use of natural resources of the country without compromising the needs of future generations’ (ESP, 2003). Further more the National Strategy for Growth and Reduction of Poverty recognizes that poverty is largely a rural phenomenon and that the rural poor depend solely, or to a greater extent, on natural resources (Bagachwa, 1994; DPG, 2005; PRSP 2000). Consequently the national environmental policy of 1997 emphasizes the clear cause-and-effect relationship between poverty and environmental degradation, and because of this it stresses the need for sectoral policies to address poverty issues by taking into account the need for wise use and sustainable resource exploitation (MNRT 2003).

The current project through its aim in mainstreaming environmental sustainability and climate change into government sectors clearly puts in action many aspects stipulated in MKUKUTA and the country Vision 2025, the National Environmental Policy and other policies in relation to wise use of natural resources for sustainable development. This project in principle is assisting in the implementation of government policies related to environment, natural resources and poverty. Discussions with various implementing partners show that the programme has

contributed greatly to the implementation of activities that are in line with the policies of the different IPs. The support given by the programme to support construction of efficient wood stoves, train government officers on Strategic Environmental assessment, strengthening and enhancing Aquaculture devolvement preparation of Management Plans for the East Usambara Biosphere Reserve, Assessment of the impact of Climate Change on Water Resources, establishment of an Environmental Information System, formulation of the national energy efficiency standards and code of practice to promote energy efficiency and conservation and training for key staff from sector MDAs and key partners on environmental management and International Contract Negotiations were good aspects of the programme relevance with respect to mainstreaming environmental sustainability and climate change in key sectors of the economy.

4.3 Effectiveness and Efficiency of JP11

Assessment of programme efficiency and effectiveness entails assessing costs in relation to the intended objectives, including the extent to which the programme used the most cost-efficient resources to achieve its outputs and outcomes. Key issues to be addressed include whether resources were used appropriately and planned activities were completed in a timely manner, and whether the implemented activities exhibit good quality and value for money.

4.3.1 Programme Effectiveness

Project effectiveness has been defined as the extent to which project objectives have been achieved or are expected to be achieved. To better understand how a project has been effective requires that objectives of the project have been set to be clearly operational with appropriate outputs and indicators. While there was no log frame on which assessment of efficiency could be based, nor baseline conditions over which future monitoring to assess the effectiveness of the programme could be based, the revised work plans for the program (July 2009-June 2010 and July 2010 – June 2011) state clearly the desired outputs and activities with achievement indicators. This makes it easy to judge whether objectives of the programme have been achieved or not. Based on review of implementation reports and discussions with Implementing Partners it was observed that a majority of the planned objectives and activities undertaken by different IPs were implemented. Most of them were fully completed but there were some exceptions where activities were partially implemented only. Partial implementation may have been caused by delays in the initial stage of the programme and does not necessarily reflect on the capacity of partners to implement. Most of the partners were committed to implementing their activities which accounts for the high level of achievement in the short time available.

4.3.2 Programme Efficiency

Project efficiency is a measure of the relationship between inputs and outputs of a project with respect to project implementation. It measures the extent to which inputs to the project are transformed into the desired outputs either quantitatively or

qualitatively based on the project objectives. According to Kajembe et al., (2008) and Munishi (2009) project efficiency is evaluated using input-output relationships with respect to project implementation; it is a measure of how economically the various inputs of the project facilitate the implementation and to what extent it is converted into actual outputs.

With few exceptions the project has been implemented quite efficiently to an extent that most of the IPs have shown serious commitments to its implementation. All the IPs contacted show that most of the activities for which funds were allocated have been undertaken adequately. It was learnt that there were some delays in project start-up and the subsequent disbursement of funds. Despite these delays and constraints related to implementation such as unexpected initial misunderstandings among the IPs on the procedures for fund allocation, the project achieved significant levels of implementation in its key outputs. Through other reports and from the evaluation team's own observations, it is concluded that over the two years of implementation the project execution has been highly efficient.

The program was implemented by partners from the government which has a well defined administrative structure and personnel with responsibilities. Existence of such a setting ensured smooth delivery of the expected results of the programme as staff were always available to deliver as planned and there was no need to establish parallel structures for the implementation of the programme. This contributed greatly to efficient implementation. Further there was no need to find additional funds to pay for salaries of IPs as their salaries were already covered by the government under normal government recurrent budgets meaning that most of the money allocated for different program activities would go directly to the implementation of the programme. Based on the above, we can conclude that the money allocated to various activities was used efficiently as the major proportion was used directly in implementation of the planned activities.

The money allocated to various IPs went through the Government Exchequer system and the normal government procurement and expenditure procedures were adhered to. Also with very few exceptions where UNDP was requested to procure on behalf of Government following UNDP procedures, all contracted activity in the program followed the normal government procurement system and contractors were locally sought reducing logistical and mobilization costs.

For each activity that was undertaken there was joint planning between the UN agencies and Implementing Partners. Such joint planning and subsequent implementation results in an efficient use of human time and financial resources, and avoids delays associated with misunderstandings. This improves greatly the efficiency of resource use. Frequent reporting (both technical and financial) ensured frequent review and monitoring of the status of implementation for corrective actions where necessary, which also improved efficiency.

Some factors may have undermined programme efficiency. The first factor was the delay in disbursement of funds due to the initial non-alignment of the financial systems between the UN system and the government system. In this case the first disbursements could not be effected smoothly because the money was not reflected in the MTEF and thus disbursement could not be made through the Exchequer as

expected. This slowed implementation of the planned activities and adversely affected the efficiency of the programme. This problem was later rectified, at least to some extent, through alignment of the UN financial system with the government to ensure that the allocated money went through the government exchequer system.

A related problem was the difficulties on the MoF part to post funds to its destination or MDAs to trace the funds in the system.. It was learnt that most IPs found that it took more than 3 months to get the money into their system after being informed of the transfer. This had a significant negative bearing on programme efficiency.

Most of these challenges were due to the pilot implementation of quarterly disbursement through the Exchequer system, which coincided with DaO and the Joint Programme implementation. With experience, the situation improved as most of the focal points in the IPs adjusted to the system, and with time they designed informal means that ensured an accelerated disbursement from the treasury through the exchequer system. Though it was not a universal practice, some IPs were able to advance money for implementation using other codes while waiting for disbursement, using the letters that informed them of fund disbursement from the UN. This was not an easy task however and was only accomplished in isolated cases, furthermore it was costly in terms of time and effort spent.

Staff turnover was another constraint to efficiency of the program. Frequent staff turnovers resulted in a poor institutional memory which made the learning process longer than would be expected and gave rise to discontinuity of programme activities. At times the incoming staff is not given time to understudy the out-going staff which makes it difficult for incoming staff to immediately carry on the implementation process. While this was a greater problem for the UN, the IPs also had problems in staff deployment especially in ensuring that the focal person remained permanently in post. Delegation of tasks to representatives in decision making bodies may have resulted in some further inefficiency as the representatives were not always conversant with what had been decided earlier.

4.4 Programme Outcomes/Impacts

The assessment of impact from programme Outcomes considers changes brought by the programme to intended stakeholders either as individuals or as institutions depending on the target beneficiary. To make this assessment it is necessary to examine whether the programme implementation has made any marked changes on the target beneficiaries with respect to intended objectives. To understand impacts, one has to have baseline conditions over which to measure impacts (i.e. to make proper comparisons, both with and without scenarios need to be considered). There was unfortunately no baseline on which the impacts of JP11 could be based. However impacts may be assessed from the operations of the programme based on any new approaches that were introduced as opposed to the business-as-usual functioning of the government (IPs) and the UN system.

One of the general programme impacts is the harmonization of the UN and Government financial system introduced in order for the programme to be able to use the government exchequer system in funds disbursement. This is seen as a

positive impact in enabling the UN system and the government system to work together in harmony which was not the case in the past.

More specifically assessment of programme impacts will be based on the 4 Key Result Areas of JP11, as follows:

1. The Vice President's Office (VPO) and Prime Minister's Office Regional Administration and Local Government (PMO-RALG) are able to provide coordinated leadership and key national environmental programmes and activities are implemented.
2. Key sectors (Energy, Water, Natural Resources and Tourism, Agriculture, Livestock Development & Fisheries) mainstream environmental sustainability and climate change in their policies, strategies, programmes and plans.
3. LGAs plans and budgets that address local environmental priorities and integrate national environment management programmes are implemented.
4. Funding for Environmental Management from international environment funding mechanisms and CDM Projects in place.

(1) Programme impact in enabling the VPO and PMO-RALG to provide coordinated leadership in implementation of key national environmental programmes and activities (Key Result Area 1)

The impacts in this case include:

- Improved capacity of the VPO and PMO-RALG to coordinate the implementation of the program itself. The programme was coordinated by the Vice Presidents Office (VPO)-Division of Environment (DoE) under the direct supervision by the Director of Environment and reporting to the Environment Working Group. This was in effort to adhere to use of existing mechanisms as a new approach to management of programmes and imparting the sense of collaborative work between the the VPO and respective MDAs. The ability of the VPO to coordinate smoothly in the implementation of this programme implies an improved capacity to undertake joint implementation of development programmes and projects.
- The program enabled the production of popular versions of climate change materials which will be used as advocacy material for the National Adaptation Program of Action (NAPA) by various sectors and the public at large. This was an improved capacity of the VPO to address aspects of NAPA in different sectors and the public at large given the fact that such popular versions of the materials will reach a wider audience.
- The various training given to environmental officers under this outcome enhanced the knowledge of participants on climate change and environmental sustainability, and had the potential to trickle down to local community levels.
- The assessment of the impact of climate change on water resources countrywide, and the training on Strategic Environmental Assessment (SEA) for water policy/programs for executive officers, enhanced the knowledge of these officers in understanding the SEA and its role in water resources management.

The brochures produced on impacts of climate change on the water sector are a part of capacity building delivered to the public on climate change impacts.

- The establishment of an Environmental Information System and a National Environmental Web Portal is a positive impact of the programme which can be seen as one practical aspect of sharing environmental information among stakeholders.
- Construction of wood-efficient stoves in two districts will have an impact of reducing fuel wood consumption and improved energy efficiency. Given the fact that over 99 percent of the total population in the two districts depends on biomass fuels for cooking, with no viable alternative energy sources in the near future, the construction of improved firewood stoves will greatly reduce firewood consumption and enhance availability of affordable, reliable, accessible and efficient energy to the majority of the communities in the districts.
- Preparation of the draft CDM handbook containing information education and communication materials on basic CDM contents as well as clean energy alternatives and funding opportunities will improve the understanding of CDM among stakeholders and avail opportunities for CDM projects.

(2) Programme impact in Mainstreaming Environmental Sustainability and Climate Change in Policies and Plans of key sectors (Energy, Water, Natural Resources and Tourism, Agriculture, Livestock Development & Fisheries) (Key Result Area 2).

Among the outputs under this Key Results Area, was a review and dissemination of key sector strategies including biosphere reserves management plans.

- Rapid appraisal of the conservation status of the 3 Biosphere Reserves in Tanzania – Serengeti-Ngorongoro, Lake Manyara and East Usambara improved the knowledge on the status of existing Biosphere Reserves.
- Supporting the revision and preparation of Management plans of 3 forest reserves of the East Usambara Biosphere Reserve which improved the management and conservation status of the biosphere reserve.
- A Biosphere Reserve Management Plan Framework workshop raised the capacity of relevant stakeholders to undertake management planning for biosphere reserves.
- Training of 35 officials on the use of remote sensing and GIS in Biosphere Reserves management and Soil-Water Assessment Tool (SWAT) for modelling of the hydrology of watersheds enhanced the capacity of relevant staff in using spatial modelling for the management of biosphere reserves.
- Formulation of the national energy efficiency standards and code of practice to promote energy efficiency and conservation enhances energy conservation given the fact that energy supply for development activities in Tanzania is on the decline, and thus efficient use of the available energy is a significant contribution in mainstreaming climate change and environmental sustainability in the country's development.

(3) Programme impact on assisting the implementation of Local Government Authority (LGA) Plans and Budgets that Address Local Environmental Priorities and Integrated National Environment Management Programmes (Key Result Area 3)

An important output in this Key Result Area was to improve the knowledge of the District Environmental Working Groups on energy and water resources management and to raise their capacity to train lower level officials.

- Training of LGAs District Facilitation Teams (DFTs) on mainstreaming of environmental issues through the use of ESMF & RFP improved the capacity of the District Facilitation Teams (DFTs) in addressing local environmental priorities in district plans and budgets.
- Training LGAs on Environmental and Social Impact Assessment (SEA) of Agricultural activities under ASDP and other programmes enhanced the capacity of the district to undertake SEA for different Programmes.
- Preparation of the National Aquaculture Development Plan (NADP), rapid surveys of high potential aquaculture sites and preparation of a GIS map for potential aquaculture sites, gave baseline information for potential investors/entrepreneurs in the aquaculture sector.
- Training for key staff from sector MDAs and key partners on environmental management and International Contract Negotiations enhanced the capacity of the sector MDAs to respond to international regulations in environmental management and contract negotiations.
- Studying the feasibility of adopting economic instruments as tools for environmental management and establishing the formulated plan of action for application of economic instruments countrywide, enabled the use of economic instruments in environmental conservation/management among MDAs.

(4) Programme impact on increasing (and self sustained) funding for CDM activities in Tanzania (Key Result Area 4)

- The capacity to develop Clean Development Mechanism projects and hence accessibility to CDM funds was raised by the awareness-raising, sensitization and training activities given to key industries, private sector organizations, financial Institutions, NGOs and CSOs.
- Production of a draft CDM handbook containing information, education and communication materials on basic CDM contents and funding opportunities also increased the capacity to access CDM funding.
- Preparation of user friendly CDM information, an interactive CDM project tracking system and activation of the DNA website on CDM further increased the capacity to utilize the potentials of CDM projects and to access potential funding opportunities for CDM projects.

4.5 Sustainability of Programme Outputs and Outcomes

Sustainability of programme outputs can be assessed by the extent to which the objectives and outcomes of such a programme will continue to be met after the programme itself has come to an end and the likelihood of positive effects continuing into the post-programme period under different conditions of the beneficiaries. In most cases sustainability of programme outputs will closely depend on the exit strategy developed before the programme ends.

The programme was implemented within the national institutional framework with respect to several policies under the umbrella of the National Environmental Policy and other sectoral policies that touch on environment and climate change. This created a sense of programme ownership by the government which will help ensure sustainability; it is likely that the programme outcomes will be mainstreamed into the government planning process. Discussions with the Implementing Partners (IPs) showed that the programme outcomes are nationally acceptable as they are already earmarked as issues for implementation within relevant national policies.

Mainstreaming the programme outcomes in the MTEF for the government is another positive aspect with regards to future sustainability of the programme outcomes and outputs. All the IPs thought that JP11 outcomes would continue to be mainstreamed in their MTEF for future budget allocations to such activities. That said, the extent of continued implementation of the outcomes will depend on the availability of funds during the budgeting process. As the JP11 activities were in line with national priorities, it is likely that some will continue over time and other sources of funds where available will be sought.

It is encouraging to note that UNDP remains committed to supporting JP11 outcomes under the approach of mainstreaming environmental sustainability and climate change in the government sector. These issues remain at the core of concerns for many governments. The threats imposed by climate change will likely make the outcomes of the programme carry a long way into the future of both UN and government planning for environmental sustainability.

Several training sessions were undertaken by the programme to build capacity of various government staff in environment and climate change issues. This capacity will likely be perpetuated across the relevant ministries given the fact that the education acquired is a long term asset. The acquired skills will continue to be applied. Similarly, the structures put in place such as the biosphere management plans and the constructed fuel efficient stoves will be permanent or semi-permanent assets for future use, assuring sustainability of the programme outcomes.

The program outcomes can as well be used by the government as a basis for future capacity development in different sectors. For example the collated CDM information, the assessment of climate change impact on the water sector, and the training on SEA to various staff, can be tools for future capacity building. They will provide useful inputs into training courses at different levels including the inputs into developing teaching curricula of different institutions at different levels.

4.6 Partnerships and Coordination

The approach used by the programme in implementing its activities shows a strong affinity towards building partnerships among different institutions. Foremost and very important is the partnership between the UN system (agencies) and the government of Tanzania which has evolved into a strong collaboration with the UN system harmonizing its financial system with that of government to enable coherent transfer of funds into the government system. The channelling of programme funds through the Exchequer System of the government is another aspect of a strong and coherent and long lasting partnership that has been created by the program. It is believed that this will not change in the future and the partnership is there to stay.

Embedded in the partnership between UN and government are partnerships built among the Implementing Agencies, i.e. the various MDAs in implanting the different activities. On different occasions, more than one sector was involved in implementing an activity based on the integrated nature of the activities. In this respect old partnerships were strengthened while new ones were developed. Team work was among the qualities of implementing the activities of the program which created strong partnerships among implementers. Further appropriate structures were created to ensure coordinated planning, implementation and monitoring of programme activities and decisions made based on agreement among partners.

The program had several specific implementation and coordination arrangements that ensured good partnerships and coordination among Implementers and between government and the UN system. Such structures included the Joint Government/UN steering committee (JSC) is responsible for providing overall strategic leadership to the *Delivering as One* initiative and for making decisions on fund allocation in accordance with agreed criteria and procedures. The Environment Working Group (EWG) and Joint Program Management Team, each with its TORs defining functions and roles, dealt with technical aspects of the project implementation.

The Joint Steering Committee (JSC)

Composed of representatives of Government and selected representatives of the all UN Agencies. It is responsible for providing strategic leadership on the one UN Fund – making decisions on fund allocation in accordance with agreed criteria and procedures. It is chaired by the Permanent Secretary Ministry of Finance and Economic Affairs and the Resident Coordinator of the UN System. It provided for regular dialogue between the government, development partners and the UN in matters of UN reform.

Environmental Working Group (EWG)

The EWG was intended to provide oversight on the joint programme and ensure that there was no overlap or duplication with existing programmes in the IP sectors. It is chaired by the Director of Environment and involves senior government officials from sector ministries who are pertinent to guiding the implementation of the programme activities. UNDP is a member of this group and representatives from the UN agencies and other key stakeholders may be invited regularly to the meeting as necessary to provide good backstopping to the implementation. The use of the EWG as an oversight mechanism was intended to minimize transaction costs and ensure alignment. Due to the low frequency of meetings of the EWG however, this was not an effective mechanism to support joint decision making on implementation matters.

Joint Programme Management Team (JPMT)

The functions of the JPMT are to ensure that the activities for which they are responsible are implemented in a timely manner and to provide technical support for the implementation of activities. Further it ensures that financial rules and regulations are applied consistently and that coordination is effective in achieving common results. The JPMT is composed of members from the UN System (UNDP, UNESCO, UNEP, FAO, UFAD, UNICEF and UNIDO) and government partners (VPO-DoE, VPO-NEMC, PMO-RALG, MoFEA, MoW, MAFC, MEM, MNRT, MLDF and TMA).

4.7 Overall Assessment of DaO under JP 11

The programme aimed to bring all the UN Agencies and government partners together in working to deliver outputs under One coordination unit. Except for a few instances in which individual UN agencies had to work directly with individual Implementing Partners, the principles of DaO were adhered to and where applicable this was encouraged by JP11. In cases where there was a deviation, it may be traced back to anomalies in the delivery system such as non-alignment of the government financial system with the UN system in the initial stages. Future UN-Government programmes need to consider the several additional causes of delays in disbursements that were experienced in JP11. This issue should be placed at the forefront of any reform agenda so that solutions can be found which will strengthen the principles of DaO.

4.8 Cross-cutting Issues

Clearly most of the issues addressed by the environmental programme are crosscutting and no one can stand apart from the others.

Gender equality:

Climate change and environmental sustainability carry with them gender dimensions. Environmental degradation and climate change will impact differently on gender.

Human rights-based approach:

While JP11 was not directly associated with human rights, it has addressed key issues related to human rights. Each person has the right to a healthy environment and thus environmental sustainability and protection against the impacts of climate change (addressed by the programme) are fundamental rights for each individual.

Capacity development:

JP11 did much to build the capacity of different stakeholders on environmental and climate change issues; in fact this was one of the major Key Result Areas of the programme.

Environmental sustainability:

Environmental sustainability cuts across all sectors whilst climate change impacts all sectors, and thus they are issues for all sectors to address.

Results-based management:

The operations of JP11 were based on results as is clear from the work plans, and funds were disbursed based on the results achieved.

5.0 CONCLUSIONS, LESSONS AND RECOMMENDATIONS

5.1 Conclusion

5.1.1 Overall Conclusion

The Joint Programme on Environment was comprised of a collaborative programme with 5 UN Agencies and 10 MDAs, under the overall coordination of the VPO, working together on environmental sustainability and climate change. With so many partners involved in a major cross-cutting programme, JP11 represents an ideal programme for testing the success of the Delivery as One and Joint Programming approaches of the UN.

As a generalisation, the main achievements of JP-11 have been innovations in institutional and administrative arrangements that improve the sphere of aid cooperation between the UN and GoT. It is greatly to the credit of JP11 and the team of staff involved that almost all emphasised the benefits of the programme and how much they had enjoyed working with their partners. There was evident pride in Tanzania's role in leading the way in Delivering-as-One. The main conclusion of the evaluation is that national capacity to work effectively in addressing environmental problems was boosted by JP11 and that its principal legacy is the administrative framework enabling joint programming. That said, there were a number of shortcomings that reduced the efficiency and effectiveness of the programme well below its potential. Many of these were technical weaknesses as will be described. It is however worth emphasizing one area of significant administrative weakness which gave rise to delays in the disbursement of funds, and consequently set back the work schedule by many months. The roots of many of the problems faced by JP11 go back to the design stage when insufficient attention was given to devising a more efficient administrative system and a more fully elaborated technical programme prior to inception. A greater level of consultation between UN and Government at this stage might have saved much time during implementation.

As specified in the Project Document, the technical aims of JP11 were "to address the problem of eco-system degradation and loss of biodiversity" with a focus on "climate change, desertification and natural resource management". Significant technical advances were accomplished. For example the Management Plan for the East Usambara Nature Reserves remains an important management document for the forests of the East Usambara which are renowned for their biodiversity and catchment values; the construction and use of efficient wood stoves will play a significant role in reducing the wood consumption and ameliorate the problem of fuel wood shortages in respective areas where they are used; assessment and understanding of the impacts of climate change on the water sector is important in mainstreaming climate change in water resources management; and knowledge in SEA in the agriculture sector will improve the practice of agriculture in the context of environmental sustainability. Nevertheless, some significant shortcomings of JP11 are found in the achievements of the technical programme.

In the first place, the technical aims of the programme are broad and ambitious requiring much greater focus and interpretation than they actually received in the Project Document. They needed to be adequately pinned down to a feasible and practical programme of work that targeted the most pertinent weaknesses in the

emerging sector. On top of this, the programme was seriously undermined by its late inception (last quarter of 2009). It is a major task for government to introduce economic and sector reforms of the kind envisaged by JP11 - to bring about sustainable use in natural resources, reversal in land degradation/desertification and adaptation/mitigation of climate change. Achieving these goals would require consistent and energetic reforms over a longer period than the 18 months that remained for implementation. Even the 3 or 4 years planned for JP11 is a tight schedule that gives little time for any delays. Thus the programme design was incomplete and its duration truncated. Yet despite these shortcomings, much innovative progress was made by JP11 which can be attributed partly to the novel and effective administrative framework which encouraged the establishment of a linked network of administrators and experts.

5.1.2 Institutional Strengths

More specific conclusions may be drawn from an analysis of the strengths and weaknesses of JP11, beginning with the institutional and administrative arrangements.

(1) Coherent Planning and Administration

The joint planning and administrative system underlying JP11 was strengthened by the effective top-level coordination between UNDP as Managing Agent and VPO as National Coordinator. Another advantage of the joint programme was the greater efficiency incurred by the reduced time spent on parallel meetings. Excessive demands of multiple meetings on the time of focal persons leads to frequent delegation to representatives and subsequent loss in efficiency.

(2) Harmonising financial systems

Another administrative achievement of note was the partnership between the UN system (agencies) and the government of Tanzania which has evolved to be a strong collaboration with the UN system harmonizing its financial system with that of government to enable coherent transfer of funds into the government system. The efforts made towards channelling of programme funds through the Exchequer System of the government is another aspect towards creating a strong and coherent and long lasting partnership that has been tried partly by this programme. It is believed that this will not change in the future and the partnership is there to stay

(3) Delivering as One in New Areas

In JP11, Delivering as One enabled UN Agencies to work with GoT in areas where they had technical skills but had hitherto lacked core funds. This gave rise to some high-performance activities which were attributed to a sense of ownership and pride associated with the new opportunities.

(4) Network of Environmental Specialists

Perhaps the greatest achievement of JP-11 was less tangible but it bodes well for the future. All partners gained from working together in the network of collaborative partnerships established by the programme. Each acquired entry points to the other partner institutions and gained from the support and innovation that ensued.

5.1.3 Technical Achievements

(1) Multi-sector, cross-cutting framework

Perhaps JP11's greatest technical success was in the adoption of a cross-cutting framework to mainstream the environment and climate change into plans and policies of multiple sectors, each represented in the programme. This was a major advance over the earlier sector by sector approach to the environment. A growing awareness in GoT of the advantage of integrating the environment with poverty reduction initiatives is perhaps the greatest legacy of JP11.

(2) Integrated implementation

Related to achievement (1), another achievement was the forging of new partnerships between the Implementing Partners, i.e. the various MDAs, in implementing the different activities. On different occasions more than one sector was involved in implementing one activity based on the integrated nature of the activities. In this respect old partnerships were strengthened and new ones were developed. Team work was among the qualities of implementing the activities of the programme which created strong partnerships among implementers.

(3) National energy standards

Formulation of the national energy standards and code of practice to promote energy efficiency and conservation is another technical achievement that should be noted. As the energy crisis in Tanzania continues to escalate energy use efficiency has been on the forefront in mitigating this crisis. In this respect existence of a national standard and code of conduct for energy use will greatly assist in reducing energy consumption and to some extent reduce the current energy crisis.

(4) Monitoring and Management – Later Stages

Although the project document did not contain a logframe, one was developed in the later stages of the programme. It was presented as the work plan for 2009 and in revised form as the work plan for 2010 ("Work Plan Period July 2009-June 2010 and July 2010 – June 2011"). This logframe / work plan was well developed with indicators and specific targets. It was used by the Managing Agent in the JP11 annual reports for 2009 and 2010, and also by UN Agencies and IPs in their annual reports and action plans. It clearly tightened the management and monitoring of the 18 month implementation period of JP 11. After a slow start, with increasing clarity among partners around the management arrangements and better collaboration between partners, programme efficiency improved in the final year.

5.1.4 Institutional Shortcomings

(1) Disbursement of Funds

The most frequently cited administrative problem in JP11 was the delay in disbursement of funds. This struck at the heart of the technical programme and was the greatest impairment to the delivery of JP11 outputs. In some cases IPs only had 3 or 4 months in which to deliver a technical programme that had been designed originally to extend over 3 or 4 years.

One contributory factor to this delay was the non-alignment of the UN and GoT financial years; this was addressed during the programme through realignment of the UN's financial year. This is a particularly commendable achievement of the overall Joint Programme. Even so, significant delays in disbursement of funds remained within both governmental and UN administrations, and from the system of coordination between them. Other causes of delay in the programme were the slow start-up as previously mentioned, and delays arising from a review process instigated by the volunteer JP11 coordinator who was in post from May 2009 to April 2010.

(2) Funding Contingencies

As mentioned, the performance-based allocation of funds was accepted by IPs as a legitimate mechanism for improving efficiency of implementation. However, making the allocation of funds to UN Agencies contingent upon their completion of different (non-JP11) activities was criticised and cited as a significant cause of delays. There was also frustration in the current system whereby poor performance by one partner brings down the performance rating of others.

(3) Consultation over Funding

All partners tried to manage JP11 effectively within the rules allowed but were ultimately limited by the procedures set in place during the design phase of the programme. In retrospect it is clear that arrangements for management and accounting of funds were not fully explored prior to inception and the procedures adopted gave rise to many operational problems. This has given rise to considerable frustration. A further source of frustration arose towards the end of the programme, when there was little consultation with IPs over a reduction in allocated funds by UNDP. This was necessitated by the much shorter than planned implementation period. It is likely that the management and accounting systems in use by some IPs would need to be strengthened to accommodate the robust financial procedures necessary for managing JP11 disbursements. Nevertheless the end result was that the disbursement of funds controlled the management options of IPs and PUNs, whereas it is management that should be requesting and controlling the scale of funding applied to its projects.

5.1.5 Technical Shortcomings

(1) Financial Instruments and Policy Reviews.

The rapid rate of climate change and environmental degradation has prompted an international response, at first hesitant, but now fast-moving. A number of far-reaching initiatives have been proposed or are under discussion. Amongst these are environmental instruments that introduce economic pricing of environmental goods and services: they provide incentives for sustainable practices, and disincentives for unsustainable ones. These new forms of pricing need to be harmonised with existing economic structures. For this reason, environmental reforms cannot be introduced over the top of existing policies, particularly when financial instruments are involved. The new instruments need be accompanied by cross-sector policy reviews (water, agriculture, forestry, natural resources, energy and other policies) to harmonise new and old policies, and to remove conflicts that may be introduced with the new instruments. The need for policy review was recognised in JP11's Project Document

which contained plans to increase the capacity of GoT “to coordinate and lead the implementation of key national environmental policies and plans”. Furthermore under Output 2, JP11’s strategy was to “strengthen contents of current policies through reviews”. However, the evaluators found little indication that such fundamental reviews had taken place.

(2) Environmental Strategy

According to the MoU for the UN Programme of Environment, the PUNs agreed to establish a Joint Programme Management Team (JPMT) on Environment “to facilitate the effective and efficient implementation of JP-Environment through close collaboration between themselves and the Environmental Working Group (EWG) of the Government”. The evaluators were informed that EWG did not play a prominent role in steering JP11 and that it met infrequently during the period of programme implementation³. The opportunity for providing strategic inputs into JP11 was therefore limited and the Programme was unable to take a leading part in developing GoT’s environmental strategy. For example, it emerged from discussions with the Coordinator of EISP (VPO), that there had been little interaction between JP11 and the Sector Environment Action Plans that are being developed to guide implementation of the Environmental Management Act (2004). The SEAPs that are currently being developed are for Agriculture, Water, Energy and Minerals, Health, and Infrastructure.

Possibly as a consequence of the gap in strategic leadership, a number of activities implemented under JP11 appeared to follow closely to the pre-existing development programmes of the respective Ministry. In these cases, little attempt was apparently made to develop new projects on behalf of JP11.

(3) Capacity-Raising in GoT

The IPs commissioned some excellent studies by expert institutions and individual consultants. However they did not necessarily taken maximum advantage of these opportunities; they were often unable to place staff as counterparts of consultants so as to receive advanced training whilst accompanying them on their tasks. In addition, the consultants found little evidence of ongoing collaborative work between IPs and university departments or other centres of excellence. Partnerships which enable individuals from government and university to work together in the same team over the long-term should be distinguished from contractor-client associations in which the expert (contractor) performs a job of work on behalf of government (client), but works more or less independently. On the one hand, a true collaborative arrangement delivers improvements in technical capacity within government, and on the other hand, it provides expert institutions with the opportunity to work on government planning and policy.

(4) UN Advisory Role

The design of JP11 makes a clear distinction between the UN’s role as Managing Agent and the VPO as National Coordinator. This leaves a potential gap when it comes to management of the technical programme; in practice it might have been filled by the EWG. The role of the EWG is to provide guidance in the implementation of the Joint Programme. The EWG is chaired by the Director of Environment in VPO

and involves senior government officials from sector ministries. There is also a role for UN Agencies in EWT through the Joint Programme Management Team (JPMT). UN Agencies have highly-regarded technical resources that are well suited to developing state-of-the-art environmental plans, strategies and policies. The JPMT-EWG collaboration might therefore have provided a vehicle for delivering guidance and advice on strategy and policy, or for seeking outside assistance if necessary from universities and other national centres of excellence. However EWT did not apparently play an active role in steering and leading JP11. As a result, there was no obvious mechanism available to JP11 that would have provided leadership in strategy development and policy advice for climate change and environmental sustainability. At any rate, there was an evident gap in the technical leadership of the Joint Programme on Environment.

5.2 Lessons Learned

The main lessons that can be drawn from JP11 to guide future programmes concern firstly the need for a more comprehensive design phase for planning the administrative arrangements and technical programme of new environmental programmes (especially those based on introducing complex, cross-sector, reforms), secondly the need for strong technical leadership to drive forward complex environmental programmes, and thirdly the need for a tailored information system to secure the institutional memory of the complex multi-partner programme. These thematic lessons are contained within the following five specific lessons arising from JP11.

(1) Design Phase

The technical programme of JP11 revealed some notable gaps. One of these was the absence of a country-specific analysis of environmental problems as part of the programme design. Another gap was the lack of a logical framework at inception. A programme logframe should be based on the findings of the problem analysis and present a well-planned intervention with feasible targets, practical indicators and essential milestones. It would be an indispensable planning and monitoring tool for implementation. Most of the technical shortcomings of JP11 can be attributed to insufficient investment in design and this is the first specific lesson.

(2) Financial Instruments

A number of new financial instruments and methodologies are currently being developed and tested by the conservation-development community. They permit mitigation and adaptation to climate change, stabilisation of land degradation or desertification and more sustainable use of natural resources. These include the development of carbon markets for trading carbon credits under CDM or REDD and REDD+. The aim of the carbon markets is to encourage activities that deliver both energy production and carbon sequestration from the environmental service. A parallel initiative - Payments for Ecosystem Services (PES) - promotes the conservation of natural resources and biodiversity in the marketplace. PES was identified and assessed by the Millennium Ecosystem Assessment, a 2005 UN-sponsored report, and is widely recognised as a major environmental development path. These initiatives are currently being tested in various countries, further refined

as (for example in the move from REDD to REDD+), and mainstreamed into government policies and planning.

JP11 provided a platform on which the UN and GoT could work as partners and participants in a global environmental reform process. The inclusion of Output 4 “Increased funding for CDM activities in Tanzania” provided an opportunity to strengthen Tanzania’s capacity to participate in carbon markets which has been most beneficial. A second lesson to emerge from J11 (related to the previous one) is the need for to analyse and review a broader range of options for addressing climate change and environmental degradation during programme design, including the introduction of PES and REDD. Due to the fast-moving pace of the international response to climate change and environmental degradation, inputs from leading experts in the environmental field will help to ensure optimal programme design.

(3) Compartmentalised Programme

It was appreciated by many partners of JP11 that unsustainable land use practices cause environmental damage, leading for example to eroded watersheds, unproductive agriculture, overharvested fisheries and emission of greenhouse gases. The high level of interconnectivity of those environmental impacts was less widely understood. The impact of deforestation on local rainfall for example may have downstream impacts on energy production, irrigation for agriculture, municipal water supply, dry season refuges for wildlife populations, and tourism income. Although JP11 did bring the environment into different sectors successfully, the activities were compartmentalised within different sectors. The structure of JP11 did not encourage a joined up approach that would be multi-sector in scope and ecosystem-based on the ground.

(4) Technical Leadership

Strong leadership would have forged a more strategic and joined up environmental programme. The evaluators conclude that there was a gap in the technical leadership of JP11 which underlies some of the weaker aspects of the technical programme. The fourth lesson that emerges is the need for stronger technical leadership in the implementation of the environmental programme to support a strategic approach to activities. It should also play a key role in facilitating environmental steering groups and their vital work in solving problems, providing technical guidance and bringing in additional support.

(5) Supporting Institutional Memory

As the evaluators are well aware, it requires a prolonged and concerted effort to grasp the essentials of a programme as complex as JP11! Newly appointed focal persons and others working closely with JP11 require either an extended handover period in which the previous incumbent briefs them on the programme, or a tailor-made, interactive, information system giving contact persons and their responsibilities, a record of past meetings and their minutes, and a simple summary of the programme’s aims, implementation strategy, and outcomes, with the facility to drill down to individual activities and their current status. The fifth lesson to learn from JP11 is that complex environmental programmes bring unique challenges in the coordination, interpretation and presentation of programme information. It should not be the case that ex-post evaluator’s are informed by key programme staff that “We

don't know for sure if we are going in the right direction." Some steps are outlined in the recommendations for addressing this requirement.

(6) UN-GoT Institutional Arrangements

As emerges from the previous lessons, it would appear that current arrangements in which the UN is Managing Agent and the Government is Implementing Partner may introduce a gap in technical programming, especially in any sector where technical skills are developing rapidly at the international level. This is a lesson for consideration at the Delivering-as-One level. This should be borne in mind in future joint programme design.

5.3 Recommendations

Recommendations from the evaluation of JP11 are differentiated into those concerned with Programme Administration and those concerned with the Technical Outputs. In each case, the party (GoT or UN) to which the recommendation is directed is indicated in the heading.

5.3.1 Programme Administration

(1) Disbursement Procedures (GoT and UN)

Significant delay in disbursement of funds was the single biggest limitation on JP11, even after alignment of the UN and Government financial years, and must remain a potential threat for UNDAF. Further progress is needed to speed up disbursement procedures and harmonise the two financial systems. Even small changes, such as harmonizing the codes used in accounting would help to speed up the process. It is recommended that Treasury and the UN Delivering-as-One and Government review procedures to define minimum standards and improved financial mechanisms.

(2) Funding Criteria (GoT and UN)

In order to ensure that core principles of Delivering as One are upheld, UN Agencies with expertise but little core funding need to be given priority by both their UN partners and Government when developing programme implementation plans. It is recommended that GoT and UN commission an independent investigation of funding criteria and procedures that apply to the UN-Government development programme.

(3) Institutional Memory (GoT and UN)

The high turnover of staff in JP11 brought about a loss of direction and momentum. This was a factor in government but even more so amongst international staff appointed by UN Agencies. It is recommended that the UN undertake a review of its institutional memory support systems. Specific recommendations for consideration are firstly a minimum overlap of 2 weeks at key staff changeovers, and secondly development of an interactive Programme Information System to support staff in both Government and UN with the following minimum information and capabilities:

- Contact persons and responsibilities
- Current status of programme activities

- Past meetings and minutes, future dates of meetings
- Overview of administrative arrangements
- Illustrated overview of technical programme with relevant background
- Dedicated support enabling daily updates.

(4) Building Technical Capacity (GoT)

Planning authorities in the GoT should review the effectiveness of current approaches to capacity development and consider adoption of alternatives to workshops and seminars. One specific recommendation is for key staff to work with consultants hired by government for at least part of their missions to benefit from on-the-job mentoring. Another recommendation is to develop long-term collaborations with centres of excellence, on topics such as CDM, REDD and PES, that can simultaneously support Ministries, train staff, and assist with transfer of knowledge (see Section 5.1.5).

5.3.2 Technical Programme

(5) Policy Conflict, Incentives and PES Reform (GoT and UN)

The environmental challenges facing Tanzania have increased markedly over the past few decades and evidence indicates that they will continue to escalate. In the short term, it is recommended that the UN instigate a review of environmental policy in the light of ecosystem services and carbon payments with a view to harmonising and rationalising management planning in land and natural resources. Some examples of review topics relating to water services and REDD follow.

Water Services: A study of policies affecting water payments should be undertaken as a basis for guidance reforms necessary to remove existing conflicts. For example currently the Ministry of Water charges user fees from water users or water user associations. On the other hand the principles of water PES (Payment for Watershed Services) consider upstream communities as sellers of the product thus are supposed to be paid for taking care of upstream catchments. These two policies give rise to a conflict emanating from two different ministries and if unresolved the whole essence of PES may be undermined in Tanzania.

REDD+: Sector policy studies should be undertaken on potential conflicts and constraints arising from REDD programmes in relation to alternative needs and uses of timber, fuelwood, charcoal and NTFPs by local communities. While this may be taken up by the REDD strategy being developed it is important that it is taken on board from the very beginning based on sufficient scientific information to ensure success.

In the longer term, the UN should revise its approach to adopt an ecosystem perspective as outlined in Recommendation (6).

(6) Integration of Sectors – Ecosystem Approach (GoT and UN)

Future environmental programmes should integrate environmental activities across sectors. For illustration, in conserving watersheds the programme might support activities involving: (a) protected areas and forestry in the upland watershed area, (b) farmers and hydropower in the mid-level catchment, and (c) urban and tourism

sectors in the lower catchment. This approach would take advantage of the ecological connectivity of the environment and the economic connectivity of the Payments for Environmental Services approach.

As a partial move towards greater integration, there may be an opportunity for UNDAF to participate in developing of additional SEAPs (see Section 5.1.5 (2)).

(7) J11 Unimplemented and Incomplete Activities

Several activities were not completed during the program execution but it would be highly beneficial to complete them. In this case the UN should develop a short term strategy to support the completion of such activities. These activities may include:

- (1) Preparation of the Biosphere Reserve Management Plans. It was foreseen that Management Plans would be prepared for 3 Forests Reserves but only two were completed with the third one incomplete. Further the East Usambara Biosphere Reserve consists of more than 3 forest patches (reserves). In order to have an integrated management plan for the whole biosphere reserve, development of management plans for the other remaining forest patches (reserves) should be considered.
- (2) Operationalization of the environmental information portal www.tanzaniaenvironment.go.tz which is established but currently offline. Implementation of the portal was not covered under the JP11 funding. The investment already put into its development is likely to be wasted unless it is fully developed to a point where stakeholders can use the web portal.

(8) Technical Leadership (GoT and UN)

It is recommended that the following steps are taken to ensure a strong technical leadership in joint GoT-UN environmental programmes:

- Appoint a fulltime senior technical coordinator to be responsible for delivering a high quality technical programme, and to chair or co-chair an environmental steering group;
- Ensure that the environmental steering group meets bimonthly at least, with resources to mount a strong follow-up on resolutions adopted and with powers to ensure compliance;
- One of the tasks of the environmental steering group should be to provide quality information to all partners on the state of the environmental programme, the issues being followed, the progress being made, the benefits of collaborations, and the hurdles that need to be overcome.
- A specific additional task of the steering group will be to ensure that small technical UN agencies with specialised skills but limited core funds are utilised effectively during implementation as envisaged by Delivery as One.

(9) Design of Technical Programme (GoT and UN)

The design stages of joint environmental programmes need greater resources because of their complex structure. Their design should include a problem analysis, and needs assessment as a basis for programme development. The draft design should undergo an administrative and technical review process before being finalised.

(10) Programme Information System (GoT and UN)

A well developed and utilised programme information system should be developed in similar environmental programmes with the following aims:

- Act as an institutional memory to buffer against staff turnover (see Section 5.3.1);
- Assist in the monitoring, management and evaluation of the programme;
- Brief key staff on the technical issues of environmental change and sustainability;
- Assist in the wider dissemination of information about the programme.

The Programme Information System should be more than a depository of information: it should interpret that information, and be interactive, so that users can quickly and easily appraise essential information. The first step in developing the system should be a needs assessment to determine exactly what kind of information the users would like to have available, and in what kind of format.

Appendix 1. Terms of Reference

Joint Programme 11 – On Environment with a Focus on Climate Change, Land Degradation/Desertification and Natural Resources Management

End of Programme Evaluation

Terms of Reference

1. Background and Context

Tanzania's natural resources are the main source of peoples' livelihoods and backbone of the country's main productive sectors. The relationship between economic development and rational management of the environment and its natural resources is emphasized in the National Environmental Policy, (NEP) 1997 and the National Strategy for Growth and Reduction of Poverty (NSGRP) or MKUKUTA/MKUZA in Kiswahili. The NEP identifies land degradation, loss of wildlife habitat and biodiversity, ecosystem deterioration and deforestation as critical environmental problems, requiring urgent intervention. The impacts of poverty and climate change are likely to further aggravate these problems, thus increasing the vulnerability of both urban and rural communities, as well as that of the natural resources and the environment providing livelihood to the people. The Millennium Development Goal 7 also recognizes the importance of addressing the adverse impact of environmental degradation on people's livelihoods.

To respond to these critical problems, the Joint Programme (JP11) aimed at increasing the capacity of the Vice President's Office (VPO), the Prime Ministers' Office Regional Administration Local Government (PMO-RALG) and the Ministry of Finance and Economic Affairs (MoFEA) to coordinate and lead the implementation of key national environmental policies and plans. The Joint Programme therefore focused on mainstreaming environmental sustainability and climate change - including disaster preparedness and risk reduction - in the policies, strategies, programmes and plans of key sectors: Energy, Water, Natural Resource Management, Agriculture and Livestock Development & Fisheries. Recognizing the importance of working with local communities and local government in order to achieve concrete results, this Joint Programme ensured that LGA's plans and budgets address local environmental priorities and integrate environmental management issues.

The UN capitalize on its extensive experience in policy and technical support and propose various strategies for the delivery of the objectives of the JP 11. In addition, the programme promoted linkages with other Joint Programmes, particularly the JP on Wealth Creation, Capacity Development and Disaster and Risk Reduction.

Tanzania is one of eight countries worldwide to pilot the One UN reform initiative in 2007-2008. In Delivering as One (DaO) context, the UN had a far greater impact on the development and humanitarian challenges that faced Tanzania, avoiding the fragmentation and duplication of efforts seen in the past. By combining the skills and resources of UN Agencies active across the country and by jointly addressing key development issues alongside others, the UN complemented the efforts of Government, civil society, the private sector and other development partners by focusing on what it does best, using available resources as judiciously as possible and reinforcing the leadership of other actors through technical support and modest financial contributions. All UN agencies and offices worked more closely together, also with external partners, to achieve joint results in relation to growth

and poverty reduction. The vision of 'One UN' in Tanzania is therefore about being a more effective partner for Tanzania's development; focusing on the UN's comparative advantage; being strategic about the development areas where the UN prioritizes support; and continuing to support Government on humanitarian assistance in a way that over time ensures national capacity is strengthened on the same.

JP11 provided opportunity for the UN to work in a harmonized, coherent and coordinated manner and become more cost-effective while delivering greater development impact and minimize fragmentation and inefficiency. As a result, UN Agencies developed a common work plan and budgetary framework and use of common business processes such as procurement, financial reporting system and procedures (HACT) to reduce transaction costs.

The UN Joint Programme on Environment supports the Government and civil society to build capacity to overcome ecosystem degradation and loss of biodiversity in Tanzania. The support will cover three main areas of national priorities as articulated in the MKUKUTA/MKUZA and JAST to ensure:

- (i) Capacities of the national and local government to coordinate, lead and implement environmental policies and plans are developed;
- (ii) Mechanisms for environmental sustainability and climate change in key sectors, strategies and policies, including disaster risk reduction are in place;
- (iii) Capacity for government and the private sector to access international funding for adaptation and mitigation of climate change is built;

The Joint Programme assisted Tanzania's progress towards achieving goals of MKUKUTA/MKUZA, as well as the MDGs, by supporting government's efforts to address challenges as articulated in the following key policy and programming documents which as outlined below

- (iv) **MKUKUTA CLUSTER I (Goal 2 and 4):** Broad based and equitable growth is achieved and sustained
- (v) **MKUKUTA CLUSTER II (Goal 3):** Improved Quality of Life and Social Well-Being with a particular focus on the poorest and most vulnerable groups
- (vi) **MKUKUTA CLUSTER I & II (Goal 1 and 2):** Structures and systems of governance as well as rule of law are democratic, participatory, representative, accountable and inclusive and equitable allocation of public resources with corruption effectively addressed.

As the Managing Agent (MA), UNDP has ultimate responsibility and accountability for both the achievement of results and management of funds since it is responsible for overall coordination of the programme. The MA is responsible for reporting matters including (1) preparation of consolidated narrative and financial documents and reports for review by the Joint Programme Committee (and subsequent submission to the Joint Steering Committee); (2) progress reporting to governance structures; and (3) financial reporting to the One UN Fund's Administrative Agency (AA).

Joint Programme which started in 2007 with funded budget (from One UN fund) of US dollar 3,474,000 comes to an end in June 2011. A terminal evaluation is planned to be conducted to assist the UN and programme stakeholders to draw lessons learned in implementing the programme and improve the quality of future development interventions. As the UN in Tanzania moves towards the UNDAP, the first all-inclusive One UN business plan for Tanzania, the review of the JP11 will also provide opportunity to reflect on the challenges in the management and implementation of such multi-stakeholders programmes and inform the formulation and implementation of similar programmes and partnerships which will derive from the UNDAP.

2. Evaluation Purpose and Objectives

The main purpose of the evaluation is to provide an independent in-depth assessment of the achievements of results as well as the implementation arrangements of the Joint Programme on environment with a focus on climate change, land degradation/desertification and natural resources management (JP11) with a particular focus on effectiveness. Thus the evaluation specific objectives are:

- Based on planned deliverables of the Project Document (Result and Resource Framework (RRF) the consultants should evaluate the project results (that have/have not been achieved and a special emphasis should be placed on measuring the achievements or non-achievements of the expected result of outputs under all components of the project) of the amended and prioritized activities;
- Explore to what extent synergies among UN agencies in particular and among IPs were explored and effected in implementation;
- What extent the UN was able to go upstream as intended;
- Assess whether capacities was indeed imparted and evaluate the likely impact the improved capacities;
- Evaluate the effectiveness and efficiency of the JP modality used in the implementation of JP11
- To draw experience and lessons learnt from JP11 with respect to its structure, management, and implementation arrangements as a strategy for supporting capacity strengthening in Tanzania.
- Consolidate lessons learned with a view to contribute to improving the future UNDP implementation strategies and make recommendations to guide future programming for the Delivering As One

3. Scope of the Evaluation

The evaluation will review and assess the achievement of the programme. The review should include an analysis of an assessment of

- (a) the key factors that could have affected the progress towards achieving the outputs/outcomes,
- (b) the programme (JP11) strategy in general
- (c) Relevance of priorities that have been included in the programme and what is missing.

The evaluation team will review and assess the achievement of the programme outcomes focusing on:

Progress status: What was the basis of the outputs/outcome and its constituent interventions? Were past experiences and lessons as well as dialogue with stakeholders in design of the programme and outputs considered? Assess the adequacy of the background work carried out. Determine the degree to which outputs/outcomes were achieved and, if not whether there was progress towards their achievement.

Underlying factors: An analysis of the underlying factors that have influenced the outputs and achievements. What were the key internal and external risk and assumptions made? Distinguish the substantive design issues from the key implementation and/or management capacities and issues including the timeliness of outputs, the degree of stakeholders and partner's involvement in pursuit of the outputs, and how processes and activities were managed / carried out.

JP11 strategy: Ascertain whether JP11 was appropriate and effective. Assess the initial design modalities and planning process as well as management mechanisms and identify the role of each party involved and how did it function and how has it been sustained? How did each party understand

its role? How did the management arrangements contribute to (or hinder) the achievement of the outputs/outcome? What was the level of participation of the stakeholders and the perception of the beneficiaries?

In addition, the evaluation should help to address and endeavour to respond to the industry standard OECD/DAC evaluation criteria, encompassing five key areas of assessment.

- i. Relevance /Appropriateness – the extent to which the JP pertained to national priorities and the requirements of the target group. Indicative questions might include:
 - a. To what extent were partners involved in the development and implementation of the JP?
 - b. To what extent are the objectives of the programme still valid?
 - c. Were the activities and outputs of the programme consistent with the intended key results?
- ii. Effectiveness - the extent to which the JP attained its key results. Indicative questions might include:
 - a. To what extent were the key results achieved?
 - b. What were the major factors influencing the (non)achievement of the desired results, including institutional, management and fiscal arrangements?
- iii. Efficiency – the extent to which delivery was undertaken by the most cost-efficient means. Indicative questions might include:
 - a. Were activities cost-efficient?
 - b. Were outputs achieved on time?
 - c. Was the programme implemented in the most efficient way compared to alternatives?
- iv. Impact - the positive and negative changes produced by the JP (directly or indirectly, intended or unintended), Indicative questions might include:
 - a. What difference has the activity made to the beneficiaries?
 - b. How many people have been affected?
 - c. How did impact differ across key target groups, including vulnerability categories such as gender, age etc?
- v. Sustainability - measuring whether the benefits of the JP are likely to continue after the end of programme activities. Indicative questions might include:
 - a. To what extent will the benefits of a programme continue after activities have ceased?
 - b. What are the major factors which will influence the sustainability of the programme?

The evaluation should also respond to three additional assessment areas.

- i. Delivering as One - adherence to the principles and objectives of Joint Programming (*include reference to the One UN Process Indicators*). Indicative questions might include:
 - a. To what extent were the principles of Joint Programming in terms of collaborative planning, implementation and monitoring across participating agencies adhered to?
 - b. What factors facilitated or adversely impacted upon Delivering as One?
- ii. Cross Cutting Considerations – application of the programming principles of the UN, referencing Human Rights Based Approach, Gender Equality, Environmental Sustainability, Results Based Management and Capacity Development. Indicative questions might include:
 - a. Were cross-cutting considerations mainstreamed in the implementation of activities?
 - b. To what extent did the programme involve the host communities and other stakeholders in programme design and implementation?
 - c. Were capacity development activities informed by a capacity assessment at manifold levels?
- iii. Lessons and Recommendations for future programming. Indicative questions might include:
 - a. What additional measures (if any) could have improved the relevance, effectiveness, efficiency, impact or sustainability of the JP?

- b. What lessons can be applied in terms of collaborative programme planning, implementation and monitoring to the implementation of the UNDP 2011-2015?
- c. What key measures can the UN in Tanzania, regionally and at HQ, plus the Government of Tanzania and Development Partners (DPs) adopt to improve the implementation and performance of the One Programme under DaO?

4. Methodology

The evaluation will utilize both qualitative and quantitative methodologies. Data and information to be analysed during the evaluation will come from various related documents and key stakeholders. The evaluation will therefore involve:-

- i. Inception – includes creation and approval of a detailed evaluation workplan and budget
- ii. Data Collection – encompasses both document review and field visits
 - Desk review of
 - i. all relevant documents relating to the programme e.g. the programme document, annual work plans, progress reports, monitoring reports, expenditure reports
 - ii. all relevant documents relating to the Delivering as One (DaO) initiative and joint programming e.g. One programme document, DaO report
 - iii. national and Government documents that provide the context to the overall capacity issues in Tanzania e.g. MKUKUTA, capacity development strategy.
 - Interviews with key partners and stakeholders. These will include
 - i. participating UN agencies, relevant donors, implementing partners (which include Government) and other beneficiaries,
 - ii. Interviews with the Joint Programme Committee (JPC)
 - Field visits to selected programme sites and discussions with beneficiaries
- iii. Analysis and Reporting – incorporates presentation of findings, delivery of a draft, capturing of feedback and production of final written report

At every stage of the evaluation process, the following principles should be observed:

- i. Independence - the evaluation team should be independent from the operational management and decision-making functions of the JP
- i. Impartiality – the evaluation information should be free of political or other bias and deliberate distortions
- ii. Timeliness - evaluations must be designed and completed in a timely fashion
- iii. Purpose - the scope, design and plan of the evaluation should generate relevant products that meet the needs of intended users
- iv. Transparency - meaningful consultation with stakeholders should be undertaken to ensure the credibility and utility of the evaluation
- v. Competencies - evaluations should be conducted by well-qualified teams. The teams should, wherever feasible, be gender balanced, geographically diverse and include professionals from the countries or regions concerned.
- vi. Ethics - evaluators must have professional integrity and respect the rights of institutions and individuals to provide information in confidence and to verify statements attributed to them. Evaluations must be sensitive to the beliefs and customs of local social and cultural environments and must be conducted legally and with due regard to the welfare of those involved in the evaluation, as well as those affected by its findings.
- vii. Quality - All evaluations should meet the standards outlined in the Standards for Evaluation in the United Nations System. The key questions and areas for review should be clear, coherent and realistic. The evaluation plan should be practical and cost effective. To ensure that the information

generated is accurate and reliable, evaluation design, data collection and analysis should reflect professional standards, with due regard for any special circumstances or limitations reflecting the context of the evaluation. Evaluation findings and recommendations should be presented in a manner that will be readily understood by target audiences and have regard for cost-effectiveness in implementing the recommendations proposed.

There will be briefing and debriefing sessions with the UN agencies, Implementing Partners and other key stakeholders. The evaluation will be led by one national and one international consultant. The lead International consultant, after brief orientation, will develop a plan of action stating the methodologies and required resources for the end of programme evaluation. In the plan of action, areas of evaluation, indicators and data collection methods should be clearly spelled out.

5. Key Deliverables (Evaluation products)

The evaluation team will be accountable for producing the following products:-

i. **An Inception Report**, providing

- A detailed Evaluation Workplan and Budget
- Literature Review
- Evaluation Questions and observations on their evaluability
- Identification of key informants
- Data collection methods and reasons for selection (with reference to the key informants)

the inception report should detail the evaluators' 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. The inception report should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product.

ii. **A presentation of initial findings and provisional recommendations**- at the end of the field work, the evaluation team will present their draft findings and provisional recommendations. The evaluation team will also make a PowerPoint presentation summarizing the main findings recommendations and lessons learned and conclusions

iii. **A draft report** for comments by stakeholders. This should incorporate:

- Title and opening pages
- Table of Contents
- List of acronyms and abbreviations
- An Executive Summary
- Introduction
- Details of the JP activities and desired key results
- Scope of Evaluation
- Evaluation Methodology and Guiding Principles
- Data analysis
- Findings
- Lessons Learned
- Recommendations
- Methodological constraints
- Additional background data-Annexes (including interview list, data collection instruments, key documents consulted, ToR)

A draft report should be provided 10 days before the end of the consultancy period requesting for comments from identified stakeholders to allow enough time for incorporation of comments received.

- iv. **A final evaluation report**, encompassing all key sections required in the draft report and additional stakeholder feedback. The final report should be clear, understandable to the intended audience and logically organized based on the comments received from stakeholders. The evaluation team shall submit four hard copies and an electronic version of the final report
- The final evaluation report should be presented in a solid, concise and readable form and be structured around the issues in the Terms of Reference (ToR), four hard copies and an electronic version of the final report, 3 days before the end of consultancy period.
 - The consultant should refer to annex 7 of the UNDP Planning, Monitoring and Evaluation handbook for details on reporting template.

6. Management and Implementation Arrangements

The evaluation will be under the supervision of the Team Leader, Energy and Environment Unit – UNDP, and the evaluation team will report to him/her. The UNDP Deputy Country Director (Programmes) will provide overall guidance to the process. UNDP for that matter will be responsible for supporting the evaluation team in the following:-

- a) Appoint a focal person in the programme section to support the consultant(s) during the evaluation process.
- b) Collect background documentation and inform partners and selected programme counterparts (including Government)
- c) Meet all travel related costs to programme sites outside Region (Dar es Salaam)
- d) Provide background document which will help to identify key stakeholders to be interviewed as part of the evaluation.
- e) Organize and meet costs related to stakeholder workshops during consultation and dissemination of results
- f) Organize consultative meetings between the consultants and stakeholders, including Government
- g) Provide office/working space in the course of the assignment. The consultants will however have to use their own computers/laptops

In addition, it should clarify who is responsible for:

- i. Assessment of tenders and management of recruitment process
- ii. Liaison with the evaluation team
- iii. Providing technical guidance and appropriate supporting documents
- iv. Co-ordinating the stakeholders involved, including scheduling of visits and briefing events
- v. Selection and orientation of team members
- vi. Approval of intermediate and final products, including quality assurance
- vii. Preparation of a management response to the final Evaluation report
- viii. Provision of logistical support (and type of)
- ix. Ensuring adherence to UNEG norms and standards

Evaluation Ethics

The evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. Critical issues that evaluators must safeguard include the rights and confidentiality of information providers in the design and implementation of the evaluation.

7. Time Frame

The evaluation exercise will involve a total number of 30 paid consultancy days to be undertaken in the period between May-June 2011. The table below shows the distribution of the time among key milestones.

ACTIVITY	TIME
Preparation and submission of the Evaluation Inception report to stakeholders	4 working days
Presentation of preliminary findings	1 working days
<ul style="list-style-type: none">• Collection of data/information, analysis,• preparation of the Draft Evaluation report• Submission of draft report, De-briefings to UN Agencies and key stakeholders	18 working days
Incorporation of stakeholder comments and submission of Final Evaluation report	7 working days
Total Work Days	30 working days

8. Evaluation Team and Competences

Through consultations with the Government and PUNs, UNDP will recruit a team of independent consultants on a competitive and transparent basis as per standard UNDP procedures. The evaluation team will be independent from the policy-making process the delivery and management of assistance. The evaluation team shall consist of 2 consultants: an international consultant (Team leader) and a national consultant with extensive knowledge of the country situation. The Team Leader will have the overall responsibility for the co-ordination of the evaluation process, quality and timely submission of the evaluation report.

Specifically, the evaluation team will have the following minimum competences:-

The **international consultant** should possess:

- x. A Masters degree in international development, public administration, social sciences, evaluation or a related field
- xi. A minimum of 10 years of professional experience specifically in the area of evaluation of international development initiatives and development organizations
- xii. Substantial international track record of conducting different types of evaluations, including process, outcome and impact evaluations in different countries and organizations
- xiii. Experience in monitoring and evaluating cross-cutting issues such as human rights and gender
- xiv. Knowledge and experience of the UN System and the UN Reform process
- xv. Understanding of the development context in Tanzania and/or other 'Delivering as One' countries would be a clear advantage
- xvi. Excellent communication and interview skills
- xvii. Excellent report writing skills
- xviii. Demonstrated ability to deliver quality results within strict deadlines
- xix. Proficiency in English (written and spoken)

The **national consultant** should have the following qualifications:

- i. A Bachelors degree in international development, public administration, evaluation or related field.
- ii. A minimum of seven years of professional experience, specifically in the area of monitoring and evaluation of international development initiatives and development organizations.
- iii. A track record of conducting various types of evaluations, including process, outcome and impact evaluations in Tanzania and preferably in the region.
- iv. Experience in monitoring and evaluating cross-cutting issues such as human rights and gender
- v. Knowledge and experience of the UN System and the UN Reform process.
- vi. In-depth understanding of the development context in Tanzania.
- vii. Excellent communication and interview skills.
- viii. Excellent report writing skills.
- ix. Demonstrated ability to deliver quality results within strict deadlines
- x. Proficiency in English (written and spoken)

Responsibilities

responsibilities designing the evaluation according to the specific terms of reference; gathering data from different sources of information; analyzing and systematizing the information; identifying patterns and causal linkages that explain current performance; drafting evaluation reports at different stages (inception, drafts, final); responding to comments and factual corrections from stakeholders and incorporating them, as appropriate, in subsequent versions; addressing comments by the external Quality Assurance Panel; and making briefs and presentations ensuring the evaluation findings, conclusions and recommendations are communicated in a coherent, clear and understandable manner once the report is completed. All reports shall be written in English. The Evaluation team is responsible for editing and quality control. The final report should be presented in a way that directly enables publication.

Appendix 2: Work Plan

JP 11 EVALUATION – SCHEDULE OF WORK AND CONSULTANTATIONS WITH IMPLEMENTING PARTNERS (AUGUST 2011)

DATE	ACTIVITY/STAKEHOLDERS	TIME
WEDNESDAY 10 TH AUG	INTRODUCTIONS (UNDP) & LOGISTICS	ALL DAY
THURSDAY 11 TH AUGUST	BRIEFING ON ONE UN PROGRAMME AND ONE FUND; LITERATURE REVIEW	MORNING AFTERNOON
FRIDAY 12 TH AUGUST	BRIEFING BY IPs and UN AGENCIES / CONSULTATIONS	ALL DAY
SATURDAY 13 TH AUGUST	INFORMATION COMPILATION	ALL DAY
SUNDAY 14 TH AUGUST	LITERATURE REVIEW	ALL DAY
MONDAY 15 TH AUGUST	FAO	08.00 am
	UNIDO	11.00 am
	UNEP	12.00 noon
	UNESCO	01.00 pm
	UNDP	14.00 pm
TUESDAY 16 TH AUGUST	MEM	08.00 am
	VPO	10.00 am
	UNDP	12.00 am
WEDNESDAY 17 TH AUGUST	MOF	09.00 am
	MLDF (Ministry of Livestock Development & Fisheries)	12.00 noon
	MNRT	14.00 pm
THURSDAY 18 TH AUGUST	MoW (Ministry of Water)	10.00 am
FRIDAY 19 TH AUGUST	MAFC (Ministry Agriculture)	10.00 am
	NEMC	14.00 pm
SATURDAY 20 TH AUGUST	REPORT WRITING	ALL DAY
SUNDAY 21 ST AUGUST	REPORT WRITTING	ALL DAY
MONDAY 22 ND AUGUST	REPORT WRITING	MORNING
	UNDP	12.00 noon
	UNDP	13.00 noon
	VPO	14.30 pm
TUESDAY 23 RD AUGUST	FIELD TRIP TO AMANI NATURE RESERVE	ALL DAY
WEDNESDAY 24 TH AUGUST	FIELD TRIP TO AMANI NATURE RESERVE	ALL DAY
THURSDAY 25 TH AUGUST	PREPARATION OF PRESENTATION	ALL DAY
FRIDAY 26 TH AUGUST	PRESENTATION TO IPs AND UN AGENCIES	ALL DAY
SATURDAY 27 TH AUGUST	FINAL REPORT PREPARATION	ALL DAY
SUNDAY 28 TH AUGUST	FINAL REPORT PREPARATION	ALL DAY

Appendix 3: JP11 Evaluation: Persons Interviewed

SN	INSTITUTION	PERSON INTERVIEWED	POSITION
UN Agencies			
1	UNDP, Dar es Salaam	Louise Chamberlain	Deputy Country Director (Programme)
2	UNDP, Dar es Salaam	Ishmael Doodoo	Head Management Support
3	UNDP, Dar es Salaam	Edith Mbanzendole	Program Specialist (JP11 Energy and Environment)
4	RCO, Dar es Salaam	George Otoo	Resident Coordinator's Office
5	UNDP, Dar es Salaam	Gertrude Lyatuu	Assistant Resident Representative
6	FAO, Dar es Salaam	Aisja Frenken	Programme Officer – UN Joint Programmes
7	UNIDO, Dar es Salaam	Victor I Akim	National Program officer
8	UNIDO, Dar es Salaam	Emanuel G. Michael	National Consultant (Energy & Environment)
9	UNESCO, Dar es Salaam	Anthony Maduekwe	Programme Specialist (Science)
10	UNESCO, Dar es Salaam	Al-Amin Yusuph	Programme Officer, Communication & Information
11	UNEP, Dar es Salaam	Clara Makenya	National Officer, Tanzania Regional Program for Africa
Central Government Ministries			
12	VPO	Blandina Cheche	Poverty/Environment Coordinator & Program Coordinator
13	VPO	Joseph P. Kihale	Coordinator, EISP
14	MEM, Dar es Salaam	Edward Ishengoma	Ag. Assistant Director – New and Renewable Energy
15	MEM, Dar es Salaam	Styden Rubangira	Renewable Energy
16	MNRT, Dar es Salaam	Joseph J. Kigula	Principle Forest Officer
17	MoF, Dar es Salaam	Jim Reeves Naftal	Senior Finance management Officer
18	MLDF, Dar es Salaam	Charles G. Mahika	Director – Aquaculture
19	MLDF, Dar es Salaam	Stambuli M.	Economist
20	MoW, Dar es Salaam	Mwajabu M. Bura	Environmental Engineer
21	MoW, Dar es Salaam	Pascal Karomba	Accountant
22	MAFC, Dar es Salaam	Mary Majule	Agricultural Officer
23	MAFC, Dar es Salaam	Prosper Makundi	Agricultural Officer
24	NEMC, Dar es Salaam	Jamal Baruti	Senior Environmental Officer
25	NEMC, Dar es Salaam	Bartholomeo Tarimo	Senior Environmental Officer
26	NEMC, Dar es Salaam	Obadia Machupa	Senior Environmental Officer
27	MNRT, Amani Muheza	Mmassi J	Conservator Amani Nature Reserve