

One UN Pilot Programme Tanzania

**Joint Programme #4 - Capacity
Strengthening for Development
Management**

(TZA 10 - 000 59536)

TERMINAL EVALUATION

FINAL REPORT

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Outcome Evaluation
One UN Pilot Programme Tanzania
Joint Programme #4 - Capacity Strengthening for Development Management
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Acronyms

AA	Administrative Agent
ACBF	African Capacity Building Foundation
CDR	Centre of Documentation and Research
CEDAW	Convention for the Elimination of All Forms of Violence Against Women
CENTRIM	Centre for Research and Innovation Management (UK)
CHRAGG	Commission for Human Rights and Good Governance
CSW	Commission on the Status of Women
DaO	Delivering as One
ESRF	Economic and Social Research Foundation
GoT	Government of Tanzania
Govt	Government
ILO	International Labour Organization
IP	Implementing Partners
ISS	Institute of Social Studies of Erasmus University Rotterdam, Netherlands
JAST	Joint Assistance Strategy of Tanzania
JICA	Japan International Cooperation Agency
JP	Joint Programme
JPC	Joint Programme Committee
JSC	Joint Government/UN Steering Committee
LGA	Local Government Authority
LGMD	Local Government Monitoring Database
MA	Managing Agent
MCDGC	Ministry of Community Development Gender and Children
MCST	Ministry of Communication, Science and Technology
MDA	Ministry, Department, Agency
MDG	Millennium Development Goal
MKUKUTA	NSGRP in Kiswahili
MLEYD	Ministry of Labour, Employment and Youth Development
MMMP	MKUKUTA Monitoring Master Plan
MMS	MKUKUTA Monitoring System
MOF	Ministry of Finance
MTEF	Medium Term Expenditure Framework
NBS	National Bureau of Statistics
NPA	National Plan of Action
NSGRP	National Strategy for Growth and Reduction of Poverty
O&OD	Opportunities and Obstacles to Development
OCGS	Office of Chief Government Statistician
PEED	Poverty Eradication and Empowerment Department of MOFEA
PER	Public Expenditure Review
PET	Public Expenditure Tracking Survey
PHDR	Poverty and Human Development Report
PLANREP	Planning and Reporting Database for Local Authorities
PMO	Prime Minister's Office
PMO-RALG	Prime Minister's Office – Regional Administration and Local Government
PUN	Participating UN Agency
REPOA	Research on Poverty Evaluation
RS	Regional Secretariat
SBAS	Strategic Budget Allocation System

STI	Science, Technology and Innovation
TANGO	Tanzania Association of NGOs
TRA	Tanzania Revenue Authority
TRACE	Training and Facilitation Centre
TSED	Tanzania Socio-economic Database
UNCSTD	UN Commission for Science and Technology for Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDAP	United Nations Development Assistance Plan
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
URT	United Republic of Tanzania (Government)
VAW	Violence Against Women

Executive Summary

The Joint Programme for Capacity Strengthening for Development Management (JP4) was implemented between January 2008 and June 2011. The status of the outcome is satisfactory, since most of the expected results have been achieved.

JP4 has a high relevance regarding national and UN priorities. Overall development achievements in Tanzania in recent years have fallen short of the general expectations of government, population and donor standpoints, considering the increased availability of financial resources, in consequence of a steady GDP growth and increased public financial revenues. There is an ample consensus between national authorities and donors that a lack of capacities at the levels of policy analysis, design and implementation is one of the main causes behind this considerable economic growth phenomenon, which has so far not led to the expected associated social development and poverty reduction.

The design of the joint programme does not provide a definition or conceptual approach of how capacity strengthening could best be addressed via joint UN action. Specific activities of individual PUNs and IPs cannot be identified in the project document and interventions are not designed based on specific capacity needs assessments of IPs. The programme design resembles a compilation of individual PUN activities put together under one umbrella. However, there is an implicit joint PUN understanding of capacity gaps and how to approach them has been identified by this evaluation. Intervention strategies change according to the stage of progress of capacity strengthening processes.

The overall implementation performance of JP4 is located at the lower level of a bandwidth around a mean annual financial delivery rate of 70% achieved by 960 projects implemented globally so far under the UN Multi Partner Trust Fund Office. Efficiency gains have been achieved for PUNs and IPs at the activity planning stage, but efficiency losses have been generated by considerable delays in disbursements of One UN funds. These delayed disbursements reduce and interrupt real periods for activity implementation. Parallel funds have been able to compensate the efficiency losses to a certain degree. The GoT has not provided any financial contribution towards JP4, but has provided its support in kind (man-days) for project implementation. A financial contribution from the government would have helped to overcome efficiency losses caused by delayed disbursements.

The effectiveness brought about by joint programming for capacity strengthening for development management is clearly higher than what an individual project-based UN agency activity could have achieved. Synergies of better coordination between PUNs and IPs of simultaneous interventions of capacity strengthening have been created by JP4, based on the availability of additional financial resources from the One-Fund. JP4 has proved that joint programming makes sense for capacity development activities; however, not for all of them. According to evidence available from JP4 interventions, joint programming for capacity development performs better than individual agency activities for the development of policy implementation tools (PER, PET, localizing MDGs), the linking of national and local policies and for the mainstreaming of cross-cutting issues. Even if joint programming for capacity strengthening brought about effectiveness gains, compared to traditional projects, the analysis of contribution to the overall outcome shows that there is still room for improvement in the overall JP4 performance.

JP4 activities have had a positive impact on the development policy planning process. General development policy strategies have been updated (MKUKUTA 2) and new and additional policy implementation tools have been developed (e.g. a localizing MDG framework, a public expenditure review toolkit for LPAs and MKUKUTA 2 implementation guidelines). Initial evidence suggests that the new policy framework and the tools address development problems more comprehensively. However, implementation is still at an early stage and existing evidence is still limited. A nationwide implementation of these new policies is still on the drawing board, so only in future will the overall impact on development trends be assessed.

Under the new UNDAF framework, policy implementation weaknesses have been identified. Specific interventions, such as developing a national capacity development strategy for development policy implementation, are currently being discussed. Public expenditure has increased to policy areas, which are in line with the updated development policy strategies (MKUKUTA 2); hence, a future positive impact can be expected. The successful piloting of some national policies through LPAs under JP4 has proved that they are able to deliver the expected change. These pilot experiences increase the expectations that current development policies might bring about a wider change than previous ones.

There are elements, which put the sustainability of achieved results under JP4 at risk, while others support the continuity of its results. To the understanding of this evaluation, the elements which support sustainability are slightly stronger, and there is consequently a potential for sustainability. One of the most important elements of sustainability is the institutional networking and institutional setup achieved between PUNs and IPs and the fact that capabilities for capacity development have been installed within the public sector. However, sustainability is at the same time at risk due to a potentially inadequate government budget allocation for sustaining results achieved under JP4. Since the GoT had not made any financial contribution to JP4 during the implementation period, budgeting for sustaining achieved capacities cannot be taken for granted. There is also a lack of clarity regarding the transition process from UNDAF to UNDAF on how sustainability factors have been taken on-board.

JP4 has been able to achieve at a satisfactory level the expected outputs and outcomes for capacity strengthening. Thanks to joint programming, achieved outcomes go beyond what would have been possible with traditional, individual UN projects implemented by different agencies. Hence joint programming makes sense for capacity strengthening.

Results achieved by JP4 go beyond improvements in planning and coordination of national development policies. Joint annual activity planning exercises between all PUNs and all IPs under JP4 have allowed for an expansion of the scope of (cross-) contacts between PUNs and IPs, and consequently results in a better understanding of who does what, thus avoiding any possible overlap of activities. The coordination of simultaneous interventions of different types of capacity strengthening measures has created dynamics between IPs, which would exist to a lesser degree through traditional (not joint) projects. This more dynamic coordination between PUNs and IPs was precisely what kicked-off a simultaneous top-down and bottom-up flow of development policy activities, which helped to successfully implement development policies planned at a central government level through pilot experiences in selected LPAs. Their success has been able to prove that updated development policy approaches supported by JP4 can be successful. In spite of this positive result, the overall performance of JP4 could have been even better; for the most part, there were shortcomings in the process of disbursement of funds, which limited effectiveness.

Throughout JP4, the UN managed to provide upstream policy advice, which is considered as one of UN's core mandates, and at the same time UN Tanzania has learned that pilot projects are necessary in order to show that upstream policy advice and the resulting content of new policy design, can be meaningful.

Key recommendations:

- Continue the joint planning for annual work plans, since joint planning has proved capable of taking the UN forward to not only achieve results faster,¹ but also to achieve better results.
- Capacity needs/gap assessment is required for a successful capacity building initiative in order to properly identify gaps for upstream policy advice.
- The UN should immediately increase its advocacy efforts to achieve government consideration of annual budgetary allocations to sustain already created capacities for development policy planning and implementation.
- The UN should consider elaborating a systematic approach for capacity building for policy implementation in joint collaboration with the GoT.
- Capacity development must be institutionalized since this is an ongoing task.
- The UN, as a capacity builder, should consider finding a strategic positioning of delivering the software (knowledge, training materials, trainers) in capacity building processes where other partners provide the hardware (e.g. training centres).

¹ The rationale for a "faster" achievement of outcomes is the following. Of course, regarding implementation PUNs are always only as good as IPs implementation capacity is. However, having additional resources from the One Fund meant for example for NBS benefit simultaneously from support from UNICEF, UNFPA, UNDP and UNWOMEN, hence its process of capacity strengthening moved forward in a "faster" way, compared to what would have been possible with the support of for example only two PUNs (and these two ones additionally with less resources).

1. Introduction

As Tanzania works to implement and achieve the objectives set out in the National Strategy for Growth and Reduction of Poverty (NSGRP, MKUKUTA in Kiswahili) and the Millennium Development Goals (MDGs), low capacity is recognized as a key impediment to the realization of its development goals. Capacity strengthening has been outlined as a priority in the Government's Decentralization by Devolution Policy and the Government is working towards enhancing capacities at the regional, district and Local Government Authority (LGA) levels in order to better deliver improved public services and produce and implement strategic plans and budgets in line with a results-based management approach.

The UN in Tanzania agreed to pilot the Delivering as One (DaO) concept with the purpose of providing a more coherent, harmonized and coordinated support to the people of Tanzania and maximize the development impact of its programmes and projects. One of the key pillars of the DaO initiative is the 'One Programme' that translated into the formulation of joint UN programmes in 2007. The Joint Programme on Capacity Strengthening for Development Management (JP4) is one of these JPs, but with the specific objective of strengthening national capacities for ownership and government leadership of the development agenda.

The purpose of this evaluation exercise is to carry out an end of programme evaluation to assess the achievements of the Joint Programme's development interventions, the factors that facilitated or hindered achievements, and to compile lessons learned to inform the development of possible future programmes and the next One UN general programme cycle (2011-2015).

The evaluation pays special attention to effectiveness questions, in order to better understand to what degree the achieved results are a consequence of joint programming, or whether the same results would have also been achieved under the implementation of capacity strengthening from individual UN agency projects.

The field visit for data collection for this evaluation was carried out during the second half of August 2011.

2. JP4 Programme and its Background

2.1 Programme Context

The JP4 Memorandum of Understanding between the participating UN agencies was signed in March 2008 at a time when the country was implementing MKUKUTA 1, as well as implementing a series of reform programmes. MKUKUTA 1 focused on broad-based economic growth and an improvement in life quality and social wellbeing, while good governance was considered the bedrock of the other clusters (i.e. growth and reduction of income poverty; as well as improvement of quality of life and social wellbeing). In this respect, human capabilities were considered as critical in realising the goals of MKUKUTA. Similarly, MKUKUTA 2, which was launched in 2010 and covers the period 2010-2015, continued focusing on growth and poverty reduction, improving the standard of living and social welfare of the people, as well as good governance and accountability. MKUKUTA 2 continued to emphasize the

improvement of human resource capacity in terms of skills, knowledge and efficient deployment, strengthening of monitoring and reporting systems, as well as improving the implementation of core reforms (United Republic of Tanzania (URT; Government) 2006, URT 2010). The core reforms, which have been implemented during the JP4 period, include the public sector reform, local government reform, public financial management (which is linked to the Joint Assistance Strategy of Tanzania, JAST²), and the legal sector reform.

The implementation of MKUKUTA and the reform programmes required a set of skills and knowledge, which had been identified in a number of commissioned studies³, but had not been available in sufficient quality and scope to successfully implement MKUKUTA and the other main reforms mentioned above.

Knowledge on poverty and poverty reduction to inform the type of interventions and policy debates, knowledge in the areas of public services, financial management, governance and accountability, as well as citizen engagement were identified jointly by URT and UN agencies as existing gaps in late 2007, when the JP4 was put together. Additional gaps were identified regarding skills and knowledge on how to disseminate information to key actors as well as consolidate national databases, meant to be accessible to a wide range of citizens (Pricewater Coopers 2005).

2.2 The content of JP4

JP4 started in January 2008 and closed operations in June 2011, UNDP was defined as the Managing Agent with the following five Participating UN agencies (PUNs): UNICEF, UNESCO, UNFPA, ILO and UNWOMEN.⁴ These agencies provided technical support in the management and implementation of the JP as well as parallel funding. The main Implementing Partner (IP) was the Poverty Eradication and Empowerment Department (PEED) of the Ministry of Finance (MOF), while other responsible parties were the Prime Minister's Office-Regional Administration and Local Government (PMORALG), the Ministry of Community Development Gender and Children (MCDGC), the Ministry of Labour, Employment and Youth Development (MLEYD), the Ministry of Communication, Science and Technology (MCST), the Economic and Social Research Foundation (ESRF), Tanzania Association of NGOs (TANGO), the Training and Facilitation Centre (TRACE), and the National Bureau of Statistics (NBS).

JP4 interventions are categorized into three key result areas, which also include sub-outcomes:

1. Enhanced knowledge generation, analysis and use
 - a) National research capacity strengthened
 - b) Gender sensitive, evidence-based policy analysis skills strengthened

² The JAST is a national medium-term framework for managing development co-operation between the Government of the United Republic of Tanzania and Development Partners so as to achieve national development and poverty reduction goals. It also outlines the role of non-state actors to the extent that they contribute to the successful implementation of the Strategy. It outlines the main objectives, principles and broad arrangements of Tanzania's development partnership

³ Pricewater Coopers (2005), ACBF: 2008, JICA: 2007,

⁴ In 2008, UNIFEM signed the Programme Document. In January 2011, UNIFEM became what is now UNWOMEN.

- c) Relevant knowledge and information well managed and disseminated at all levels
- 2. Strengthened planning, budgeting and reporting
 - a) Management and governance of the science, technology and innovation system improved
 - b) Public Expenditure Review (PER) at national and local levels strengthened. Quality of resources allocation in the budgeting process improved
 - c) Participatory planning and coordination strengthened at LGA level
- 3. Improved monitoring, evaluation and communication
 - a) Availability and use of disaggregated data improved
 - b) National capacity for monitoring and evaluation enhanced
 - c) MKUKUTA communication strategy operational and participation of non-state actors promoted

As the Managing Agent (MA), UNDP had ultimate responsibility and accountability for both the achievement of results and management of funds, since it is responsible for the 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 Agent (AA).

Table 1 provides an overview of the principle activities carried out under JP4 together with the principal PUNs and IPs for each thematic area. The table does not show all activities and all links between PUNs and IPs, since it merely wants to provide an overview of the variety of thematic activities and the principle partnerships between PUNs and IPs for their implementation. A detailed example of the distribution of tasks and overlapping relations between different PUNs with the same MDA and LGA, possibly referring to different specific activities but always under the umbrella of JP4, can be found in the annex (Table A4) in the form of the JP4 work plan for the first year of activities.⁵

Table 1: Overview of principle JP4 activities

PUN	Principle IPs	Principle Activities
UNDP	MOF	MKUKUTA review and the MMS
	PMO-RALG	Localized PER, MDGs, data collection and policy planning for LGAs
	ESRF/REPOA	Postgraduate Diploma in Poverty Analysis
	TANGO	MKUKUTA/MDGs advocacy (PETs and participatory policy planning for LGAs)
	TRACE	Strengthening M&E practices
UNICEF	LGA	PER and policy planning for LGAs
UNFPA	NBS	Preparation for 2012 Census
UNESCO	MCST	STI training and policy design
UNWOMEN	MCDGC	MKUKUTA review for gender mainstreaming and indicators

⁵ Table A4: Joint Programme 4 Work Plan 2007-2008, annex page 48.

ILO	MLEYD	MLEYD staff training for data collection and analysis
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Source: compiled by the evaluators, based on Annual Progress Reports.

3. Scope of the evaluation

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 Capacity Strengthening for Development Management (JP4) with a particular focus on effectiveness. The evaluation process and end product are expected to be a learning process rather than a fault-finding mission, where recommendations are expected to improve future programming.

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).

Specific objectives of this evaluation, according to the Terms of Reference are:

- Assess the relevance, effectiveness, efficiency, impact and sustainability of results and activities.
- Explore to what extent synergies among UN agencies, in particular, and among IPs were explored and affected in implementation.
- To what extent was the UN able to go upstream as intended?
- Assess whether capacities were indeed imparted and evaluate the likely impact of the improved capacities.
- Evaluate the effectiveness and efficiency of the JP modality used in the implementation of JP4.
- To draw experience and lessons learnt from JP4 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 UNDAP implementation strategies and make recommendations to guide future programming for the Delivering as One.

4. Methodology

The evaluation uses both, qualitative and quantitative methodologies. Data and information analysed by the evaluation come from various related documents and key stakeholders. The evaluation therefore involves:

- Desk review of all relevant documents relating to the project; e.g. the project document, annual work plans, progress reports, monitoring reports, expenditure reports and others.
- Desk review of all relevant documents relating to the Delivering as One (DaO) initiative and joint programming.
- Desk review of national and Government documents that provide the context for the overall capacity issues in Tanzania; e.g. MKUKUTA, capacity development strategy and others.

- Interviews with key partners and stakeholders; these will include participating UN agencies, relevant donors, implementing partners (which include Government) and other beneficiaries.
- Interviews with the JP Working Group (JPWG) and the Joint Programme Committee (JPC).
- Field visits to selected projects sites and discussions with beneficiaries.
- Small case studies⁶ were considered, if appropriate, to illustrate results chains or other programme results.

The principles of triangulation (use of multiple sources, including key informants) and stakeholder participation were implemented for this evaluation.

5. Limitations

Logistics travel, meeting schedules and documentation for this evaluation were widely supported from the UN site and provided at a sufficient and satisfactory level to the evaluators. A total of 24 meetings, which allowed interviewing 41 different staff members from PUNs and IPs were carried out. The mission also included a field visit to the Bunda district.⁷ Between January 2008 and June 2011, JP4 trained approximately 350 different persons, two thirds for which an email address could be identified. Electronic questionnaires have been sent out to a total of 231 trained persons which possess an email address, and 64 responses were received, thus achieving a response rate of 27%. This response rate lies within the typical range of between 25% and 30% of responses for this kind of exercises.⁸ The total number of 64 responses received is high enough to allow the use of the responses in the Findings section of this report.

However, the evaluation team had some difficulties to clearly identify the objectives, outcomes, outputs and targets of the JP4.⁹ The joint programme lacks of a clear definition of an overall results framework, which establishes right at the beginning of the programme, clear targets over the complete programme period. Targets were defined only on an annual basis, thus making it difficult to evaluate the programme in its entirety.

6. Evaluation Concepts and Questions

This chapter covers the applied evaluation concepts; meanwhile the evaluation matrix (see annex) shows how they are related to the specific evaluation questions established in the Terms of Reference.¹⁰

Overarching questions and concepts

The following evaluation concepts¹¹ and questions have been applied:

⁶ Boxes within the text of this report

⁷ Mission agenda and list of interviewed persons can be found in the annex

⁸ Response rates according to the experience of the evaluators who have implemented e-survey in evaluations already more than a dozen of times.

⁹ Annual work plans and annual activity reports only define outcomes, outputs and activities

¹⁰ A complete copy of the TORs can be found in the annex.

¹¹ Regarding the definition of concepts, this evaluation follows the OEC/DAC norms; **Relevance** - The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor. **Effectiveness** - A measure of the extent to which an aid activity attains its objectives. **Efficiency** - Efficiency measures the outputs -

- **Relevance:** Are the outcomes relevant to national priorities and to beneficiaries' needs?
- **Effectiveness:** Have the intended impacts been achieved or are they expected to be achieved? Do different outcome definitions feed into each other and is there a synergy between these? Is the outcome achieved or has progress been made to achieve this? Did the medium-term changes in the development situation happen? Have PUNs made significant contributions in terms of strategic outputs?
- **Efficiency:** To what extent do the outcomes derive from an efficient use of resources? To what extent has the UN contributed to the outcomes versus that of its partners?
- **Degree of Change:** What are the positive or negative, intended or unintended changes brought about by UN's intervention in these outcomes?
- **Sustainability:** Will benefits/activities continue after the programme cycle?

Specific evaluation questions

This evaluation reviews and assesses the achievement of the programme. The review includes:

- a) Analysis of the overall JP4 programme design and strategy.
- b) Assessment of progress towards achieving the outputs and outcome of the programme.
- c) Assessment of the key factors that could have affected or could affect the achievement of the outputs and outcomes.
- d) Discussion of additional priorities that could have been included in the programme.
- e) Analysis of the sustainability of the results that have been achieved.
- f) Assessment of the extent to which the JP has contributed to the defined results of the United Nations Development Assistance Framework (UNDAF) 2007-2010 and national priorities as per the National Strategy for Growth and Reduction of Poverty 2005-2010 (NSGRP).
- g) Assessment of the extent to which the cross-cutting issues of gender, human rights, capacity development and environment have been mainstreamed.

To better guide the evaluation focus, the following questions defined in the TORs were included and addressed by the evaluation:

I. Programme design and strategy

- a) Were past experiences and lessons, as well as dialogue with stakeholders during the design of the programme and outputs considered?
- b) Was the background work carried out adequate?
- c) How did each party participate and understand its role in the initial design process?
- d) How did the management arrangements contribute towards (or hinder) achievement of the JP?
- e) How effectively have Government systems been utilized and how has this contributed to the results?

qualitative and quantitative - in relation to the inputs. It is an economic term, which signifies that the aid uses the least costly resources possible in order to achieve the desired results. **Impact/Degree of Change** - The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators. **Sustainability** - Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable. Sources: OECD 1986, 1991, and 2000.

- f) Were the implementation strategies effective?

II. Relevance

- a) How relevant were the Joint Programme outputs and outcomes to assisting in the achievements of Tanzania's national development priorities?
- b) What are the major factors that have influenced the relevance of the Joint Programme?
- c) To what extent have national ministries and other government counterparts demonstrated increased priority to mainstream capacity in policy and programme delivery?
- d) Were the activities and outputs of the programme consistent with the intended key results?

III. Effectiveness

- 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?

IV. Efficiency

- a) How efficiently has the Joint Programme delivered its outputs and outcomes?
- b) To what extent did the programme give priority to achieving its key outputs and consequent outcomes?
- c) What are the views of the major stakeholders regarding the adequacy and performance of the JP4 programme?
- d) Were the outputs achieved on time?

V. Impact

- 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 groups and others?

VI. Sustainability

- a) To what extent will the benefits of the programme continue after activities have ceased?
- b) What are the major factors, which will influence the sustainability of the programme?

7. Development context

Although Tanzania's economic progress has been significant, achievement of the first Millennium Development Goal (eradicate extreme poverty and hunger; ensure full and productive employment and decent work for all) has been elusive. Despite some deceleration following the global financial crisis in 2008, annual gross domestic product (GDP) growth since 2001 has been consistently over 7%; well above the sub-Saharan African average. Underlying this success are sharply improved economic fundamentals resulting from macroeconomic and financial reforms. The macro economy has been steady despite global shocks. Inflation has been less than 10% for most of the period, moving up to 10.3% in 2008 as a result of food and fuel crises. The exchange rate has been stable on the back of improved foreign exchange reserves and moderate inflation. Levels of external debt were reduced from a high of 52.5% in 2003 to 33.1% of

GDP in 2008, with the country benefiting from participation in the Heavily Indebted Poor Countries Debt Initiative.¹²

Despite economic growth, income poverty declined only marginally from 35.7% in 2000-2001 to 33.6% in 2007. As the population grew (2.9% in 2008), the number of poor Tanzanians increased by 1.3 million throughout the decade, reaching 12.9 million on the mainland, with vast geographical disparities in poverty incidence and depth. Such rapid population growth poses challenges for achieving all of the Millennium Development Goals, including the first one. Growth occurred in areas where employment generation is low, while employment for the half a million people entering the labour market each year was in poorly remunerated agriculture and in the informal sector. This was another driver of poverty. Although fast growing, Tanzania's industrial sector is one of the smallest in Africa (22.6% by GDP contribution) and adds little to employment creation. Agriculture, the largest sector, accounts for: one quarter of the GDP; 85% of exports; 80% of the overall employment, and 90% of women employment.

The mismatch between growth and poverty reduction is hence based on a widely jobless growth and an increase of production in economic areas with low employment participation of poor population. Despite overall economic growth, the income situation of the poor population has hardly changed and per capita income for this population group is additionally under pressure due to high population growth rates. However, in parallel to economic growth, government revenues have also increased.¹³ The challenge for the government and donors consists in using at least an important part of these additional financial resources for comprehensive pro-poor policies. Where and how to use these resources can be learned from policy monitoring and evaluation exercises. Consequently, increased skills and capacities for the implementation of these tasks are required and thus JP4 targets a important field which can help to improve policy implementation.

The Tanzanian Government faces significant capacity challenges in managing development and achieving the Millennium Development Goals. Monitoring and reporting on the implementation of poverty reduction strategies continue to require improvement, and the coordination of implementation and of evidence-based planning and budgeting needs strengthening. Aid management, including as regards dialogue with stakeholders, still poses a significant challenge. Several reform programmes are under way, but have been slow to achieve results. Additional reform coordination is required while comprehensive efforts to address corruption need further support.

¹² Chapter 7 was included in this report in order to provide a self-contained document with complete information for readers not familiar with the Tanzanian context. The text of Chapter 7 is an extract of the first chapter from the United Nations Development Assistance Plan 2011-2015, Tanzania. All data for this Situation Analysis section is from: United Republic of Tanzania, Poverty and Human Development Report 2009; United Republic of Tanzania, Millennium Development Goals Report Mid-Way Evaluation: 2000-2008; National Bureau of Statistics/ICF Macro, Tanzania Demographic and Health Survey 2010 Preliminary Report (October 2010); United Republic of Tanzania, Tanzania Gender Indicators Booklet 2010; Tanzania Commission for AIDS (TACAIDS), Zanzibar AIDS Commission, National Bureau of Statistics, Office of the Chief Government Statistician, Macro International, Tanzania HIV/AIDS and Malaria Indicator Survey 2007-08 (November 2008).

¹³ Higher GDP levels alone translate into higher tax revenues. Additionally, the GoT managed to increase the tax share of GDP by at least two percentage points since 2007.

8. Findings

8.1 Status of Outcomes

The status of the outcome is satisfactory; most of the expected results have been achieved.

The annual JP4 progress reports of 2008, 2009 and 2010 represent the principal sources of information regarding the progress of programme implementation. Table 2 provides an overview of the implementation progress of JP4 until the end of 2010, according to a UN self-assessment (centre column) and according to the opinion of this evaluation (last column). In this report, information is only provided for 2010 (Table 2) under the supposition that the 2008 and 2009 implementation goals have been achieved or were adjusted in order to re-define the 2010 goals; hence the 2010 results provide a reasonable overview regarding the overall progress of the JP4 since its beginning.¹⁴ The purpose of Table 2 is not to assess effectiveness of the JP4 but to compare the UN self-assessed information regarding implementation progress (middle column) with information recollected through interviews implemented for this evaluation (right column).

¹⁴ Additionally, stakeholder interviews conducted by this evaluation in August 2011 have still been able to recollect opinions and evidence regarding activity progress towards end of 2010. However, interview partners would not know to precisely distinguish between their appreciations regarding project progress in 2008 or 2009.

Table 2: JP4 implementation progress December 2010

Planned JP Results for the Reporting Period	UN Self-Assessment - Progress towards Results December 2010	Comments from Evaluation Team
<p>Key result/Output 1:</p> <p>National research capacity strengthened in development policy research and analysis</p> <p><i>Baseline:</i> Inadequate research skills on development issues</p> <p><i>Indicator:</i> Number of quality research and analytical documents produced</p> <p><i>Target:</i> Two additional research documents produced</p>	<p><u>Overall Progress:</u> Partially achieved</p> <p>Progress was made towards this result. The JP provided support to the Research and Analysis Working Group (RAWG) of the MKUKUTA Monitoring System (MMS) and facilitated production of analytical works and inputs. Analytical inputs provided by the RAWG informed the capacity assessment study which in turn led to the identification of the theme for the forthcoming Poverty and Human Development Report (PHDR), as well as improvement in the quality of MKUKUTA II indicators for assessing continuous progress.</p>	<p>The evaluation agrees with the overall self-assessed score of a partial achievement of Output 1. Capacity strengthening activities concentrated more on teaching and learning activities for the development of individual research and analytical skills, than on the generation of institutional research and analytical skills or their application in research projects.¹⁵</p>
<p>Key result/Output 2:</p> <p>Increased skills in production of gender sensitive evidence-based policy analysis including gender budget analysis</p> <p><i>Baseline:</i> Inadequate national capacity in the analysis of gender disaggregated data</p> <p><i>Indicator:</i> (1) Number of gender sensitive policy analytical works undertaken (2) Number of GoT staff successfully completing the PGD in Poverty Analysis course</p> <p><i>Target:</i> (1) One gender sensitive policy framework produced (2) 25 nationals trained in poverty analysis (including gender)</p>	<p><u>Overall Progress:</u> Achieved</p> <p>Very good progress was made towards the achievement of the result. The activities that took place during 2010 contributed to increasing national policy analysis capacities and provided the groundwork for finalizing policy and implementation frameworks for addressing gender issues in the country.</p> <p>The two defined targets were achieved by the definition of the VAW action plan and the PGD training.</p>	<p>The evaluation agrees with the overall self-assessed score of the achievement of Output 2. Statistical evidence for improved gender analysis was generated and gender sensitive budgeting tools were designed. Knowledge and skills have not only been created but also applied in policy analysis and design.</p>

¹⁵ More evidence on this will be provided in the beneficiary survey reported in Chapter 8.3.2.

<p>Key result/Output 3:</p> <p>Improved knowledge management and dissemination of MKUKUTA II</p> <p><i>Baseline:</i> Nascent mechanism for knowledge sharing, disseminating and dialogue on MKUKUTA and development issues in place</p> <p><i>Indicator:</i> (1) MKUKUTA II messages widely disseminated (2) Number of policy briefs from synthesized policy discussions produced and disseminated</p> <p><i>Target:</i> (1) MKUKUTA II contents synthesized and widely disseminated (2) Five key policy briefs</p>	<p><u>Overall progress:</u> Achieved</p> <p>There has been a remarkable progress towards this result through a combined implementation of a range of interventions under JP4 support.</p> <p>As for the targets set under this result, while policy briefs were produced, the MKUKUTA II communication strategy was drafted.</p>	<p>Output 3 refers to two different issues: i) knowledge management and ii) MKUKUTA dissemination. This evaluation agrees with the self-assessed score of the achievement of Output 3 in what refers to the dissemination and debate regarding MKUKUTA II. However, this evaluation does not see important progress regarding the knowledge management of the MKUKUTA content and the trade-offs between the dissemination of MKUKUTA proposals and policy changes such as innovation, targeting or up-scaling of interventions. These kinds of results should be understood as a process (like for example localizing MDG activities and PMO-RALG provision of policy implementation tools to LPAs) and not as a product (like for example a MKUUTA communication strategy). In any case, such a process has been kicked off, according to the understanding of this evaluation, but it has still not been achieved.</p>
<p>Key result/Output 4: Management and governance of the science, technology and innovation system improved</p> <p><i>Baseline:</i> Low Government capacity to manage the science & technology system reform in Tanzania</p> <p><i>Indicator:</i> Functional science and technology</p>	<p><u>Overall Progress:</u> Partially achieved</p> <p>Good progress has been made in advancing the science, technology and innovation (STI) reform process, particularly with regard to capacity building of key stakeholders; programming and budgeting for STI and enhancing the application of science and technology by women in Tanzania.</p>	<p>This evaluation agrees with the overall self-assessed score of a partial achievement of Output 4. However, this evaluation considers that institutional and individual capacities of STI management in Tanzania are still very weak and only in their very initial stage.¹⁶</p>

¹⁶ According to findings of interviews implemented in the Ministry of Communication, Science and Technology in what refers to the final expected output. However, this evaluation recognizes that good progress was made in the development of tools and frameworks for managing and strengthening STI contribution to national development in public and private organizations in Tanzania. Capacity development at institutional, organisational and individual levels led to increased ability to use new knowledge in the management of innovation towards enhancing productivity and competitiveness. The role and contribution of women in enhancing development using STI was effectively given prominence with the formation of a new Reference Group of Women in Science.

<p>coordination mechanism in place</p> <p><u>Target:</u> By June 2010</p>	<p>However, the target of having a functional science and technology coordination mechanism by June 2010 will not be fully achieved.</p>	<p>This evaluation agrees with the overall self-assessed score of a partial achievement of Output 5. Even if the scope of PER exercises at a district level, it is very small compared to the total number of districts in Tanzania; the exercise achieved very important externalities such as the generation of statistical evidence regarding the link between financial inputs and policy outputs and outcomes, which led to a previously non-existing local policy analysis. In second place, the PMO-RALG successfully documented the technical link between local and national PER exercises and also improved this way the correct implementation of national budgeting guidelines at a local level, issue which helped to improve and speed up review and approval processes at the central government level.¹⁷</p>
<p>Key result/Output 5: Public Expenditure Review (PER) at national and local levels strengthened</p> <p><u>Baseline:</u> Weak PER processes particularly at the local level</p> <p><u>Indicator:</u> PER processes involving key stakeholders in place in selected districts</p> <p><u>Target:</u> By June 2010</p>	<p><u>Overall Progress:</u> Achieved</p> <p>Good progress has been made in initiating PER processes at the district level targeting the following five districts: Bunda, Sengerema, Uyui, Hai, and Siha. This initiative is aimed at enhancing the localization of the MDGs/MKUKUTA through increased evidence-based planning, budgeting, and accountability at the local level.</p> <p>These interventions are being implemented by PMO-RALG with technical support from UNICEF and UNDP, MOF and the University of Dar es Salaam. The local PER is being linked and informed by the national level PER to ensure quality and relevance.</p>	<p>This evaluation agrees with the overall self-assessed score of a partial achievement of Output 6. However, it is important to understand that the MKUKUTA implementation guide at the time when this evaluation was undertaken only existed as a draft document. It had not been finalized or implemented..</p>
<p>Key result/Output 6: Quality of resource allocation in the budgeting process improved</p> <p><u>Baseline:</u> Inadequate gender sensitivity and MKUKUTA compliant budgeting</p> <p><u>Indicator:</u> Tools for effective budgeting in place</p> <p><u>Target:</u> MKUKUTA II implementation framework in place by December 2010</p>	<p><u>Overall Progress:</u> Partially Achieved</p> <p>The target under this result was partially achieved. The first draft of the new MKUKUTA II implementation Guide was produced by MOF and involved wide consultations with key actors including MDAs. The Guide was scheduled to be completed during the first quarter of 2011 after incorporating sector inputs on Priority Action</p>	<p>This evaluation agrees with the overall self-assessed score of a partial achievement of Output 6. However, it is important to understand that the MKUKUTA implementation guide at the time when this evaluation was undertaken only existed as a draft document. It had not been finalized or implemented..</p>

¹⁷ Information based on desk review and interviews with PMO-RALG management and staff and Bunda district LPA management and staff; more evidence on this in chapter 8.3.2.

	Plans (PAPs). Delays in finalizing the Guide were due to a long process for getting Government approval of the MKUKUTA II document. The Implementation Guide will support the efficient allocation of resources by facilitating a timely alignment of sector plans, interventions and budgets to MKUKUTA II	
<p>Key result/Output 7: Participatory planning and coordination strengthened at LGA level</p> <p><i>Baseline:</i> Low capacities for oversight and coordination of LGAs</p> <p><i>Indicator:</i> Number of key PMORALG, RS and LGA staff trained in devolved MIS systems and gender mainstreaming</p> <p><i>Target:</i> 60 key GoT staff trained by June 2011</p>	<p><u>Overall Progress:</u> Achieved</p> <p>This result was achieved by PMO-RALG through the capacity development of relevant staff responsible for advising and supervising LGAs. This has increased the capacity of PMORALG for carrying out its coordination and oversight functions.</p>	<p>This evaluation agrees with the overall self-assessed score of a partial achievement of Output 7. This result has to be seen together with Output 5, since both outputs are the result of the same capacity strengthening process.</p>
<p>Key result /Output 8: Availability and use of disaggregated data improved</p> <p><i>Baseline:</i> Inadequate availability and use of disaggregated data</p> <p><i>Indicator:</i> Availability and use of disaggregated data at national and local levels</p> <p><i>Target:</i> (i) Poverty monitoring indicators available for three districts by December 2010 (ii) Demarcation of Enumeration Areas (EAs) completed for four regions (iii) TSED sector databases in place for five ministries</p>	<p><u>Overall Progress:</u> Achieved</p> <p>The targets, which were set under this result were all accomplished. Most of the planned activities were undertaken and resulted in putting into place tools and systems (articulated below) that have made it possible to increase the availability of accurate and relevant disaggregated data in the country.</p>	<p>This evaluation agrees with the overall self-assessed score of achievement of Output 8. The evaluation has been able to substantiate the accomplishment of all the targets under Output 8 and beyond. It is important to stress that the successful achievement of Output 8 is a necessary condition for the achievement of Outputs 5 and 7.</p>
<p>Key result /Output 9: National capacity for monitoring and evaluation enhanced</p> <p><i>Baseline:</i> Low capacities of national M&E</p>	<p><u>Overall Progress:</u> Partially achieved</p> <p>Implementation of planned activities under this result was largely on track resulting mainly in</p>	<p>This evaluation agrees with the overall self-assessed score of a partial achievement of Output 9. However, similarly to Output 3</p>

<p>systems</p> <p><u>Indicator:</u> (i) MKUKUTA II monitoring system in place (ii) reports on monitoring from gender, human rights & CSOs perspectives in place</p> <p><u>Target:</u> By March 2011</p>	<p>a new M&E framework for MKUKUTA II, better institutional environment for monitoring gender & human rights and more effective involvement of NSAs in the M&E activities in the country.</p>	<p>(knowledge management component), the monitoring system developed under Output 9 is still in a (final) draft stage and has still not been implemented. Hence, no judgement can be issued regarding its performance under implementation.</p>
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Source: compiled by the evaluators, based on data from JP4 annual progress report 2010.

Under optimal circumstances, programme results should be evaluated for the entire programme period, as shown in Table 2. As previously mentioned, a results framework for the complete JP4 has never been established; targets were defined on an annual basis. The assessment of 2010 results provided by this evaluation (last column of Table 2) is based on interviews carried out during 2011 in Dar es Salaam. There is no possibility for this evaluation to analyse retrospectively in 2011 whether the self-assessed output levels reported by UN at the end of 2008 and 2009 have been reasonable. Table 3 shows the self-reported output levels per key result for all three years. No uniform ranks or scales of assessment have been used; hence the interpretation of the results is vague. Following the trend for selected outputs, Key Results 1, 4, 6 and 9 seem to show a decreasing performance over time, while Key Results 2, 3, 5, 7 and 8 seem to have an increasing performance. It is important to bearing in mind that Tables 2 and 3 refer rather to achievements of outputs (delivery) and comment trends and perceptions of whether the provided services and products helped to move forward towards the expected Key Results. Even if a specific output is qualified, for example, as “achieved”, this qualification does not say anything about the scope of the achievement. In the case of an extended capacity building covering several institutions, the scope of the achievement would be wide, but if training were provided only for a reduced number of persons, the scope would be small.

Table 3: JP4 implementation progress according to UN self-assessment 2008 to 2010

Key Results / Outputs	2008	2009	2010
1. National research capacity strengthened	Good progress	Some progress	Partially achieved
2. Increased skills in production of gender sensitive evidence-based policy analysis including gender budget analysis	Very good progress	Very good progress	Achieved
3. Improved knowledge management and dissemination	Result largely achieved	Good progress	Achieved
4. Management and governance of the science, technology and innovation system improved	Good progress	Good progress	Partially achieved
5. Public Expenditure Review (PER) at national and local levels strengthened	Result largely achieved	Good progress	Achieved
6. Quality of resource allocation in the budgeting process improved	Results achieved	Result partially achieved	Partially achieved
7. Participatory planning and coordination strengthened at LGA level	Very good progress	Results achieved	Achieved
8. Availability and use of disaggregated data improved	Result largely achieved	Very good progress	Achieved
9. National capacity for monitoring and evaluation enhanced	Very good progress	Good progress	Partially achieved

Source: compiled by the evaluators, based on UNDP data from JP4 annual progress reports for 2008, 2009 and 2010.

8.2 Relevance

JP4 is highly relevant to national and UN priorities. In recent years, overall development achievements in Tanzania have fallen short of the general expectations of the government, population and donor, considering the increased availability of financial resources, resulting from a steady GDP growth and increased public financial revenues. There is some agreement between national authorities and donors that a lack of capacities at the levels of policy analysis, design and implementation is one of the main causes behind this considerable economic growth phenomenon which has so far not lead to the associated social development and poverty reduction expected.¹⁸

Strategically, JP4 responds to national priorities related to capacity development as outlined in the MKUKUTA and inspired from the Vision 2025. Programme interventions respond to Goals 2, 4, and 5 of MKUKUTA Cluster 1, and Goals 1 and 2 of MKUKUTA Cluster 3.¹⁹ It is also linked to the UNDAF Country Programme Outcome 1.1 on *'Increased adoption of equitable pro-poor and gender-sensitive economic policies and programmes'* and Outcome 3.3 on *'Strengthened budget, planning & MKUKUTA/MKUZA Monitoring Systems that foster participation and gender equality'*. Thus, JP4 is in line with national priorities and with the UNDAF.

In addition to the relevance regarding national and UN priorities, important facts of the development progress prove that there is a need for improved capacities for policy design and for policy implementation. Remember that JP4 was designed in 2007, so we must take into consideration the knowledge levels of 2007 in order to properly assess the programme's relevance. Between 2001 and 2007, cumulative GDP growth reached 51.2% meanwhile cumulative growth of household consumption in the same period increased by only 4.2%; less than one tenth of the GDP result (Atkinson and Lugo, 2010). When GDP grows, government revenue automatically increases, even if the share of GDP collected by the government remains unchanged. In Tanzania, the share of GDP collected by the government increased from 11.2% in 2003 to 15.2% in 2010 (MOF budget review data). GDP and Government revenue increase appear disconnected from the performance of social policies. This fact strongly suggests that, amongst other factors, an important capacity gap between policy design and policy implementation exists.

Capacities for policy implementation frequently refer to the daily business of providing public services for the population. Figure 1²⁰ shows how the overall effectiveness of GoT increased during the late 1990s, but

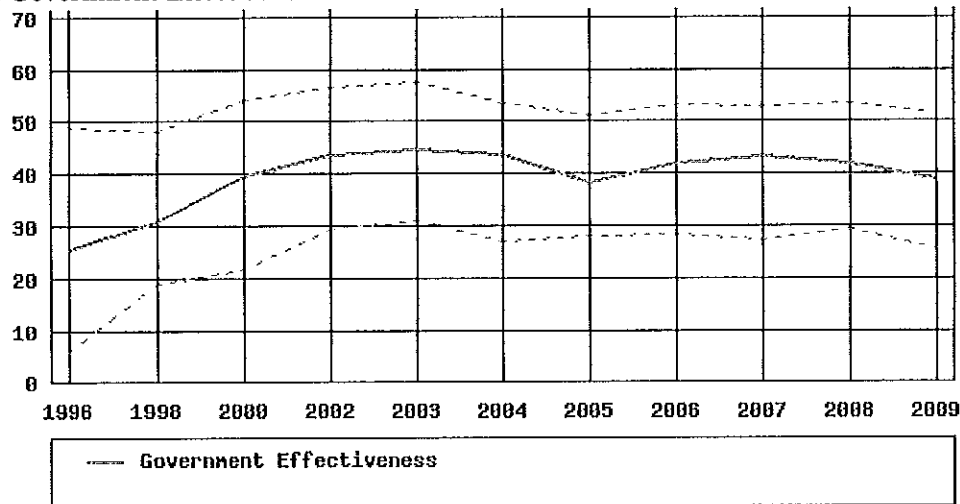
¹⁸ This view was confirmed through several interviews implemented for this evaluation. Additionally, MKUKUTA II states that "MKUKUTA I implementation was limited by capacity issues – technical and human – that remained weak. In many cases, capacity depended on Technical Assistance (TA) interventions, many of which did not enhance the local capacity" (page 22).

¹⁹ MKUKUTA II Cluster I: Growth for Reduction of Income Poverty (Goals: 2. Reducing income poverty through promoting inclusive, sustainable, and employment-enhancing growth; 4. Ensuring food and nutrition security, environmental sustainability and climate change adaptation and mitigation; 5. Leveraging returns on national resources (both within and outside) for enhancing growth and benefits to the country at large and communities in particular, especially in rural areas) -Cluster III: Good Governance and Accountability (Goals: 1. Ensuring Systems and Structures of Governance Uphold the Rule of Law and are Democratic, Effective, Accountable, Predictable, Transparent, Inclusive and Corruption-free at all Levels; 2. Improving Public Service Delivery to all, Especially to the Poor and Vulnerable)

²⁰ Government effectiveness captures perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and

since the overall performance throughout the last decade was erratic, the 2009 results are again at the same level as in 2000, showing even a negative trend for the last two years of observation. This data suggests that there is a lack of capacity precisely for policy implementation related to service delivery and to the generation of opportunity, since other governance indicators such as voice and accountability and control of corruption show a better performance compared to government effectiveness.

Figure 1: Government Effectiveness



Source: Kaufmann D., A. Kraau, and M. Mastruzzi (2010), *The Worldwide Governance Indicators*.²¹

Capacity strengthening is thus relevant considering national priorities and for policy implementation. A third element of relevance can be found in the type or the characteristics of specific capacity gaps, which have been identified. When JP4 was designed, the UN did not implement a specific capacity needs assessment but rather relied on previously existing studies implemented by other institutions, such as the African Capacity Building Foundation (ACBF)²² or JICA in 2007.²³ The ACBF study identified the following main capacity gaps: economic policy analysis and management; financial management and accountability, national statistics; public administration and management, with the following characteristics: legal and structural constraints; insufficient funding for development needs; inadequate staffing and the lack of adequate skills. JICA identified human resources, knowledge and information and financial resources as principal gaps. JP4 is addressing most of these gaps simultaneously in different institutions of MDAs and LGAs through a wide range of approaches and tools.

the credibility of the government's commitment to such policies (Kaufmann et al, 2010)

²¹ Government effectiveness captures perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies. The governance indicators combine the views of the quality of governance provided by a large number of enterprise, citizen and expert survey respondents. These surveys are gathered from survey institutes, think tanks, NGOs and international organizations. The bold line in Figure 1 shows point estimates for government effectiveness in Tanzania (based on a number of sources which increased over the years from 3 in 1996 to 12 in 2009), while the dotted lines show the corresponding standard error of the point estimates. The standard errors have the following interpretation: there is roughly a 70% chance that the level of governance effectiveness lies within +/-1 standard error of the point estimate of governance.

²² Study implemented on behalf of the planning commission from PMO in May 2008.

²³ JICA's Capacity Development Concept for Tanzania, March 2007.

8.3 Programme Design and Strategy

The programme design does not provide a definition or conceptual approach of how capacity strengthening could be best addressed via joint programming. Specific activities of individual PUNs and IPs cannot be identified in the project document and interventions are not designed based on specific capacity needs assessments for IPs. The programme design resembles a compilation of individual PUN activities put together under one umbrella. However, there an implicit joint PUN understanding of capacity gaps and how to approach them has been identified by this evaluation. Intervention strategies change according to the stage of progress of the capacity strengthening processes.

Since the JP4 project document does not provide concepts or definitions of the kinds of capacity gaps the programme wants to address, nor provides a specific capacity needs assessment for the policy sectors addressed by the programme, the evaluators have gained the impression that JP4 was based on an implicit agreement between UN agencies rather than on capacity strengthening matters. The programme design does not provide a clear systematic approach, which allows understanding what kind of capacity is targeted. The composition of policy sectors, MDAs and LGAs, concepts and approaches looks rather like a set of activities that individual UN agencies would have implemented anyway, even without a JP. Hence, the programme design does not provide elements, which would differentiate the thematic content of capacity strengthening activities implemented by individual UN agencies compared to the JP initiative.

However, throughout the experience of the JP4 implementation, UN agencies have been capable of expressing their implicit understanding of a joint approach to capacity in a more detailed manner. Before the end of 2010, the United Nations Development Assistance Plan (UNDAP) was approved. This document provides a better understanding of a joint UN capacity strengthening approach posing the following three questions: capacity strengthening for whom, to do what and for supporting which specific activity of development policy. In response to these questions several categories were defined.²⁴

Table 4: UN capacity strengthening concepts defined in UNDAP 2011-2015 applied to JP4

PUN	Principle IPs	Principle Activities	Capacity strengthening		
			To do what?	Of / for whom?	Type of development activities
UNDP	MOF	MKUKUTA review and the MMS	Strategy and budget allocation (planning)	MDA	Planning, policy dialogue, coordination, advocacy and communication
	PMO-RALG	Localized PER, MDGs, data collection and policy planning for LGAs	Strategy and budget allocation (planning)	LGA	Technical training and planning

²⁴ Capacity strengthening for policy implementation, for institutional capacity, for strategies and budget allocation (planning) activities, for M&E and learning, for MDAs and LGAs, for technical training, policy dialogue, coordination, advocacy and communication (Source: UNDAP 2011-2015)

	ESRF/ REPOA	Postgraduate Diploma in Poverty Analysis	M&E and learning	MDA / LGA	Technical training
	TANGO	MKUKUTA/MDGs advocacy (PETs and participatory policy planning for LGAs	Strategy and budget allocation (planning)	LGA	Technical training and implementation
	TRACE	Strengthening M&E practices	M&E and learning	MDA / LGA	Technical training
UNICEF	LGA	PER and policy planning for LGAs	Strategy and budget allocation (planning)	LGA	Technical training, planning and implementation
UNFPA	NBS	Preparation for 2012 Census	Implementation and institutional capacity	MDA / LGA	Technical training and implementation
UNESCO	MCST	STI training and policy design	Implementation and institutional capacity	MDA	Technical training and planning
UNWOM EN	MCDGC	MKUKUTA review for gender mainstreaming and indicators	Strategy and budget allocation (planning)	MDA	Technical training and planning
ILO	MLEYD	MLEYD staff training for data collection and analysis	Implementation and institutional capacity	MDA	Technical training and implementation

Source: compiled by the evaluators, based on UN data from JP4 documents and UNDAF 2011-2015.

Meanwhile, for the capacity strengthening activities under UNDAF 2011-2015, the main focus of activities is placed on implementation and institutional capacity. Table 2 shows that JP4 focused more on strategic policy design and planning of budget allocation activities. No important change can be found regarding the distribution of work between MDAs and LGAs and technical training had a higher importance under JP4 than under UNDAF.

To the understanding of this evaluation, highlighted differences between the implicit approach to capacity strengthening under JP4 and under UNDAF are not a consequence of a specific programme design, but rather an expression of the progress of overall capacity strengthening processes which in 2011 already entered a more advanced stage, from planning to implementation of policies.²⁵

8.3 Efficiency and Effectiveness

The overall implementation performance of JP4 is located at the lower level of a bandwidth around a mean annual financial delivery rate of 70% achieved by 960 projects implemented globally so far under the UN Multi Partner Trust Fund Office. Efficiency gains have been achieved for PUNs and

²⁵ Evaluators are aware that this evaluation is not about UNDAF. However, we decided to include Table 4 and the related analysis in the report in order to show and recognize that in 2011 UN Tanzania has a clearer idea regarding its joint approach to capacity building and that this idea, according to the understanding of the evaluation is useful and should be pursued. Since some of these ideas are implicitly included in JP4, without having spelled out all of them, evaluators consider that using clarification of ideas and concepts formulated by UN-Tanzania are much more precise hints towards future work on capacity building than rephrasing JP4 ideas to the best understanding of the evaluators.

IPs at the activity planning stage, but efficiency losses have been generated by considerable delays in disbursements of One UN funds. The delayed disbursement reduces and interrupts real periods for activity implementation. Parallel funds have been able to compensate the efficiency losses to a certain degree. The GoT has not provided any financial contribution to JP4, but has provided its support in kind (man-days) for project implementation. A financial contribution from the government side would have helped to overcome efficiency losses caused by delayed disbursements.

The effectiveness brought about by joint programming for capacity strengthening for development management is clearly higher than what could have been achieved through an individual project-based UN agency activity. Synergies of better coordination between PUNs and IPs for simultaneous interventions of capacity strengthening have been created by JP4, based on the availability of additional financial resources from the One-Fund. JP4 has proved that joint programming makes sense for capacity strengthening activities; however, not for all of them. According to evidence available from JP4 interventions, joint programming for capacity strengthening performs better than individual agency activities for the development of policy implementation tools (PER, PET, localizing MDGs), the linking of national and local policies and for the mainstreaming of cross-cutting issues. Even if joint programming for capacity strengthening brought about effectiveness gains, compared to traditional projects, the analysis of contribution to the overall outcome shows that there is still room for improvement in the overall JP4 performance.

Effectiveness and efficiency have to be assessed against a defined threshold. The general and specific objectives of the JP4 project define this threshold. The JP4 is framed by two complementary general objectives; the first refers to the DaO approach of UN Tanzania, while the second refers to the capacity strengthening content of JP4. How efficient and how effective have JP4 activities been in achieving the following general and specific objectives?

- **DaO General Objective for Tanzania**
Support to the people of Tanzania and maximize the development impact of its programmes and projects.
- **JP-4 General Objective**
Strengthening national capacities for ownership and government leadership of the development agenda.

Then, the following specific objectives have been defined for JP4:²⁶

- Achieving the **MKUKUTA** goals in:
 - Growth and Income Poverty Reduction (Cluster 1)
 - Governance and Accountability (Cluster 3)
- Achieving **UNDAF CP** outputs:
 - Enhanced capacity of MDAs and non-state actors to undertake pro-poor, employment-driven and gender sensitive policy research and analysis.

²⁶ The JP4 project document does not provide a clear overview regarding the general and specific objectives of the programme; consequently, the above compilation of objectives has been put together by the evaluators, coming from different parts of the project document.

Increased capacity and strengthened government and CSO partnerships to improve and engender outcome-based **planning, budgeting and monitoring** processes at and between all levels.

Increased capacity of key stakeholders to **develop local government level policies and plans.**

8.3.1 Efficiency

The efficiency assessment addresses the question of whether financial and human resources have been best utilized in order to provide the expected services and products (outputs) in a timely and complete manner. Hence, efficiency considers delivery first and foremost. Delivery itself can be assessed in terms of financial delivery and in terms of the delivery of planned products and services. The delivery of products and services of JP4 is huge. A list of 69 different products and services has been identified by this evaluation and can be found in the annex, listing outputs by year and by expected key result defined in the annual work plans. The list of delivered outputs proves that PUNs, together with the IPs, have a reasonable capacity for delivering outputs.

Nevertheless, shortcomings in financial delivery have compromised the timeliness of implementation, and hence the overall performance of JP4. The JP4 Joint Steering Committee (JSC) rated the general performance of the programme at 71% in 2009 and 65% in 2010. These rates are below the mean of global UN delivery performance.²⁷ Table 4 shows the financial delivery rates for JP4 over the complete programme period.

Table 5: Financial delivery rates of JP4

Year	Programme Expenditure (Mill. USD)		Delivery (%)
	One Fund	Parallel Funds	
2008	1.1	1.5	77.5
2009	2.3	0.6	78.6
2010	3.3	0.9	90.9
2011*	2.2	0.3	87.0
Total	8.9	3.3	83.5

Source: CDR - Centre for Documentation and Research

*Estimates: January-June 2011

Disbursements

Without any exception, all interviewed IPs identified the delay of disbursements as being the most critical efficiency constraint from the One Fund. IPs unanimously agreed that disbursement processes were much more time consuming compared to time periods known from previous project implementation under individual UN agencies administration. One common cause and one common consequence of the delay of disbursements were identified:

²⁷ The mean financial delivery of 960 projects implemented globally between 2004 and 2011, as joint activity and under the UN Multi Partner Trust Fund Office rate at 70.06% of annual financial delivery (consultation made on November 23, 2011 at <http://mdtf.undp.org/tools/query/projects>)

- As a result of a late disbursement, combined with a reduced flexibility for rescheduling activities, real periods for the implementation of activities are short and the implementation of activities is frequently discontinued.
- The principal cause for delayed disbursements, identified by IPs, is the fact that One Fund resources allocated to resident PUNs in Tanzania cannot be disbursed directly to the IPs, but have to instead be transferred first to their headquarters before they are made available to country offices to transfer the funds to IPs or execute them as PUNs.

This evaluation is aware that the observed delay in the availability of funds for IPs is not exclusively a consequence of a non-efficient cash flow mechanism from the UN side. There are also delays on the government side, mainly for all funds disbursed through the government exchequer. Hence there is space for improvement at both sides.

Parallel funds have been able to compensate the efficiency losses to a certain degree. The GoT has not provided any financial contribution to JP4, but rather provided its support in kind (man-days) for project implementation. A financial contribution from the government side would have helped to overcome efficiency losses caused by delayed disbursements.

Activity planning

Efficiency gains have been observed unanimously by all IPs when it comes to activity planning exercises. IPs mentioned several advantages for them, coming out of the joint annual work planning meetings with a simultaneous participation of all PUNs and all IPs. All IPs identify efficiency gains for them due to reduced opportunity costs for activity planning (only one meeting for addressing different UN agencies), and due to a richer content of activity discussion regarding their approach and a better and more efficient coordination of UN agencies among themselves, avoiding overlapping of activities and defining more precisely the tasks of different PUNs addressing different IPs (i.e. assigning who does what).

8.3.2 Effectiveness

An important element for increased effectiveness is the availability of additional resources the One-Fund brings to the country. In particular, smaller agencies such as ILO and UNWOMEN, in the case of JP4, had the opportunity of engaging in activities they would not have implemented without the joint programme. Results of Table 6 above show that the outcome of a joint programme goes beyond a faster implementation given the availability of additional financial resources. Individual agency activities would not have been able to produce the same results after a prolonged period of time, especially because the thematic coordination between PUNs and IPs at the core of JP4 between MOF, NBS and PMO-RALG would have hardly been achieved with the same dynamics as well as the simultaneous top-down and bottom-up approaches between MOF and PMO-RALG. In particular, the bottom-up approach from the pilot districts has helped to prove that policies designed at MDA level can be meaningful on the ground. This is ultimately the proof that adequate implementation of these policies can bring about the expected results. Joint programming has been key to making these different processes happen simultaneously and in a coordinated manner.

The growth / poverty nexus is at the heart of the effectiveness question of any capacity strengthening activity for policy implementation in Tanzania. Atkinson and Lugo, from Oxford University, specifically

assessed the case of Tanzania (Atkinson & Lugo, March 2010) and recommend that there is still “more need for the use of data to assess economic and social performance (...) to design indicators to assess this performance (...) (and) to improve the way in which social objectives are translated into concrete measures and indicators.” Only an adequate situational analysis could lead to the design of most appropriate policies and their correct implementation would then lead to the expected results. Atkinson and Lugo thus suggest that data generation and collection and the adequate design of indicators, which on the one hand allow for the proper assessment of the social and economic reality and on the other hand allow to be translated in well performing policy measures, are the cornerstone for successfully addressing the poverty / growth nexus. Given this fact JP4 would have chosen the correct approach since it focuses in the collection and design of indicators and their use for policy assessment and design.

By re-describing the content of JP4 according to Atkinson and Lugo’s approach, a sequence of activities carried out under JP4 could be read as follows. The generation of more disaggregated and better (higher quality) statistical data helps to improve the adequateness of national development strategies (MKUKUTA). At the same time, better data help to improve the reflection of cross-cutting issues such as gender and human rights. The improvement of data availability is addressed under JP4 simultaneously at MDA and LGA levels. Dissemination of ideas regarding central development planning (MKUKUTA) helps to improve local development planning (localizing MDGs and PET) and budgeting (PER). Skills and tools for improved development assessment and planning are generated at MDA and LGA and a mutual benefit is achieved from the two-way flow of information from MDA to LGA, and vice versa. LGAs start to better understand their role in the implementation of national policies – and pilot projects under JP4 have proved that districts are able to successfully fulfil this task – and MDAs benefit from updated district statistics and improved planning and budgeting processes at a local level. This is the core element of JP4 interventions. This central part is complemented by activities of institutional and capacity strengthening of several complementary institutions (ESRF/REPOA, TANGO, TRACE, MCST, MCDGC and MLEYD).

Table 6 summarizes the assessment of the status of JP4 outcomes described at an aggregated level in Table 2 where the achieved progress had been described in terms of “achieved” or “partially achieved”. Table 6 below presents a ranking of five achievement levels between “very low” and “very high” and also establishes weights (from “low” to “high”) for the specific outcomes, according to their importance and position within the structure of core and complementary programme elements described above. The interaction of both elements then generates a score, which helps to assess the contribution to the overall programme outcome achieved. This overall programme outcome achieved can be defined as: *an increased capacity for the generation of information regarding social and economic reality, their correct analysis and the design of adequate development policies in order to address identified problems, combined with pilot experience on how to implement these policies simultaneously in a top-down and bottom-up approach.*

Table 6 shows that, as a matter of fact, Outcome 8 (data generation) is the only outcome, which simultaneously achieves high levels of results, combined with a central position within JP4. The table also shows that most of the outcomes only provide contributions at the medium level to the overall outcome and this reflects that even if the planned products and services (outputs) under JP4 have been delivered, efficiency constraints have been reduced to some degree.

Table 6: Effectiveness – JP4 achievements and their contribution to the overall programme outcome

	Level of achievement (A)					Weight within JP4 (B)			Score	Contribution to overall JP4 Outcome		
	1	2	3	4	5	1	2	3		1-5	6-10	11-15
Planned JP Results for the Reporting Period	Very low	Low	Med	High	Very high	Low	Med	High	N	Low	Medium	High
Outcome 1: National research capacity strengthened in development policy research and analysis			3					3	9		X	
Outcome 2: Increased skills in production of gender sensitive evidence-based policy analysis including gender budget analysis				4			2		8		X	
Outcome 3: Improved knowledge management and dissemination of MKUKUTA II				4			2		8		X	
Outcome 4: Management and governance of the science, technology and innovation system improved			3				2		6		X	
Outcome 5: Public Expenditure Review (PER) at national and local levels strengthened				4			2		8		X	
Outcome 6: Quality of resource allocation in the budgeting process improved			3				2		6		X	
Outcome 7: Participatory planning and coordination strengthened at LGA level				4			2		8		X	
Outcome 8: Availability and use of disaggregated data improved				4				3	12			X
Outcome 9: National capacity for monitoring and evaluation enhanced			3					3	9		X	

Source: compiled by the evaluators, based on UN data from JP4 documents and assessment of qualitative information from interview partners.

An important question regarding the effectiveness of JP4 is whether joint programming managed to provide “better” results regarding capacity strengthening or whether the benefits are limited to some efficiency gains, such as reduced opportunity costs for IPs and an enhanced activity planning exercise between PUNs and IPs. The first column of Table 7 below lists an overview of examples of prominent achievements of JP4, while the second column responds whether this achievement is at least partially a result of an improved development cooperation in the sense of DaO, and finally the third column asks whether the joint programme potentially provided improved results compared to what would have been expected from a similar activity implemented via a traditional project approach by individual UN agencies.

Table 7: Do JP4 achievements reflect improved cooperation and better results?

Achievements	Improved cooperation? (DaO)	Improved results (outcome) in consequence of joint programming?
More and better (disaggregated) social and economic development indicators are available	Yes – priorities for data generation and access are more widely discussed between PUNs and IPs	Yes – as a result of joint action a more comprehensive policy analysis is possible (MKUKUTA 2)
MKUKUTA revised	Yes – e.g. gender perspective better reflected and mainstreamed in MKUKUTA 2	Not yet, since MKUKUTA 2 stands only at the beginning of its implementation process, but there could potentially be an improved outcome in the future
New tools for MKUKUTA implementation available at MDA level (e.g. MKUKUTA implementation guidelines, MKUKUTA communication strategy, others)	It is not clear whether an improved cooperation between PUNs and IPs led to an improved content of the tools, but the scope of support for the development of the tools increased. Individual PUN projects would not have been able to move forward that far ²⁸	MKUKUTA implementation and communication guidelines are still only available at a draft stage. They are still not being implemented, however, there could potentially be an improved outcome in the future.
New tools for MKUKUTA implementation available at LGA level (local PER and PET, ²⁹ localizing MDG achievements)	Yes – it links goals (e.g. MDGs) with national policies and breaks them down to the ground	Yes – improved implementation of national development policies at the local level achieved so far for the 7 districts that are implementing these tools under JP4.

²⁸ This is since they would not have counted with the same amount of resources, since the One Fund provides additional financial resources to the PUNs, with which they would not count working separately based on their own institutional resources.

²⁹ PER – Public Expenditure Review; PET – Public Expenditure Tracking

Gender mainstreaming strengthened	Yes – an increased cooperation and coordination between PUNs and IPs regarding gender mainstreaming in development policies can be observed (e.g. in MKUKUTA review)	Changes regarding the outcome (e.g. better implementation of improved gender policies) can still not be observed but do potentially exist.
Improved policy analysis capacities	No – activities for improving policy analysis capacities existed with identical characteristics also before JP4 (ESRF/REPOA training)	Yes – for example, the MKUKUTA review ³⁰

Source: compiled by the evaluators, based on UN data from JP4 documents and assessment of qualitative information from interview partners.

This evaluation answers the question of whether individual UN projects would have been able to bring about the same results shown in Table 7 with an unwavering 'no'. Hence, JP for capacity strengthening makes sense in general, but not for all kinds of capacity strengthening activities.

According to the understanding of this evaluation and according to qualitative information obtained from interviews at MDA and LGA levels, joint programming for capacity strengthening performs especially well for the:

- Development of policy implementation tools (PER, PET, localizing MDG)
- Linking national and local policies
- Mainstreaming cross-cutting issues

Box 1: The bottom-up experience in the Bunda district³¹

In Bunda, for instance, improved data collection through JP4, implemented by the district staff, directly led to improved planning and allocation of resources of the Bunda LAP. Under JP4 the Bunda LPA implemented the exercise of localizing MDGs (mainly focusing on education, in terms of primary school enrolment and attendance, and health, in terms of maternal and child mortality). Locally determined enrolment and mortality rates proved to be much higher than the data from the Central Government registry regarding Bunda. In order to reduce education and health gaps, additional action and financial resources were required. A PER exercise helped to increase available financial resources and to improve local and central government action, for example, in the health sector.

Improved data has enabled the district to plan more realistically in terms of the allocation of capitation funds to each primary school pupil, hence an improvement in enrolment levels which increased from 60%, prior to the PER exercise, to 97%. In the health sector, the district-recorded improvements in the reduction of maternal deaths from 310 per 100,000 live births in 2006 to 65 deaths per 100,000 live births in 2010.

Achieved skills in the collection and use of local statistical data did not remain limited to the social sectors initially targeted by JP4. Bunda LPA staff started to also monitor agriculture production of smallholders (soil fertility, rainfall, availability of seeds and fertilizers). Action taken by the LPA in agriculture

³⁰ To better understand the appreciations in the last row consider that the way of capacity building did not improve (since it had been already at high level even before JP4), however the use of these created capacities for policy purposes (for example MKUKUTA review) improved importantly.

³¹ Information regarding Bunda was gathered during a two-day field mission to Bund district, for this evaluation.

production so far has led to an improved production of cotton seeds from 200-300 kilograms per hectare to 600-800 kilograms per hectare, with a few cases reaching as high as 1,000 kilograms per hectare. Bunda LPA management and staff showed themselves absolutely sure about two things. First, they would not have had (and in fact never had) received adequate statistic information about social and economic facts in their district, coming from central authorities in Dar-es-Salaam and second, that precisely the fact to count with adequate information enabled them to change their local policies which (together with some support from the central government) lead to the outstanding achievements report in this box.

Recall that one of the core objectives of JP4 was the generation of analytical skills for better understanding poverty-related issues as a necessary condition for an improved policy planning. The implementation of improved policies should then help to achieve a deeper benefit of growth for wider groups of population. According to the JP4 project document, improved planning should take place within the central government. The most important training activity for improved analytical and planning capacities within the central government was the ESRF/REPOA diploma. Box 2 below shows the detailed results of a survey implemented by this evaluation, among ESRF/REPOA students.

Our survey results confirm that more than two thirds of students are working within the government and some 75% are technical staff or hold managerial positions, while 56% of them are directly engaged in project and programme management at different government levels. However, only 9% of respondents indicate being engaged in policy planning and review.³² The learning results are highly valued as relevant regarding their content and practical application in daily work (response option "strongly agree" always > 50%). There is a clear consensus among the students that ownership of development policies and capacities for their implementation increased considerably. However, the increase in planning capacities is being seen as less strong. After the course, training materials for their use as guidelines for daily work are not always available. In the case they are used for daily work, these are rarely shared with other colleagues and institutions and frequently remain a support only for the specific student.

Box 2: Training for capacity strengthening - how effective were JP4 training activities?

Between January 2008 and June 2011, JP4 trained approximately 550 different persons, for which an email address could be identified for 2/5 of them. Electronic questionnaires have been sent out to a total of 231 trained persons with an email address and 64 responses were received, thus achieving a response rate of 27%. The response rate lies within a usual range of between 25% and 30% of responses for this kind of exercise. The total number of 64 responses received is high enough to allow the use of the responses in the Findings section of this report.

Where do you currently work?

Academia	12	18.8%
NGO/CSO	5	7.8%

³² It is not clear to this evaluation if the low result (9%) is a shortcoming of the training or if it is a logical consequence of an access procedure to the trainings, which start with a (self-selected) postulation of candidates and an evaluation of their previous academic preparation. There might be an important number of policy makers who should be trained but do not apply or would not be eligible. However, this evaluation suggests to the course management to review its selection and application procedures in order to see if there is some space for improvement to target the programme better to policy makers.

Government	45	70.3%
International Organization	2	3.1%
Total	64	100.0%

Source: Online survey implemented by this evaluation

What is your current position?

Manager – Director - Head of department	9	14.1%
Technical Officer	38	59.4%
Administration Officer	1	1.6%
Researcher, Academic	16	25.0%
Total	64	100.0%

Source: Online survey implemented by this evaluation

How are you involved with the problems of the implementation of poverty reduction and MKUKUTA implementation?

	N responses	Percent
By managing Government programmes and policies at a central government level	13	20.3
By managing Government programmes and policies at a local/district level	21	32.8
By managing international assistance programmes	4	6.3
By non-governmental assistance and advocacy	3	4.7
By carrying out research on the problem	16	25.0
By engaging in policy analysis and review	3	4.7
By engaging in policy planning	3	4.7
Not involved	1	1.6
Total	64	100.0

Source: Online survey implemented by this evaluation

In which training event did you participate

Training event	% of questionnaire distribution	% of responses
ESRF/REPOA Diploma	34.6	40.0
Tanzania Global Knowledge Initiative UNESCO June 2011	15.6	16.0
Human Rights Commission	5.2	6.0
Working Session for Statisticians on Improving Availability of Service Delivery and Programmes Implementation Statistics PMO-RALG	25.5	30.0
Ministry of Labour staff training	13.4	4.0
Bunda district staff training	5.6	4.0
Total	100.0	100.0

Source: Online survey implemented by this evaluation

For each of the following statements, relate to how the training event influenced you? Please indicate the extent to which you agree or disagree with the statement (%)

	Agree Strongly	Agree Somewhat	Neither Agree nor Disagree	Disagree Somewhat	Disagree Strongly	No Basis for Judgement	Total
The training contributed to the analysis and policy debate on development issues	71.9	23.4	1.6	0.0	0.0	3.1	100.0
The training enriched me with new knowledge and provided practical tools for my daily work	64.1	17.2	0.0	0.0	0.0	3.1	100.0
The training provided policy recommendations that I can rely on in making my work more effective	59.4	34.4	0.0	0.0	0.0	6.3	100.0
The training allowed me to establish new contacts that I continue to rely on at work	56.3	32.8	7.8	0.0	0.0	3.1	100.0
The training provided some food for thought but no useful policy recommendations.	6.3	7.8	12.5	17.2	46.9	9.4	100.0
The training provided some food for thought but no practical tools for my daily work	3.1	14.1	3.1	15.6	51.6	12.5	100.0
The training was interesting but not of practical value	3.1	3.1	3.1	6.3	73.4	10.9	100.0

Source: Online survey implemented by this evaluation

If, as a result of the training, your knowledge on the subject matter increased, what was the most valuable information/know-how you took away from this seminar?

Most frequent and or important responses
<ul style="list-style-type: none"> • Able to write a detailed report • Criteria for M&E • New knowledge used for putting together the project "Food for Education" (Bunda/Serengeti) • Improved data collection • Improved analytical skills for poverty issues • Use of concepts and data for decision making • New research methods • Started to use local data for district development planning • Understanding the importance of research and innovation for development • Enables microcredit officer to convince female clients using increased income for child welfare • Use of local statistics for local planning and defence of the proposed budget at central government level • Implementation of IT systems is an important step forward but requires close follow-up and huge efforts in terms of additional training • Used knowledge for implementing PETS • Learned how to manage IT for knowledge management • Increased research output (more papers in progress) • Improved budgeting process at district level

Source: Online survey implemented by this evaluation

How well do you think the training contributed to accomplish the following objectives? (%)							
	Excellent	Good	Fair	Marginal	Unsatisfactory	N/A	Total
Strengthening national capacities for ownership and government leadership of the development agenda	32.8	42.2	14.1	4.7	0.0	6.3	100.0
Strengthen national capacities for policy design and analysis	29.7	46.9	6.3	4.7	3.1	9.4	100.0
Strengthen national capacities for policy implementation	57.8	21.9	9.4	4.7	0.0	6.3	100.0
Strengthen national capacities for research and dissemination	45.3	35.9	10.9	3.1	0.0	4.7	100.0

Source: Online survey implemented by this evaluation

Have you had access to the training materials since the training was completed? (%)	
Yes	81.3
No	18.8

Source: Online survey implemented by this evaluation

Please specify the usefulness of seminar materials after the seminar (%)

	Frequently	Sometimes	Rarely	Never	There were no materials of any value to use	Total
I use the materials obtained at the seminar frequently for my daily work	53.1	35.9	7.8	0.0	3.1	100.0
I have distributed the materials to other colleagues / institutions	25.0	37.5	21.9	12.5	3.1	100.0

Source: Online survey implemented by this evaluation

JP4 Gender Component

JP4 included some activities on gender mainstreaming but was unable to achieve the systematic mainstreaming of gender issues in all its activities and components. The background and analysis section of the JP4 programme document does highlight gender issues with implication for capacity building. It first acknowledges that macroeconomic performance indicators had traditionally not been disaggregated into equality indicators including gender equality. In recent years in Tanzania, the discussion on gender mainstreaming in development processes has not highlighted the capacity challenges of institutions, which should address gender equality issues through their policies.

However, there have been some gains in gender mainstreaming in terms of policy planning, amongst them from MOF demanding gender budgeting to other line ministries. This has led to sector ministries requiring capacity building for the budget officers.

According to MKUKUTA II, expected gender outcomes include:

- Knowledge generation, analysis and use: ensure that gender-related knowledge, gender analytical frameworks and gender mainstreaming skills are part of this pillar. The support of ESRF had included a gender module.
- Planning, budgeting and reporting: ensure that gender planning skills, gender budgeting knowledge and reporting on gender results is part of this pillar. The MCDGC, in partnership with UNWOMEN, did facilitate gender budgeting skills and tools development.
- Monitoring, evaluation and communication: ensure gender process and impact indicators are part of this pillar. There are no gender-related outputs, indicators, baselines, or targets. Consequently, gender fades away completely at the M&E level.

Several capacity building activities, which stimulate gender mainstreaming, have been implemented; amongst these we can mention training for government officials in gender sensitive budgeting (training results and impact have not been assessed) and support to NBS for an improved availability of gender disaggregated data. The use of these data can be confirmed, for example, in the gender equality data in the localizing MDG initiatives. JP4 also supported the MKUKUTA gender review, the definition for gender indicators in MKUKUTA II, as well as taking care of the gender aspects in the MKUKUTA implementation monitoring framework and the MKUKUTA communication strategy.

Since JP4 also provided additional financial resources to UNWOMEN, this entity has been able to considerably deepen its support to the MCDGC for its institutional strengthening and the development of the National Action Plan for the eradication of violence against women and children. Close to this activity, JP4 also supports the design of a road map for establishing an Inter-Ministerial Committee to guide the development of the National Plan of Action for Human Rights.

The diversity of activities - from training, provision of data, data usage, policy design and review and institutional strengthening at the central and local government levels - shows that gender work under JP4 achieved a cross-cutting character and provided at least a wider basis and some tools³³ for gender mainstreaming.

UNWOMEN management staff indicated to this evaluation that the additional financial resources from JP4 were what made the most important difference to them, enabling UNWOMEN to engage in activities they would not have been able to do without these funds. Even if there is no doubt that gender activities under JP4 created capacities, gender-sensitive activity planning had not been based on a capacity gap analysis.

Human Rights

An analysis of the JP4 project document suggests that there was no common understanding among the PUNs as to what exactly requires mainstream cross-cutting issues in joint programmes. For instance, a human rights-based approach entails consciously and systematically paying attention to human rights and

³³ For example the inclusion of gender indicators and elements in the MKUKUTA 2 monitoring mechanism

rights principles in all aspects of programming work. This implies that the country assessment ought to have included an appraisal and analysis to identify human rights claims of rights holders, and the corresponding human rights obligations by duty bearers as well as an analysis of the causes of human rights abuse. It further implies that JP4, which was focusing on capacity building, ought to have also assessed the capacity of rights holders to claim their rights and duty bearers to fulfil their obligations. This type of assessment does not seem to have been carried out during the preliminary stages of developing JP4. This would have required technical support to facilitate and guide human rights-based approach during the country assessment, planning, implementation and M&E. However, there is a set of activities implemented under JP4 that has contributed to the fulfilment of some aspects of human rights. These include:

- Support the Human Rights and Good Governance commission to develop a plan of action on human rights
- The National Plan of Action (NPA) on the eradication of all forms of violence against women and children (VAW) was produced as a key deliverable in 2010. Training of the VAW committee and law enforcement officers (lower courts, ward, village leaders and police) was carried out in the focus regions of Mara and Shinyanga (targeting duty bearers)
- Supported CSOs (rights holders) in the engagement of government (duty bearers) through supporting TANGO to organize consultative workshops on economic rights.
- The National Social Protection Framework completed and submitted to Government for approval. Implementation was under the Ministry of Finance and Economic Affairs. Activities in support of the analytical work including (i) a study on social protection and children was completed and disseminated and (ii) the training of government officers on social protection
- Guidelines on Child Labour for District Child Labour Committees (DCLCs) and Community Child Labour Committees (CCLCs) developed by the Ministry of Labour Employment and Youth Development (MLEYD).
- National capacities for reporting on international instruments such as the Conference on the State of Women (CSW) and the convention on Violence Against Women (VAW) were improved at the MCDGE under JP4.

Environmental Sustainability

All JP4 annual reports indicate that the mainstreaming of environmental sustainability into the JP4 programming processes has been very difficult and limited. This is partly attributed to the nature of the project, as well as the lack of experts and expertise to support the mainstreaming environmental issues.

8.4 Impact/Degree of Change

JP4 activities have had hitherto a positive impact on a development policy planning process with the result of updated policy strategies (MKUKUTA 2) and the design of additional tools for their implementation, which seem to address current development problems more comprehensively than previous ones. However, a nationwide implementation of these new policies has still not been initiated, so now the overall impact on development trends cannot be currently assessed. Nevertheless, increased public expenditure since 2008 targeted additional resources to policy areas,

which are in line with MKUKUTA 2 development policy strategies; hence, a future positive impact of JP4 can be expected. Successful piloting of some national policies at a local level has proven that they are able to deliver the expected change. This pilot experience strengthens the expectations that current development policies might bring about a wider change than previous ones. If this is the case, JP4 will have been part of this process.

GoT's capacity for development management has been strengthened throughout JP4, as has been shown throughout the previous chapters. Analytical skills have been created through the ESRF/REPOA, a important share of trained professionals are working a high technical levels in the government and mention to permanently make use of their new analytical knowledge for their daily work (see Box 2). Under JP4, MOF prepared the MKUKUTA 2 strategy and developed tools for its implementation (implementation guidelines, M&E framework, communication strategy). Compared to MKUKUTA 1, the new document provides a more integral approach to development, focusing not only on social but also on economic development. Conceptually, this seems to be a promising approach in order to successfully address the poverty / growth nexus. In this sense, additional analytical skills and new empirical evidence regarding the social and economic context and their development trends have been used to provide an updated development policy approach which apparently addresses current development problems more comprehensively than previous strategies. These strategic guidelines have been complemented with three tools already mentioned for its implementation (implementation guidelines, M&E framework, communication strategy). Additionally, cross-cutting issues such as gender and human rights are more comprehensively reflected in the new strategic documents compared to previous ones. Considering impact, we can conclude that knowledge and skills created with support from JP4 have been used in the design of strategic development policy guidance for the next five years, which apparently addresses the underlying development issues more adequately.

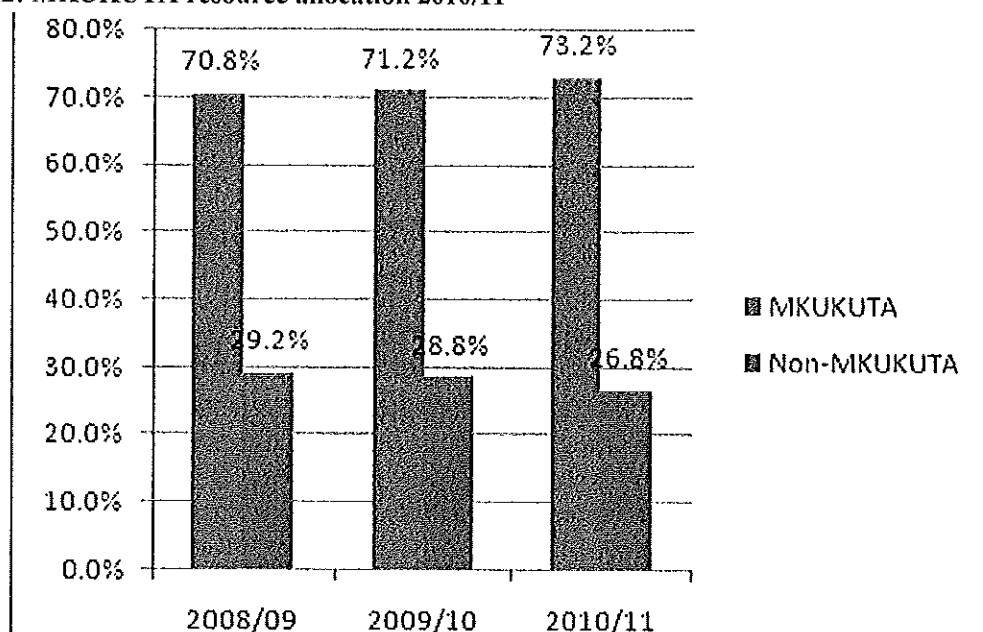
At a national level, JP4 impact still does not go beyond updated planning processes and the design of implementation tools. Since their implementation as such has still not been initiated, no impact on development trends can be expected. However, at local level the new policies have already proved that they can have a strong impact, when implemented adequately, as illustrated by the experience from the Bunda district (see Box 1).

Although there is still no visible impact of JP4 on development policy implementation, the programme for capacity strengthening is part of an overall development process, which can prove already positive results, as can be seen in the following figures. Figure 2 shows an increased resource allocation to policies included in the MKUKUTA framework and Figure 3 shows that a considerable share of the additional resources are targeting the creation of capabilities of the people (education and health), with the goal of providing them with capacities which might allow them to escape poverty in the future through their own efforts.³⁴ This allocation of additional resources can be understood as an investment in the people, with a long-term perspective. The second sector, for the allocation of additional resources under the MKUKUTA framework, is infrastructure and agriculture; both areas linked to economic activities, which can have a potential impact on income and poverty within a short term. Hence, resource allocation trends are already

³⁴ Of course, this positive trend cannot be attributed to JP4. Our argument however is that a positive trend regarding a successful implementation of capacity building and structural poverty reduction strategies already started and that JP4 without a doubt is supporting this trend.

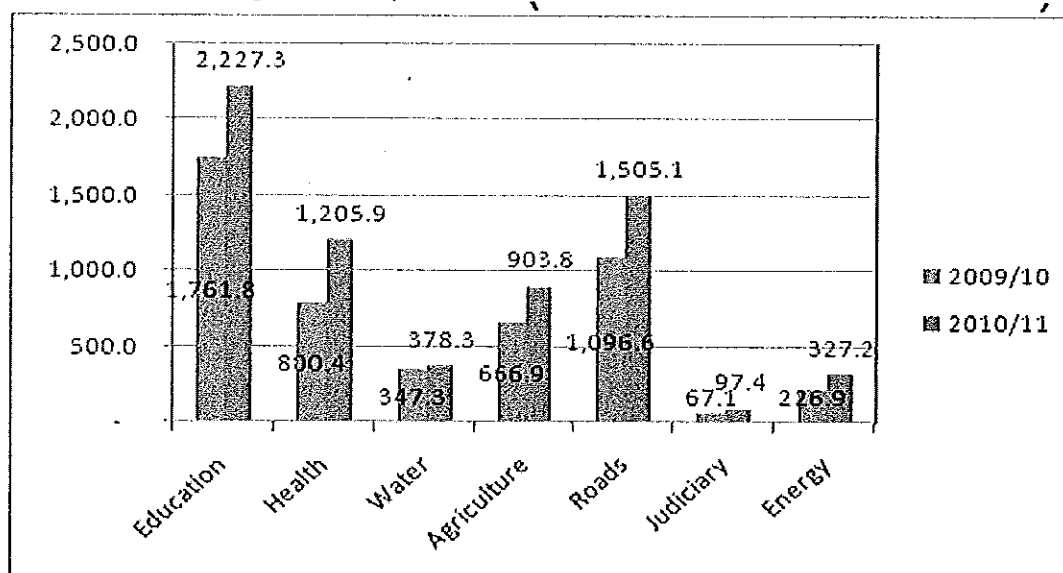
on track with core proposals from MKUKUTA 2. Since this is the case, a future positive impact on overall development trends is highly probable, and thus JP4 would have contributed to this positive impact.

Figure 2: MKUKUTA resource allocation 2010/11



Source: Review of Budget Execution – Commission for Budget, December 2010

Figure 3: MKUKUTA expenditure by sectors 2009/10 and 2010/11



Source: Review of Budget Execution – Commission for Budget, December 2010

In summary, since JP4 has only recently concluded, it is still too early for identifying impacts, which usually materialize only after a longer period of time. However, some positive trends regarding increased capacity for development policy planning and an increased ownership from the GoT side can already be

identified. MKUKUTA 2 is commonly recognized by policy makers, stakeholders and donors as an improved strategy compared to the previous one, since it is more comprehensive and includes elements of social policies as well as economic growth and income generation.³⁵ This is a clear sign of improved planning and JP4 has been part of this process and has supported MOF considerably during the design process of the MKUKUTA 2. Even if MKUKUTA2 is still not under implementation, positive trends of increased resource allocation for MKUKUTA 1 objectives have also been identified. This can be considered as an indicator showing a higher level of government ownership in the process of improving development policies. Supposing these trends continue, in time, a more visible positive impact of JP4 can be expected.

8.5 Sustainability

There are elements, which place the sustainability of achieved results under JP4 at risk, while others support the continuity of its results. To the understanding of this evaluation, elements that support sustainability are slightly stronger, hence there is potential for sustainability. One of the most important elements of sustainability is the achieved institutional networking and institutional setup between PUNs and IPs and the fact that capabilities for capacity development have been installed within the public sector. However, sustainability is at the same time at risk due to a potentially inadequate government budget allocation for sustaining results achieved under JP4. Since the GoT had not made any financial contribution to JP4 during the implementation period, budgeting for sustaining achieved capacities cannot be taken for granted. There is also a lack of clearness regarding the transition process from UNDAF to UNDAF on how sustainability factors have been taken on-board.

JP4 already completed its activities in June 2011. This evaluation has been able to identify some issues, which sustain achieved capacities and others, which put them at risk.

Capacity development, in general, is one of the core activities of UN and continues beyond JP4 under the new umbrella of UNDAF. Since there will be continuous support for capacity building, conditions for the sustainability of already created capacities are at least favourable. However, the sustainability of achieved capacities without continuous UN support seems to be at risk, since it was JP4 (and not government institutions) that also frequently supported operational (logistic) costs, covering activities for the implementation of achieved capacities. A second positive element is that staff turnover in IPs assisted by JP4 is generally low; consequently, the risk of losing created capacities due to migration of labour force within the public sector or to the private sector is low. A third element which favours the sustainability of the achieved results is that an important part of the capacity building measures, such as training or the development of policy implementation tools, were undertaken by the IPs themselves, as in the case of PMO-RALG. Hence, capacities for capacity building have already been created within IPs. This fact provides higher possibilities of sustainability compared to other institutional setups for capacity building where trainers might come from outside the public sector. Additionally, the dynamics created throughout JP4 in the cooperation between different public sector institutions, such as trained LGAs which are better able to plan and prepare their budget according to MOF guidelines, which provide a faster approval, or the PER experience at the LGA level which provides important insights for MDA PER exercises, establish a

³⁵ This view was confirmed in almost all stakeholder interviews conducted by this evaluation.

two-way flow of information and institutional links which previously did not exist. This kind of public sector networking also provides favourable conditions for sustainability.

Threats for sustainability are the still very limited pilot experiences; mere drops in the ocean, having assisted only seven out of more than 130 districts. Even if the experiences are positive, the critical mass and scope of experiences might be too small to have sufficient strength for a permanent bottom-up advocacy from the districts to the central government. A second element, which puts achieved results at risk, is the lack of financial support from the government side; which has only provided its contribution to JP4 in kind. For activities initiated under JP4, this means that once JP4 is over, there will be no financial resources from the government for continuing the activities, even if these had been successful. A third element which puts sustainability at risk is the current lack of clearness for most of the IPs regarding if and how support from the UN for capacity strengthening activities will continue over the transition process from UNDAF to UNDP and from the closing of JP4 to the initiation of new activities under UNDP.

9. Conclusions

JP4 has been able to achieve at a satisfactory level for the expected outputs and outcomes for capacity strengthening. Thanks to joint programming as the achieved outcomes go beyond what would have been possible with traditional, individual UN projects implemented through different agencies. Hence, joint programming makes sense for capacity strengthening.

Achieved results go beyond improvements in planning and coordination and the fact that a joint planning exercise allows for an expansion of the scope of contacts between PUNs and IPs and consequently a better understanding of who does what, and thus avoiding an overlap of activities. The coordination of simultaneous interventions of different types of capacity strengthening measures has created dynamics between IPs, which would exist to a lesser degree via traditional projects. Precisely these dynamics allowed to kick-off a simultaneous top-down and bottom-up flow of development policy activities, which helped to implement successful pilot experiences. Their success has been able to show that updated development policy approaches, also resulting from improved skills for policy analysis and design, supported by JP4, can be successful. Even if this kind of effectiveness gains exist, the overall performance of JP4 could have been even better. Mainly shortcomings in the process of fund disbursement are responsible for limited effectiveness.

Throughout JP4, the UNDP managed to provide upstream policy advice, considered as one of UNDP's core mandates, and at the same time, UN Tanzania has learned that pilot experiences are necessary in order to show that upstream policy advice and the content of new policy design can in consequence be meaningful.

These overall positive results, however, could have been considerably increased had the joint planning been seriously resulted into a joint programme, in the sense of jointly designed project activities. JP4 was not the result of a joint mapping and assessment of capacity gaps where different UN agencies then sat down together to design joint interventions to address the identified gaps; instead JP4 remained at the level of putting together individual PUN activities under one umbrella (funding). Nevertheless, the joint

planning exercise has brought about good and unexpected results. However, the JP4 experience also shows that for small and very specific activities - such as, for example, the support for the creation of an association of evaluators - joint planning does not provide additional value or advantages to the achievement of the expected results. For small-scale specific activities, the access to additional financial resources through the joint programme frequently remains the only visible advantage.

10. Recommendations and lessons learned

Lessons Learned	Recommendations
1. Joint planning has shown to offer advantages for projects and activities where a common interest between different UN agencies exists. For this kind activities joint planning at the UNDAP level makes sense.	1. Continue the joint planning for annual work plans, since joint planning has proved capable of taking the UN forward to achieve not only quicker, but also better results.
2. However, if a project basically focuses on promoting individual partner interests between specific UN agencies and their partners, they should be left out of the joint planning.	
3. Under JP4, joint planning did not result in a joint programming in the sense of jointly defined capacity building activities across UN agencies and partners. Even if there are important achievements for upstream policy advice, downstream results are much stronger, most probably because it is easier and more obvious for downstream activities to identify capacity gaps and address them accordingly.	2. Capacity needs/gap assessments are required for the design of a successful capacity building initiative in order to properly address these gaps, and even more importantly for upstream policy advice.
4. Since the GoT did not contribute in monetary terms to JP4, a future budget allocation for capacity building or sustainment cannot be taken for granted. The non-existence of such efforts from the government side places current JP4 achievements at risk.	3. The UN should immediately intensify its advocacy efforts to achieve annual budgetary allocations from the government to sustain already created capacities for development policy planning and implementation.

<p>5. The JP4 experience has clearly shown that neither UN side nor the government currently have a clear concept and systematic approach for capacity building, specifically for policy implementation. Having reached the current stage of experience and cooperation between donors and JP4, the process is at a stage where the opportunity for the definition of such an approach arises. Defining a clear systematic approach would help to compromise resources and institutionalize capacity building.</p>	<p>4. The UN should consider elaborating in joint collaboration with the GoT a systematic approach for capacity building for policy implementation.</p>
<p>6. Institutionalizing capacity building would increase the sustainability of already achieved results. The UN should strongly consider the possibility of supporting future national and government accredited training institutions. Implicitly, JP4 has already addressed PMO-RALG under such an approach, strengthening their capacities for on-the-job training for civil servants. Achieved results by PMO-RALG are at a very high level.</p>	<p>5. Capacity development has to be institutionalized since it is an ongoing task. 6. For downstream capacity building, consider the possibility of working with the Local Government Training Institute Dodoma and/or Tanzania Public Service College.</p>
	<p>7. The UN, as a capacity builder, should consider finding a strategic positioning of delivering the software (knowledge, training materials, trainers) in capacity building processes where other partners provide the hardware</p>
	<p>8. Twinning exercises for learning about pro-poor policy implementation – for example, the exchange of experiences between the GoT and the government of another developing country which already has experience on how to coordinate policies in an economic and social cabinet – are one possible tool through which the UN can provide practical knowledge and provide support for engaging in such a twinning exercise.</p>

Annex

Table A1: Evaluation Mission Schedule as of August 31, 2011

Day	Date	Time	Institution	Person	Venue
Wednesday	17/08/11		Reporting and briefing / desk review	Ernest Salla	UNDP
Thursday	18/08/11		Reporting and briefing / desk review	Louise Chamberlain	UNDP
Friday	19/08/11		Stakeholder group meeting		UNDP
Monday	22/08/11	11.00	UNESCO	Mr. Anthony Maduekwe	UNESCO
Tuesday	23/08/11	10.00	Ministry of Communication, Science and Technology	Mr. John Salomon	Ministry
Wednesday	24/08/11	9.00	Ministry of Labour, Employment & Youth Development	Mr. Geoffrey Mashafi	Ministry
		11.00	UNFPA	Mr. Samwel Msokwa	UNFPA
		14.00	PMO - Regional Administration and Local Government	Mr. Cyprian Mpemba	UNDP
Thursday	25/08/11	10:00	Presentation of the inception report	Mr. Thomas & Prof. Ruth	UNDP
		14.00	National Bureau of Statistics	Ms. Donata Mwita	NBS
Friday	26/08/11	10.00	UNICEF	Mr. Engelbert Nyangali	UNICEF
Monday	29/08/11	09:00	TANGO	Mr. Ngunga Tepani	TANGO
		11.00	TRACE - Capacity Building Centre	Mr. Djax Biria	TRACE
Tuesday	30/08/11	11.00	ESRF - Economic and Social Research Foundation	Ms. Tausi Kida and Ms. Margareth Nzuki	ESRF
Wednesday	31/08/11		Eid-el-Fitr holiday		
Thursday	01/09/11		Eid-el-Fitr holiday		
Friday	02/09/11	11.00	CHRAGG - Commission for Human Rights	Mr. Philemon Mponezya	CHRAGG
		14.30	ILO	Mr. Antony Rutabanzibwa	ILO
Monday	05/09/11	9.00	Ministry of Finance and Economic Affairs	Mr. Mudith Cheyo	MoF
Tuesday	06/09/11		Work on report		UN office
Wednesday	07/09/11	10.00	Ministry of Community Development Gender & Children	Mr. Abdallah Hassan	Ministry
		14.30	UN Women	Ms. Salome Anyoti	UN Women
Thursday	08/09/11		Work on report		UN office
Friday	09/09/11		Work on report		UN office
Monday	12/09/11		Bunda district field visit		Bunda district
Tuesday	13/09/11		Preparation debriefing ppt		UN office
Wednesday	14/09/11		Presentation of preliminary findings and debriefing		UN office
Thursday	15/09/11		End of mission (departure Thomas Otter)		Travel

Table A2: List of interviewed persons

UNDP	Louise Chamberlain	Deputy Resident Representative
	Ernest Salla	Assistant Resident Rep. (PP&WC)
	Amon Manyama	Assistant Res. Rep. and Team Leader Poverty
	Joseph Kaiza	Programme Analyst
UNESCO	Anthony Maduekwe	Specialist Programme Officer Science
Ministry of Communication, Science and Technology	John Salomon Kasonta	Chief Research Officer
Ministry of Labour, Employment & Youth Development	Geofrey Mashafi	
UNFPA	Samwel Msokwa	Poverty and population Analyst
PMO - RALG	Cyprian Mpemba	Assistant Director Data Collection
	Emanuel Mahinga	
National Bureau of Statistics	Donata Mwita	Senior statistician
	Irenius Ruyobya	Manager Labour and Price statistics
UNICEF	Engelbert Nyangali	Programme Specialist
TANGO	Ngunga Tepani	Managing Director
TRACE	Djax Biria	Executive Director
ESRF	Tausi Kida	Programme Director
	Margaret P. Nzuki	Head Knowledge Management
	Marc Wuyts	Professor ISS supporting ESRF diploma
CHRAGG	Philemon Mponezya	
ILO	Antony Rutabanzibwa	Senior Programme Officer
MOF	Mudith Cheyo	Economist - poverty eradication and economic empowerment
Ministry of Community Development Gender & Children	Anna E Maembe	Deputy permanent secretary
UN Women	Salome Anyoti	
Bunda District	Chibhunu Lukiko	Acting DED
	Kijauga Egya	DPLO
	Emmanuel Joram	Acting Director Treasurer
	Donatus Mwanukizi	District Internal Auditor
	Elgwa Florence	District Statistician
	Joshua Mirumbe	District Economist
	Alex Magai	Project Manager TM- PIF (CSO)
	Laban Bituro	District Education Officer
	Rainer Kapinga	District Medical Officer
	Devota Japhet	Acting District Engineer
	Rick S.K Kaduri	District Livestock Officer

Reviewed documentation

UN Documents

CDR/Ernest Sala “JP4 Programme Overview, Achievements and Challenges 2008-2011” PPT presentation Dar-Es-Salaam, August 2011.

JP4 Project document

JP4 Annual progress report 2008

JP4 Annual progress report 2009

JP4 Annual progress report 2010

Common Country Programme Document 2007-2011

Common Country Programme Document 2011-2015

UNDAF 2006 - 2011

UNDAP 2011 – 2015

UNDP Prodoc Localizing MDG's

Government Documents

URT - Mkukuta I - 2006

URT - Mkukuta II - 2010

MOF - Mkukuta II - Implementation Strategy (2011, draft)

MOF - Mkukuta II - Communication Strategy (2011, draft)

URT - The Tanzania Development Vision 2025

Other Sources

ACBF, Country Capacity Profile for Tanzania, Hare Zimbabwe, 2008

Atkinson, A. and M. Lugo, Growth, Poverty and Distribution in Tanzania, Oxford University, March 2010

Booth, D., Poverty monitoring systems – an analysis of institutional arrangements in Tanzania, Overseas Development Institute London, March 2005

JICA, Capacity Development Concept for Tanzania, March 2007

Kaufmann, D, Aart Kraay and Massimo Mastruzzi, The Worldwide Governance Indicators, Methodology and Analytical Issues, World Bank Policy Research Working Paper 5430, Washington DC 2010

Morgan P. and H. Baser, Building the capacity for managing public service reform – the Tanzania experience, ACBF and The European Centre for Development Policy Management, Discussion Paper, Maastricht, January 2007

OECD, 1986, Glossary of Terms Used in Evaluation, in 'Methods and Procedures in Aid Evaluation', Paris

OECD, 1991, The DAC Principles for the Evaluation of Development Assistance, Paris

OECD, 2000, Glossary of Evaluation and Results Based Management (RBM) Terms, Paris

Price Waterhouse Coopers, Tanzania – a case study to comprehensive and programmatic capacity building, Nairobi 2005.

Simonetti, R. Servacius Likewelile, Review of the Postgraduate Diploma in Poverty Analysis, August 2010 (for ESRF)

TANEA, Mapping of monitoring and evaluation systems in Tanzania, September 2009

TANEA, Tanzania evaluation guidelines, 2010

Table A3: Evaluation Matrix

Evaluation Criteria	Specific evaluation question	What do we look for?
Programme design	<ul style="list-style-type: none"> • Were past experiences and lessons as well as dialogue with stakeholders in design of the programme and outputs considered? • Was the background work carried out adequate? • How did each party participate and understand its role in the initial design process? • Were the activities and outputs of the programme consistent with the intended key results? • To what extent synergies among UN agencies in particular and among IPs were explored and effected in implementation • Did the programme design respond to the 2005 Country Analysis? 	<ul style="list-style-type: none"> • Since the JP-4 is at the end a composition of previously existing and new capacity strengthening activities from different UN agencies, assess the degree of their appropriateness and complementarity. • What other (capacity, policy) aspects can be considered, where capacity-building efforts would make sense?
Relevance: The extent to which the aid activity is suited to the country's priorities and those of DaO.	<ul style="list-style-type: none"> • How relevant were the joint Programme outputs and outcomes to assisting in the achievements of Tanzania's national development priorities? • What are the major factors, which have influenced the relevance of the Joint Programme? 	<ul style="list-style-type: none"> • Thematic relevance of capacity building as a general priority for the country. • The relevance of the JP-4 approach in order to create these capacities. • How relevant are JP-4 interventions regarding existing priorities and strategic approaches of IPs?
Effectiveness: A measure of the extent to which JP 4 activity attained their objectives.	<ul style="list-style-type: none"> • To what extent were the key results achieved? • What were the major factors influencing the (non) achievement of the desired results, including institutional, management and fiscal arrangements? • To what extent have national ministries/government counterparts demonstrated 	<ul style="list-style-type: none"> • Did the delivered products and services help the project to move forward towards the expected outcomes

	<p>increased priority to mainstream capacity in policy and programme delivery?</p> <ul style="list-style-type: none"> • How did the management arrangements contribute (or hinder) achievement of the JP? • How effectively Government systems have been utilized and how this has contributed to the results • Effectiveness of implementation strategies? • Availability of baselines • What were the identified capacity gaps (problems) and have they really been addressed? • Does the fact of multi stakeholders under JP4 make the planning process too complex and complicated? • Might UN in its capacity building goals be overambitious (considering available resources)? 	<p>and the objectives of the project?</p> <ul style="list-style-type: none"> • Responsiveness from counterpart side. • Is joint programming or individual agency programming more effective? • Has government / IPs contributed to the results or were they rather passive beneficiaries? • Regarding the scope of achieved effectiveness, has UN covered the whole range of capacity building for leadership, for governance and for institutions? • Is increased capacity already reflected in policy development?
<p>Efficiency: Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs. It is an economic term, which can assess cost, time and opportunity efficiencies.</p>	<ul style="list-style-type: none"> • How efficient has the Joint Programme delivered its outputs and outcomes? • To what extent did the programme give priority to achieving its key outputs and hence outcomes? • What are the views of the major stakeholders regarding the adequacy and performance of the JP 4 programme? • Were outputs achieved on time? • Assess the opportunity costs of individual agency activity versus joint programming. • Assess efficiency aspects of funding modalities (One Fund, Parallel Fund, Government Contribution) 	<ul style="list-style-type: none"> • The scope of products (e.g. number of civil servants trained) compared to the consumed inputs (time, resources). • Timeliness of delivery (not only on time but at well at a timely moment, e.g. for being able to achieve the expected outcome or generate synergies) • Efficiency of the policy process (UN has not

		full control of these processes since it is not the only player)
<p>Impact / Degree of Change: The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators.</p>	<ul style="list-style-type: none"> • What difference has the activity made to the beneficiaries? • How did impact differ across key target groups, including vulnerability categories such as gender, age etc.? • UN was able to go upstream as intended • Created capacities are representing only necessary or already sufficient conditions for a change? • UN and JP-4 are not the only player in the field. Assess change within a wider context. 	<ul style="list-style-type: none"> • Has enhanced capacity enabled the IPs to move forward to MKUKUTA implementation and UNDAF outcomes in a better (wider, faster, more comprehensive) way? • Have created capacities enabled the government to better absorb upstream policy advice? (...) • (...) and are they now better able to translate this upstream advice into downstream service delivery and action on the ground in order to change people's living conditions (or create capacities and opportunities to make this happen)? • Can we see some major changes in government policies?
<p>Sustainability: Sustainability is concerned with measuring whether the benefits of the JP4 activity are likely to</p>	<ul style="list-style-type: none"> • To what extent will the benefits of a programme continue after activities have ceased? • What are the major factors, which will influence the sustainability of the programme? 	<ul style="list-style-type: none"> • Is the enhanced capacity (if any) sustainably able to ensure a better policy implementation?

continue after funding has been withdrawn.		
Cross-cutting issues	<ul style="list-style-type: none"> • Assessment of the extent to which cross-cutting issues of gender and human rights have been addressed. 	<ul style="list-style-type: none"> • Usual gender and human rights checklists regarding the existence of elements, which prove the mainstreaming of cross-cutting issues will be used.

Table A4: Joint Programme 4 - Work plan (2007-2008)

UNDAF OUTCOME 1: By 2010, increased access to sustainable income opportunities, productive employment and food security in the rural and urban areas. UNDAF Country Programme Outcome 1: Increased adoption of equitable pro-poor and gender sensitive economic policies and programmes UNDAF Output 1.1: Enhanced capacity of MDAs and non-state actors to undertake pro-poor, employment-driven and gender sensitive policy research and analysis, with a focus on agriculture, local economic development, urban development, rural energy, environment and natural resource links to industry, heritage and cultural tourism; trade, investment, and SME policies.								
I	KNOWLEDGE GENERATION, ANALYSIS AND USE			ESTIMATED BUDGET (USD)				
#	JOINT PROGRAMME OUTPUTS (Indicators, baselines, targets)	ACTIVITIES	RESPONSIBLE PARTY		ESTIMATED BUDGET (USD)			
			UN agency	National Partners	Core	Others	Unfunded	Total
1.	National research capacity strengthened <i>Indicator:</i> # quality research documents produced <i>Baseline:</i> at least 2 documents per year <i>Target:</i> At least two research documents produced annually	<ul style="list-style-type: none">• Training and mentoring of young professionals in research methodologies• Support research activities and provide technical contributions to the Research and Analysis Working Group• Support generation and dissemination of innovative and focused research (including community based research by local actors)• Analytic work, consultative processes and capacity building to support development of the national social protection framework• Support in-depth analysis of research findings and survey results including from a gender perspective• Support to poverty analysis training (to include modules on social protection, child centred policies etc)• Commission and disseminate findings from studies on policy options for scaling up MKUKUTA/MDG investments	UNDP /UNFPA/ UNICEF	Research institutes/ Universities MPEE/ Research Institutes	60,000		40,000	100,000
2.	Increased skills in production of gender sensitive evidence based policy analysis including gender budget analysis <i>Indicators:</i> <ul style="list-style-type: none">• #gender sensitive studies• #people trained <i>Baseline:</i> Weak guidance in budget guidelines on mainstreaming gender/gender budget analysis <i>Target:</i> <ul style="list-style-type: none">• one study carried out annually• 50 people trained	<ul style="list-style-type: none">• Analytic work, consultative processes and capacity building to support development of the national social protection framework• Support in-depth analysis of research findings and survey results including from a gender perspective• Support to poverty analysis training (to include modules on social protection, child centred policies etc)• Commission and disseminate findings from studies on policy options for scaling up MKUKUTA/MDG investments	UNICEF/UNDP/ ILO UNICEF/UNDP/ UNFPA/ILO UNDP /UNICEF	MPEE MPEE/NBS/ Research Institutes REPOA/ESRF/ ISS	270,000 95,000 130,000		130,000 25,000 120,000	400,000 120,000 250,000
3.	Improved knowledge management and dissemination <i>Indicator:</i> #of resource centres <i>Baseline:</i> 3 new resource centres established by 2008	<ul style="list-style-type: none">• Support national knowledge management structures for production, storage, and dissemination (in different forms for different users) of various research results and other information• Support development and management of sub-national information management systems (including resource centres)	UNDP /UNFPA/ UNICEF UNDP /WB /IMF	MPEE/RAWG PMORALG	40,000 35,000		20,000 65,000	60,000 100,000
Sub-Total (Pillar I)					845,000		585,000	1,430,000

UNDAF OUTCOME 3: By 2010, democratic structures and systems of good governance as well as the rule of law and the application of human rights, with a particular focus on the poor and vulnerable groups, are strengthened						
UNDAF Country Programme Outcome 4: Strengthened budget, planning & MKUKUTA/MKUZA Monitoring Systems that foster participation and gender equality (UNDAF Country Programme Outcome 4)						
UNDAF Country Programme Output 26: Increased capacity and strengthened government and CSO partnerships to improve and engender outcome based planning, budgeting and monitoring processes at and between all levels, including the availability of sex and age disaggregated data, data on gender based violence (GBV), decent work, HIV/AIDS (with a focus on prevention), and food security.						
UNDAF Country Programme Output 29: Capacity of key stakeholders to develop local government level policies and plans that are gender sensitive and take into account the rights of poor, vulnerable groups of women, youth & children, and PLHA.						
II PLANNING, BUDGETING, AND REPORTING WITH A GENDER PERSPECTIVE						
JOINT PROGRAMME OUTPUTS (indicators, baselines, targets)		ACTIVITIES	RESPONSIBLE PARTY		ESTIMATED BUDGET (USD)	
#.			UN Agency	National Partners	Core	Total
4.	Improved development and implementation of sector reforms including science, technology and innovation <i>Indicator:</i> # assessments reports <i>Target:</i> assessment report on reform of science, technology and information	<ul style="list-style-type: none">Assessment for the Reform of Science, Technology and Innovation system in TanzaniaSupport to studies, reviews and assessment of various sectors in the country to support development and implementation of reform strategies	UNESCO	MSTI	25,000	50,000
5.	Strengthened function of the PER <i>Indicator:</i> # cluster PER studies <i>Baseline:</i> No cluster level studies <i>Target:</i> 3 cluster level PER studies	<ul style="list-style-type: none">Financial support to the management of the PER working groups at sector, cluster, and macro levelsFinancial and technical support to sector and cluster PER studies	UNDP/UNICEF/UNFPA	MPEE/MDAs/WB	90,000	100,000
6.	Improved quality of resources allocation (budget preparation and process, SBAS/PLANREP and MTEF) <i>Indicator:</i> # of annual reports through RIMKU <i>Baseline:</i> no reporting through RIMKU <i>Target:</i> 1 annual Reports through RIMKU	<ul style="list-style-type: none">Technical enhancement and improvement of the SBAS and RIMKU softwaresTraining of MDAs and LGAs on MTEF/PLANREP/ SBAS and RIMKU	UNDP/UNICEF/UNFPA	MPEE/MDAs	155,000	240,000
7.	Strengthened participatory planning and coordination at LGA level (PLANREP and local government monitoring system) <i>Indicators:</i> proportion planning officers trained #District Council Staff Trained <i>Baseline:</i> Target: 25% of LGA planning officers trained 3 District Councils	<ul style="list-style-type: none">Assessments related to enhancing reporting and communication mechanisms at the local levelSupport increased awareness on specific national policies at MDA, LGA and community levelsSupport training of MDAs and LGAs on localizing national policies into their development plans and processesTrain Planning Officers both in MDAs and LGAs on PLANREP, pro-poor policy analysis and development (including mainstreaming HIV/AIDS, environment, and gender).Support deepening and documentation of O & OD at the local levelSupport staff training and equipment to improve coordination capacity of the Economic Empowerment DivisionSupport strengthened budget tracking and PER at the local level	UNDP/UNICEF/UNFPA	MPEE/MoF/MDAs	30,000	30,000
			UNDP/UNICEF/UNFPA	MPEE/MoF/MDAs	60,000	60,000
			UNDP/UNICEF/UNFPA	MPEE/PMORALG	30,000	50,000
			UNDP/UNICEF	MDAs/PMORA LG/LGAs	55,000	60,000
			UNDP/UNICEF	MPEE/PMORA LG/MDAs/LGAs	60,000	100,000
			UNDP/UNICEF/UNFPA	PMORALG/MDAs/LGAs	100,000	150,000
			UNDP/UNICEF	PMORALG/LGAs	10,000	80,000
			UNDP	MPEE	20,000	40,000
			UNDP/UNICEF/UNFPA	MoF/LGAs/CSOs	0	150,000

	Sub-Total (Pillar II)	MONITORING, EVALUATION AND COMMUNICATION			RESPONSIBLE PARTY		ESTIMATED BUDGET (USD)			
III										
#	JOINT PROGRAMME OUTPUTS (indicators, baselines, targets)	ACTIVITIES			UN Agency	National Partners	Core	Others	Unfunded	Total
8.	Improved availability and use of disaggregated data <i>Indicator:</i> • #survey supported • #people trained <i>Baseline:</i> <i>Target:</i> • 2 surveys supported per year • 20 people trained	Financial and technical support to design, analysis and implementation of national surveys			UNDP/UNFPA/UNICEF	NBS	30,000		120,000	150,000
9.	Enhanced national capacity for monitoring and evaluation <i>Indicator:</i> # statistical literacy seminars conducted <i>Baseline:</i> 6 seminars (2006) <i>Target:</i> 6 additional seminars conducted	Training on data analysis (including spatial) to NBS staff and members of the Census and Survey group			UNDP/UNFPA/UNICEF	NBS/CWG	30,000		20,000	50,000
		Support coordination functions of the MMS secretariat and the activities of technical working groups			UNDP/UNICEF/UNFPA	MPEE	90,000		60,000	150,000
		TSED maintenance, development and dissemination (including links to sector, routine and local information systems)			UNDP/UNICEF	NBS	130,000		20,000	150,000
		Statistical literacy seminars			UNDP	NBS	45,000		105,000	150,000
		Support to establishment of Tanzania evaluation association and its activities			UNDP/UNICEF/UNFPA	NGOs	55,000		5,000	60,000
10.	MKUKUTA communication strategy operational and participation of non state actors promoted <i>Indicator:</i> # staff trained <i>Baseline:</i> <i>Target:</i> 20 communication officers trained	Support to monitoring progress towards MD/MDGs and other international conventions (e.g. Human Rights)			UNICEF/UNDP/UNFPA	NGOs, MPEE, MCDGC	40,000		20,000	60,000
		Support to strengthening M&E capacity at the LGA level (TSED training, links to LG Monitoring Database)			UNICEF	PMORALG	500,000		0	500,000
		Support to MPEE Technical Assistance Facility (national policy planning and coordination; policy analysis; and MKUKUTA monitoring system)			UNDP/UNICEF/UNFPA	MPEE	450,000		0	450,000
		Support implementation of the MKUKUTA communication strategy, including re-packaging of key public documents			UNDP/UNICEF	MPEE/Moi	40,000		80,000	120,000
		Training of staff in MDAs on effective mass communications			UNDP	MDAs	20,000		30,000	50,000
11.	Programme Support Costs	Targeted non state actors sponsored to participate in the implementation of the communication strategy			UNDP	NGOs	40,000		40,000	80,000
		Sub-Total (Pillar III)					1,470,000		500,000	1,970,000
		consultants, project personnel, meetings, training, travel								120,000
	TOTAL						2,950,000		1,680,000	4,630,000

JP4 Outputs by year and key results³⁶

Outputs 2008

Key result 1: National research capacity strengthened

1. Study on the 'Affordability and reliability of electricity to SMEs' in Tanzania undertaken by REPOA.
2. REPOA (RAWG Secretariat) began the production of the PHDR 2009, commissioned 6 studies for the Status Report, conducted 4 open research sessions and maintained the Resource Centre.
3. A study for strengthening areas of research methodologies completed.
4. The IDS/UDSM curriculum to be improved accordingly.
5. Study on the 'Affordability and reliability of electricity to SMEs' in Tanzania undertaken by REPOA.
6. Voice of Children Report as part of the Views of the People report, which is one of the MKUKUTA monitoring products disseminated.
7. Post Graduate diploma on Poverty Analysis undertaken

Key result 2: Increased skills in production of gender sensitive evidence based policy analysis including gender budget analysis

8. The National Social Protection Framework completed and submitted to Government for approval. Implementation was under the Ministry of Finance and Economic Affairs (MOF). Activities in support of the analytical work included:
9. A study on social protection and children was completed and disseminated.
10. Three Government officers trained on Social Protection issues
11. Guidelines on Child Labour for district child labour committees (DCLCs) and Community Child Labour Committees (CCLCs) developed by the Ministry of Labour Employment and Youth Development (MLEYD).
12. 40 budgeting officers from MCDGC trained on gender budgeting and analyses.
13. Gender budgeting tools developed by TGNP with support from MOF and UNFPA were adopted by the government through MCDGC for coordinated gender budgeting processes throughout the MDAs, this will facilitate sustainable gender budgeting accountability function of the ministry.
14. Study on *child-friendly-budget* completed and disseminated to members of Cluster II working group for comments and agreement on the way forward.
15. 35 participants from CSOs from 4 districts trained on the concept of access to information and collaboration at district level

Key result 3: Improved knowledge management and dissemination

16. Tanzania On-line (the Tanzania information gateway) strengthened in content and outreach. The link is www.tzonline.org

³⁶ Compilation by the authors of this evaluation report

17. Tanzania Knowledge Network (TAKNET), which facilitates on-line information and knowledge sharing and discussion on topical development issues has been launched and is operational. The link is www.taknet.or.tz

Key result 6: Improved quality of resources allocation (budget preparation and process, SBAS/PLANREP and MTEF)

18. Training for all budget officers (16) in PMO-RALG on Planning and Reporting Database for Local Authorities (PLANREP) and Strategic Budget Allocation System (SBAS) conducted.
19. Orientation of 29 out of 30 MDAs (Ministry, Department, Agency) on PLANREP undertaken
20. Review of the PlanRep2 and Local Government Monitoring Data Base (LGMD) for new versions undertaken.
21. Training of 26 staff from MDAs and LGAs on results based reporting and communication mechanisms undertaken

Key result 7: Strengthened participatory planning and coordination at LGA level (PLANREP and local government monitoring system)

22. Training of 41 Regional Secretariats (RS) and PMORALG staff on national policies awareness and localization in development plans and processes conducted.
23. Training of 27 economists from RS and PMORALG on PLANREP, pro poor policy analysis (including mainstreaming cross-cutting issues) undertaken
24. Resources re-allocated to training of 26RS staff on deepening and documentation of Opportunities and Obstacles to Development (O&OD) plans.
25. PETs conducted in the districts of Kilosa, Same and Bagamoyo districts and the report produced.

Key result 8: Improved availability and use of disaggregated data

26. The result has been largely achieved owing to completion of the pilot panel survey, increased skills of NBS staff in spatial data and analysis of disaggregated data.
27. 25 people from NBS and Office of Chief Government Statistician (OCGS) were trained in spatial analysis, gender and presentation of survey results.

Key result 9: Enhanced national capacity for monitoring and evaluation

28. Tanzania Socio-economic Database (TSED) sector databases for 5 ministries developed and launched.
29. Indicators and metadata for the Gender database developed.
30. Awareness workshops on TSED for Permanent Secretaries and mass media conducted. Activity implemented by NBS.
31. Manual for monitoring and evaluation of human rights for Tanzania was developed and 43 investigation officers from the Commission for Human Rights and Good Governance (CHRAGG) were trained on human rights monitoring using the manual.
32. MKUKUTA Bridge document produced by the Ministry of Finance and Economic Affairs

33. Staff of the Ministry of Community Development Gender and Children (MCDGC) trained on reporting on the Convention for the Elimination of all forms of Violence against Women (CEDAW)
34. CEDAW indicators that link to MKUKUTA were reviewed and finalized

Outputs for 2009

Key result/Output 3: Improved knowledge management and dissemination

35. JP4 has facilitated increased content and relevance of the Tanzania Information Gateway at: www.tzonline.org, use of the portal has increased significantly with the number of online documents request standing at an average of 25,000 a day; and registered users for the monthly current awareness list exceeding 30,000 subscribers
36. At the local level, generation and access to information in 4 districts of Uyui, Bunda, Kagera Rural and Morogoro Rural was improved by strengthening the link and feedback with the national/central level.
37. Management and governance of the science, technology and innovation system improved
38. The study on mainstreaming Science, Technology and Innovation (S,T&I) into MKUKUTA and MKUZA was done and extensive consultations involving all stakeholders in the national S,T&I system were held.

Key result /Output 5: Public Expenditure Review (PER) at national and local levels strengthened

39. Toolkit to guide the process of PER at local level developed, has been developed and a comprehensive programme for initiating the PER in Siha and Hai districts is in place.

Key result /Output 8: Availability and use of disaggregated data improved

40. Procurement of the satellite imagery equipment, which for the 2012 Population census was done.
41. Demarcation was done in 3 districts of Manyara region and all (7) districts of Arusha region.
42. District MDG reports which provide the status, trends and progress in the achievement of the MDGs at the district level were developed

Key result /Output 9: National capacity for monitoring and evaluation enhanced

43. Three designated analytical studies under the MKUKUTA review process
44. Substantive features and information of 10 Regional Secretariat websites and linked to the main website www.region.go.tz. The regions are Dar es Salaam, Kagera, Manyara, Ruvuma, Tanga, Dodoma, Singida, Morogoro, Kigoma, and Iringa.
45. JP4 supported the MCDGC for the preparation of the annual Commission on the Status of Women (CSW) conference as well as the participation of senior Government officials at the meeting in New York in March 2009.
46. JP4 supported the MCDGC to prepare and distribute leaflets and fliers across the country and mobilized close to one million people who signed petitions against Violence Against Women and Children (VAW). This culminated in the launch of the campaign in Shinyanga in December 2010.

47. On monitoring of human rights, CHRAGG with support from the JP4 developed (with key stakeholders) a Roadmap and established an Inter-Ministerial Committee to guide the development of the National Plan of Action for Human Rights. Work to develop the plan of action will continue in 2010.
48. During 2009, the JP supported the operationalization of the new Tanzania Evaluation Association (TANEA) by TRACE, an NGO, which is hosting the association. Registration of the association was finalized, the institutional set-up developed and the website (www.tanea.org) established. Public notices have been put up to invite and encourage recruitment of new members and a mapping of M&E activities related to MKUKUTA has been done.

Outputs for 2010

Key result 1: National research capacity strengthened

49. National research capacity strengthened in development policy research and analysis
50. The National Plan of Action (NPA) on the eradication of all forms of violence against women and children (VAW) was produced as a key deliverable in 2010.
51. Training of the VAW committee and law enforcement officers (lower courts, ward, village leaders and police) was conducted in the focus regions of Mara and Shinyanga.
52. Launch of the Multi-sector Committee on VAW has been planned for second quarter of 2011
53. Groundwork and process for developing the new Strategic Plan for the Ministry of Community Development Gender and Children (MCDGC) and review of the Gender Policy were initiated during the period under review. A zero draft of the 3-year SP was produced while a Task Force and an action plan for the review of the Gender Policy are in place.

Key result/Output 3: Improved knowledge management and dissemination of MKUKUTA II

54. Knowledge Network (TAKNET: www.taknet.or.tz) and Tanzania Online (www.tzonline.org). In 2010 ESRF facilitated on-line discussions on topical issues and produced five (5) synthesized policy briefs, which were disseminated to key stakeholders. Also outreach activities to policy makers and general public were undertaken.
55. Further on knowledge management, a database/repository of CSO specific information resources was developed by TANGO with technical support and links with TAKNET and TZ online. This has enabled CSOs to access information and knowledge necessary for an informed and evidence based engagement.
56. As for the set targets under this result, while policy briefs were produced, MKUKUTA II communication strategy was drafted.

Key result/Output 4: Management and governance of the science, technology and innovation system improved

57. For the first time Tanzania now has a set of Internationally Certified Trainers for the Managing Innovation© Programme of CENTRIM & Conti Inc. and this has been used to build a network of managers now capable of applying the knowledge in their institutions. Over 100 trained.

58. There are now 8 trainers for cascading a model for organizational innovation management. They underwent training in an Innovation Strategy Workshop with other 24 persons from the private sector.
59. Organizational capacity of the Tanzania Academy of Sciences (TAAS) was enhanced to support their contribution to national development . Apart from the development of a Strategic Plan, their first ever, the Academy was able to strengthen its Secretariat and held several capacity development activities with regional and international partners such as the African Academy of Science (AAS) and the Royal Society of the UK.
60. About 45 persons drawn from mainly Higher Education, R&D institutions and selected private sector groups underwent training on Innovation systems management. This is a course, which is planned to be permanently housed in a Higher Education Institution for the capacity development of organisations and individuals in science-related MDAs.
61. A review/evaluation of the performance of higher education institutions in the country in STI was also supported to assist in an assessment of capacity needs for human capital development.

Key result /Output 5: Public Expenditure Review (PER) at national and local levels strengthened

62. PER processes at the district level targeting 5 districts of Bunda, Sengerema, Uyui, Hai, and Siha.
63. A joint CSO structure/mechanism for engagement with Government and development partners was also established

Key result/Output 6: Quality of resource allocation in the budgeting process improved

64. During 2010 more than 50 key PMORALG, RS and LGA officials received intensive training in various areas that strengthened their capacities in undertaking oversight functions.

Key result /Output 8: Availability and use of disaggregated data improved

65. NBS (with JP4 support) completed the demarcation of enumeration areas (EAs) for six regions of Tanga, Manyara, Arusha, Lindi, Singida and Mtwara
66. TSED databases for 5 sectors were established and their CDs produced through NBS, UNDP and UNICEF technical support and JP4 funding. These sectors/ministries are MLEYD, MCST, Tanzania Revenue Authority (TRA), MOF and the Police Department.

Key result /Output 9: National capacity for monitoring and evaluation enhanced

67. Review of the MKUKUTA Monitoring System (MMS) and subsequent design of the new MKUKUTA II Monitoring System together with the Indicator Framework. Zero draft of the MKUKUTA Monitoring Master Plan (MMMP), the Indicator Framework and related Capacity Assessment report have been produced for further consultation and validation are in place.
68. The first draft of the MKUKUTA II Communication Strategy was produced in 2010 by MOF with JP4 support.
69. The UN-Gender Working Group and the OHCHR, the process for development of the National Plan of Action for Human Rights progressed to the next level in 2010.

Structured questionnaire for public and private sector staff trained under JP4

Proposed distribution to staff trained in or through:

- Ministry of Communication, Science and Technology
- Ministry of Labour, Employment & Youth Development
- PMO - Regional Administration and Local Government
- National Bureau of Statistics
- Ministry of Finance and Economic Affairs
- Ministry of Community Development Gender & Children
- ESRF/REPOA (diploma Students)

1. Where do you currently work?

Academia () NGO () Government () Private Sector () Other () (please specify):

2. What is your current position?

<input type="checkbox"/> 1	Manager – Director- head of department
<input type="checkbox"/> 2	Technical officer
<input type="checkbox"/> 3	Administration Officer
<input type="checkbox"/> 4	Researcher, academic
<input type="checkbox"/> 5	Other, please specify:

3. How are you involved with the problems of the implementation of poverty reduction and Mkukuta implementation?

<input type="checkbox"/> 1	By managing Government programmes and policies at central government level
<input type="checkbox"/> 2	By managing Government programmes and policies at local/district level
<input type="checkbox"/> 3	By managing international assistance programmes
<input type="checkbox"/> 4	By non-governmental assistance and advocacy
<input type="checkbox"/> 5	By doing research on the problem
<input type="checkbox"/> 6	By engaging in policy analysis and review
<input type="checkbox"/> 7	By engaging in policy planning
<input type="checkbox"/> 8	Other, please specify:
<input type="checkbox"/> 9	Not involved

4. Have you had the chance to participate in any training / capacity building measure implemented (trainings, workshops, seminars, others) with UN support (under JP-4)?

YES ☐ NO ☐

5. In which event did you participate?

Title or topic of the event and implementing institution

6. Regarding the training event, for each of the following statements related to how it influenced you, please indicate the extent to which you agree or disagree with the statement.

	Agree Strongly	Agree Somewhat	Neither Agree Nor Disagree	Disagree Somewhat	Disagree Strongly	No Basis for Judgment
a. The training contributed to the analysis and policy debate on development issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. The training enriched me with new knowledge and provided practical tools for my daily work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. The training provided policy recommendations that I can rely on in making my work more effective	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. The training allowed me to establish new contacts that I still rely on in my work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. The training provided some food for thought but no useful policy recommendations.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. The training provided some food for thought but no practical tools for my daily work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. The training was interesting but of no practical value	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

7. If, as a result of the seminar, your knowledge on the subject matter increased, what was the most valuable information/know-how you took away from this seminar? Please be as detailed as possible on how you used this knowledge

8. How well do you think the training contributed to accomplish the following objectives? (Rate those objectives you consider relevant to training in which you participated)

	Excellent	Good	Fair	Marginal	Unsatisfactory	N/A
a. Making development cooperation more efficient	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>
b. Strengthening national capacities for ownership and government leadership of the development agenda	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>
c. Strengthen national capacities for policy design and analysis	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>
d. Strengthen national capacities for policy implementation	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>
e. Strengthen national capacities for research and dissemination	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>

9. Do you have access to the training materials (after the training is finished)?

YES 1 ☐ NO 2 ☐

10. Please specify the usefulness of seminar materials after the seminar

	Frequently	Sometimes	Rarely	Never	There were no materials of any value to use
a. I use the materials obtained at the seminar frequently for my daily work	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>
b. I have distributed the materials to other colleagues / institutions	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>

TERMS OF REFERENCE
FOR THE EVALUATION OF THE JOINT PROGRAMME 4 ON CAPACITY STRENGTHENING
FOR DEVELOPMENT MANAGEMENT
(TZA 10 - 000 59536)

1. Backgrounds and Context

As Tanzania works to implement and achieve the objectives set out in the National Strategy for Growth and Reduction of Poverty (NSGRP, - MKUKUTA in Kiswahili) and the MDGs, low capacity is recognized as a key impediment to the realization of its development goals. Capacity strengthening has been outlined as a priority in the Government's Decentralization-by- Devolution Policy and the Government is continually working towards enhancing capacities at the regional, district and local government authority level in order to better deliver improved public services and produce and implement strategic plans and budgets in line with a results- based management approach.

The UN in Tanzania agreed to pilot the Delivering As One (DaO) concept with the aim of providing a more coherent, harmonized and coordinated support to the people of Tanzania and maximize the development impact of its programmes and projects. One of the key pillars of the DaO initiative is 'One Programme' that translated into the formulation UN joint programmes in 2007. The Joint Programme on Capacity Strengthening for Development Management (JP4), is one of those JPs but with a specific objective of strengthening national capacities for ownership and government leadership of the development agenda.

Strategically, JP4 responds to national priorities related to capacity development as outlined in the MKUKUTA and inspired from the Vision 2025. Programme interventions respond to Goals 2, 4, and 5 of MKUKUTA Cluster 1, and Goals 1 and 2 of MKUKUTA Cluster 3. It is also linked to the UNDAF Country Programme Outcome 1.1 on '*Increased adoption of equitable pro-poor and gender-sensitive economic policies and programmes*' and Outcome 3.3 on '*Strengthened budget, planning & MKUKUTA/MKUZA Monitoring Systems that foster participation and gender equality*'.

The programme, which started in January 2008 is managed by UNDP and supported by 5 participating UN agencies (PUNs) namely; UNICEF, UNESCO, UNFPA, ILO and UNIFEM. These agencies are to provide technical support in the management and implementation of the JP as well as parallel funding. The main implementing partner (IP) is the Poverty Eradication and Empowerment Department (PEED) of the Ministry of Finance (MOF), while other responsible parties are the Prime Minister's Office – Regional Administration and Local Government (PMORALG), Ministry of Community Development Gender and Children (MCDGC), the Ministry of Labour, Employment and Youth Development (MLEYD), Ministry of Communication, Science and Technology (MCST), Economic and Social Research Foundation (ESRF), Tanzania Association of NGOs (TANGO), Training and Facilitation Centre (TRACE), and the National Bureau of Statistics (NBS).

JP4 interventions are categorized into three key result areas, which also have sub-outcomes as summarized below:

1. Enhanced knowledge generation, analysis and use
 - a. National research capacity strengthened*
 - b. Gender sensitive, evidence-based policy analysis skills strengthened*
 - c. Relevant knowledge and information well managed and disseminated at all levels*
2. Strengthened planning, budgeting and reporting
 - a. Management and governance of the science, technology and innovation system improved*
 - b. Public Expenditure Review (PER) at national and local levels strengthened*
 - c. Quality of resources allocation in the budgeting process improved*
 - d. Participatory planning and coordination strengthened at LGA level*
3. Improved monitoring, evaluation and communication
 - a. Availability and use of disaggregated data improved*
 - b. National capacity for monitoring and evaluation enhanced*
 - c. MKUKUTA communication strategy operational and participation of non-state actors promoted*

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).

As the Joint Programme comes to an end in June 2011, 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 UNDAF, the first all-inclusive One UN business plan for Tanzania, the review of the JP5 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 might derive from the UNDAF.

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 Capacity Strengthening for Development Management (JP4) with a particular focus on effectiveness. The evaluation process and end product is expected to be a learning process rather than a fault finding mission, where recommendations are expected to improve future programming. 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);
- Assess the relevance, effectiveness, efficiency, impact and sustainability of results/activities;
- Explore to what extent synergies among UN agencies in particular and among IPs were explored and affected in implementation;
- What extent the UN was able to go upstream as intended;
- Assess whether capacities were indeed imparted and evaluate the likely impact the improved capacities;
- Evaluate the effectiveness and efficiency of the JP modality used in the implementation of JP4
- To draw experience and lessons learnt from JP4 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 UNDAF 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:

- (a) Analysis of the JP4 programme design and strategy in general
- (b) Assessment of progress towards achieving the outputs/outcome of the programme
- (c) Assessment of the key factors that could have affected or could affect the achievement of the outputs/outcomes
- (d) Discussion of additional priorities that could have been included in the programme.
- (e) Analysis of the sustainability of the results that have been achieved
- (f) Assessment of the extent to which the JP has contributed to the defined results of the United Nations Development Assistance Framework (UNDAF) 2007-2010 and national priorities as per the National Strategy for Growth and Reduction of Poverty 2005-2010 (NSGRP)
- (g) Assessment of the extent to which cross-cutting issues of gender, human rights, capacity development and environment have been mainstreamed

To better guide the evaluation focus, the following questions may be should be included and addressed by the evaluation under each of the areas:

(i) Programme design and strategy

- a. Were past experiences and lessons as well as dialogue with stakeholders in design of the programme and outputs considered?
- b. Was the background work carried out adequate?
- c. How did each party participate and understand its role in the initial design process?
- d. How did the management arrangements contribute (or hinder) achievement of the JP?
- e. How effectively Government systems have been utilized and how this has contributed to the results
- f. Were the implementation strategies effective?

(ii) Relevance

- a. How relevant were the joint Programme outputs and outcomes to assisting in the achievements of Tanzania's national development priorities?
- b. What are the major factors, which have influenced the relevance of the Joint Programme?
- c. To what extent have national ministries/government counterparts demonstrated increased priority to mainstream capacity in policy and programme delivery?
- d. Were the activities and outputs of the programme consistent with the intended key results?

(iii) Effectiveness

- a. To what extent were the key results achieved?
- a. What were the major factors influencing the (non)-achievement of the desired results, including institutional, management and fiscal arrangements?

(iv) Efficiency

- a. How efficient has the Joint Programme delivered its outputs and outcomes?
- b. To what extent did the programme give priority to achieving its key outputs and hence outcomes?
- c. What are the views of the major stakeholders regarding the adequacy and performance of the JP 4 programme?
- d. Were outputs achieved on time?

(v) Impact

- 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?

(vi) Sustainability

- 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?

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:

- Desk review of all relevant documents relating to the project e.g. the project document, annual work plans, progress reports, monitoring reports, expenditure reports etc.
- Desk review of all relevant documents relating to the Delivering as One (DaO) initiative and joint programming e.g. One programme document, DaO report, etc.
- Desk review of national and Government documents that provide the context to the overall capacity issues in Tanzania e.g. MKUKUTA, capacity development strategy, etc.
- Interviews with key partners and stakeholders. These will include participating UN agencies, relevant donors, implementing partners (which include Government) and other beneficiaries,
- Interviews with the JP Working Group (JPWG) and the Joint Programme Committee (JPC)
- Field visits to selected project sites and discussions with beneficiaries

There will be briefing and debriefing sessions with the UN agencies, the Ministry of Finance and Economic Affairs and other key stakeholders. The evaluation will lead by one national and one international consultant. The lead consultant, International after brief orientation, s/he will develop 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:

- **Evaluation inception report**—this will be before going into the full-fledged evaluation exercise. It 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.
- **Draft evaluation report** – this will be reviewed by key stakeholders to ensure that the evaluation meets the required quality criteria
- **Final evaluation report** – should be clear, understandable to the intended audience and logically organized. According to UNDP quality standards, the structure of the report should have the following order:-
 - a) Title and opening pages
 - b) Table of contents

- c) List of acronyms and abbreviations
- d) Executive summary
- e) Introduction
- f) Description of the intervention
- g) Evaluation scope and objectives
- h) Evaluation approach and methods
- i) Data analysis
- j) Findings and conclusions
- k) Recommendations
- l) Lessons learned
- m) Report Annex (including interview list, data collection instruments, key documents consulted, ToR)

- Provide a draft report 10 days before the end of the consultancy period and request for comments to identified stakeholders to allow enough time for incorporation of comments received.
- The Final Evaluation Report should be presented in a solid, concise and readable form and be structured around the issues in the ToR, 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, Poverty Unit – UNDP, and the evaluation team will report to him. 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 point in the programme section to support the consultant(s) during the evaluation process.
- b) Collect background documentation and inform partners and selected project counterparts (including Government)
- c) Meet all travel related costs to project sites outside Region (Dar es Salaam)
- d) Support 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

Evaluation Ethics

The evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. A critical issue 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 April-May 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
<ul style="list-style-type: none"> Collection of data/information, interviews, field visits, analysis, and preparation of the Draft Evaluation report Submission of draft report, De-briefings to UN Agencies and key stakeholders 	22 working days
Incorporation of stakeholder comments and submission of Final Evaluation report	4 working days
Total Work Days	30 working days

8. Evaluation Team and Competences

With 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 both the policy-making process and the delivery and management of assistance. The evaluation team shall consist of 2 consultants: an International consultant (Team leader) (1) and a national consultant (1) 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:

International consultant:

- Master's degree in development studies, development economics, public administration, evaluation or any related development field.
- A minimum of 10 years of professional experience specifically in the area of evaluation of international development initiatives and development organizations

- Substantial international track record of conducting different types of evaluations, including process, project, outcome and impact evaluations in different countries and organizations.
- Knowledge and/or experience of the UN System and the UN Reform process
- Understanding of the development context of Tanzania and/or other developing countries would be an added advantage.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.

Local consultant:

- Master's degree in development studies, development economics, public administration, evaluation or any related development field.
- A minimum of seven years of professional experience, specifically in the area of monitoring and evaluation of international development initiatives and development organizations
- In-depth understanding of the development context in Tanzania, including the national planning/policy, budgeting, implementation and monitoring processes
- A track record of conducting various types of evaluations in Tanzania and preferably in the region
- Knowledge and/or experience of the UN System and the UN Reform process
- Excellent report writing skills
- Demonstrated ability to deliver quality results within strict deadlines

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