



ONE UN Tanzania Joint Programme One
**Wealth Creation, Employment and
Economic Empowerment**



Independent Final Evaluation

Final report - URT/08/50/OUF

July 2011

ACKNOWLEDGMENT AND DISCLAIMER

This report concerns the final evaluation of the UN Joint Programme on Wealth Creation, Employment and Economic Empowerment in Tanzania. The evaluation has been conducted as an independent activity during the months of June and part of July 2011 by a team composed of an international consultant, Andrea Agostinucci, and a national consultant, Christopher Awinia.

The team would like to thank and express high appreciation for the collaboration and valuable support offered by the ILO JP1 management team, as well as to all stakeholders who provided some of their time to offer data and information which were key to the success of the exercise.

TABLE OF CONTENTS

ACKNOWLEDGMENT AND DISCLAIMER	I
TABLE OF CONTENTS.....	II
LIST OF TABLES	III
LIST OF FIGURES.....	III
ACRONYMS AND ABBREVIATIONS.....	IV
0. EXECUTIVE SUMMARY	1
1. INTRODUCTION AND STRUCTURE OF THE REPORT	9
2. PROGRAMME BACKGROUND	9
2.2. Country context and justification of the programme.....	9
2.3. Programme design and results framework	10
2.4. Implementation and Funding arrangements	11
2.5. Programme implementation status	13
3. EVALUATION BACKGROUND AND METHODOLOGY	16
3.1. Evaluation process: sequence of main steps and calendar.....	16
3.2. Approach and methodology for information collection and processing.....	18
3.3. Evaluation questions and criteria.....	19
4. THE EVALUATION FINDINGS	20
4.1. Strategic relevance, alignment and validity of design	20
4.2. Efficiency and effectiveness of joint implementation and management mechanisms	22
4.3. Effectiveness, achievements and impact/1: systems and capacities for improved policies	26
4.4. Effectiveness, achievements and impact/2: access to employment and income opportunities	32
4.5. Sustainability of results and impact: integration and mainstreaming.....	39
4.6. Cross-cutting issues.....	41
5. CONCLUSIONS AND RECOMMENDATIONS.....	45
5.1. Conclusions	45
5.2. Lessons learned.....	49
5.3. Recommendations	50
APPENDICES	52

LIST OF TABLES

Tables	Page
Table 1: JP1 objectives and results	11
Table 2: Summary of programme design and implementation milestones	13
Table 3: Summary of financial data on programme implementation	15
Table 4: Proposed evaluation questions	19
Table 5: Relation between the EQs and DAC Evaluation criteria/other relevant issues	19
Table 6: Main steps in supporting the establishment of a LFSNIS framework between national and local level	27
Table 7: JP1 support to farmers' groups (source: FAO)	32
Table 8: Capacity building for business formalisation and up-grading	35

LIST OF FIGURES

Figures	Page
Figure 1: Evaluation process and calendar	17

ACRONYMS AND ABBREVIATIONS

ASDP	Agricultural Sector Development Programme
ATE	Association of Tanzania Employers
ATTI	Appropriate Technology Training Institute
CBOs	Community Based Organisations
DAC	Development Assistance Committee
DALDO	District Agricultural and Livestock Development Officer
DED	District Executive Director
DIT	Dar es Salaam Institute of Technology
DPLO	District Planning Officer
ECC	Employment Creation Committee
EQ	Evaluation Question
FAO	Food and Agriculture Organisation
FFS	Field Farmer Schools
GDP	Gross Domestic Product
HBS	Household Budget Survey
HQFP	High Quality Farmer Product Ltd
IAGG	Inter-Agency Gender Group
ILFS	Integrated Labour Force Survey
ILO	International Labour Organisation
IPs	Implementing Partners
JAST	Joint Assistance Strategy for Tanzania
JP	Joint Programme
JPWG	Joint Programme Working Group
JPTWG	Joint Programme Technical Working Group
LBT	Labour Based Technology
LFSNIS	Livelihoods Based Food Security Information System
LGAs	Local Government Authorities
LMIS	Labour Market Information System
M&E	Monitoring & Evaluation
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania (National Strategy for Growth and Reduction of Poverty – NSGRP)
MoAFSC	Ministry of Agriculture, Food Security and Cooperatives
MoCST	Ministry of Communication, Science and Technology
MoLE	Ministry of Labour and Employment
MSMEs	Micro, Small and Medium Enterprises
MoTI	Ministry of Trade and Industry
MUCHALI	Mfumo wa Uchambuzi wa Uhakika wa Chakula na Lishe
NATI	Naliendele Agricultural Training Institute
NBS	National Bureau of Statistics
PHDR	Poverty and Human Development Report
PMO (RALG)	Prime Minister's Office (Regional Administration and Local Government)
PMU	Project Management Unit
PPP	Public Private Partnership
PRS	Poverty Reduction Strategy

PUNs	Participating UN Agencies
PWDs	People with Disabilities
RAS	Regional Administrative Secretary
RCO	Resident Coordinator's Office
REPOA	Research for Poverty Alleviation
SACCOS	Savings and Credit Cooperative Societies
SIDO	Small Industries Development Organisation
SMEs	Small and Medium Enterprises
STI	Sexually Transmitted Infections
SUA	Sokoine University of Agriculture
TA	Technical Assistance
TBS	Tanzania Bureau of Standards
TFDA	Tanzania Food and Drug Authority
ToR	Terms of Reference
TUCTA	Trade Union Congress of Tanzania
TYC	Tanzania Youth Coalition
UDSM	University of Dar es Salaam
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNESCO	United Nations Education, Scientific and Cultural Organisation
UN-HABITAT	United Nations Fund for Habitat
UNICEF	United Nations Children Fund
UNIDO	United Nations Industrial Development Organisation
UNJP1	United Nations Joint Programme One
UNWomen	United Nations Women
USD	United States Dollar
VCA	Value Chain Analysis
VEOs	Village Executive Officers
VETA	Vocational Education and Training Authority
VIBINDO	JUMUIYA Vikundi vya Wenye Viwanda na Biashara Ndogondogo Tanzania
WB	World Bank
WDC	Ward Development Committee
WFP	World Food Programme
WHO	World Health Organisation

0. EXECUTIVE SUMMARY

1. Background and context

Programme purpose logic and structure

In 2007, Tanzania was selected as a pilot country for implementing UN reforms of delivering as One. Subsequently, the UN System selected the relation between Growth and Employment as a priority area for support, including it as UNDAF Outcome 1, making it the object of a Joint Programme under the new operating framework. The design and implementation of the JP1 has followed an incremental trajectory. Following a gradual adjustment process, the programme was effectively set on track between late 2008 and beginning of 2009. In the final revised version of the results framework, the programme has the following three outcomes:

- Outcome 1** - Institutional capacity strengthened at national level to develop and manage information systems with gender perspective for better policy making in employment and productive activities
- Outcome 2** - National capacities anchored on gender equity created and strengthened to enhance economic functions of the science, technology and innovation system
- Outcome 3** - Increased and equitable opportunities for decent work and livelihoods for men and women promoted through improvement in agro-productivity, product quality and market access in Mtwara and Lindi focusing on selected commodities (cashew nuts, local chicken, simsim and cassava)

The JP1 has been implemented through established mechanisms including: a ONE UN Joint Government-UN Steering Committee (JSC), ; a Joint Programme Working Group (JPWG); ; and a Joint Technical Working Group (JPTWG); ILO has played the role of JP Managing Agent which entailed responsibility for the overall coordination of the programme and consolidation of work-plans, reports and request for funds.

Purpose and scope of the evaluation

The final evaluation of the UN Joint Programme on Wealth creation, Employment and Economic Empowerment in Tanzania has been conducted as an independent activity during June and part of July 2011 by a team composed of an international consultant and a national consultant. The aim of the evaluation, amongst others, is to provide inputs to the development of the United Nations Development Assistance Plan 2011-2015. The evaluation involves the systematic and objective assessment of the entire joint programme design, the implementation of its components and activities by partners, both jointly and individually, and the results achieved since its inception both at national level and in the pilot regions of Mtwara and Lindi.

Present situation of the programme

The JP1 has come to an end on 30th June 2011. Here below a brief outline of implementation status per outcome is presented. Implementation under outcome 1 has been fairly consistent and has progressed well, allowing to achieve a good deal of planned targets. Implementation under Outcome 2 this outcome has been largely affected by a late start, as UNESCO joined the programme (an STI programme being introduced in the results framework) at a later stage (mid-2008), and the first funds were disbursed only at the end of the year. Implementation of downstream activities (outcome 3) has progressed fairly well

in relation to plans and with respect to the different components, although with mixed results in achieving stated targets and producing early impact.

Evaluation methodology

The tools used in this evaluation included documentary analysis, data collection and analysis, individual interviews and focus group discussions with key stakeholders. The key analytical framework for collecting and processing the information has been an evaluation matrix, which includes (i) six core evaluation questions, (ii) a number of more specific judgment/analytical criteria for each of them, and (iii) a set of possible indicators and sources of information. The evaluation questions were formulated in the attempt to condense and reflect in a synthetic and coherent tool the initial team's understanding and interpretation of the programme rationale and implementation set-up.

2. Main findings and conclusions

Relevance and validity of design: *The programme was highly relevant and aligned to the Government's and Donors' priorities, but has suffered at the outset from an uncertain design*

The JP1 as a whole, and its specific components and assumed relations between them were found highly and directly relevant and aligned with the main comprehensive and sectoral strategies and policies of the government. The JP design was also relevant and well aligned with donors' priorities. The JP is directly aligned with the National Development Vision 2025 and the National Strategy for Growth and Reduction of Poverty-I (NSGRP or MKUKUTA-I), with general reference to Goal I that focuses on sound economic management, wealth and employment creation, and reduction of income poverty.

The JP design was also relevant and well aligned with donors' priorities, in particular with UNDAF (outcome 1), which identified increased access to sustainable income opportunities, productive employment and food security in rural and urban areas as one of its outcomes, which in turn addresses MDGs 1, 3 and 8.

The quality and overall coherence of JP1 design has suffered from its iterative evolution, as the programme has lacked at the outset a consolidated rationale and implementation framework¹. The time-frame for implementation was uncertain, as well as the level and modality of funding; the results framework has been revised 'in progress' as more PUNs (i.e. UNESCO and WHO, leading specific sets of activities on STI and food policy and safety) have joined the programme at later stages. **A crucial improvement in programme design has taken place in correspondence with the introduction of value chain analysis and promotion (VCA) as a unifying principle for re-structuring the rationale of the programme.**

In summary, the JP concept and structure have allowed - despite strong initial constraints and significant limitations - to use the UN's analytical expertise and its operational and

¹ E.g, the duration of the programme was not clearly set at the outset; the results framework was modified when new PUNs (UNESCO) joined-in and entire components (STI) were introduced; outcomes/components introduced from the beginning were partly re-conceived. and the focus on/relation between different key areas such as employment, food security et al. adjusted in progress, as some other PUNs pulled out or limited their actual involvement; the same original outcomes and outputs appear in different formulations in subsequent programme documents

coordinating capabilities to address unemployment, macro-micro linkages of economic growth and growth in the rural and agricultural sector, which remains a major policy concern for the Government of Tanzania and donors.

***Efficiency and effectiveness of implementation and management mechanisms:** The Joint Programme management and implementation set-up has contributed to enhance the value of the support provided (quality of results), but funds allocation and disbursements process have significantly affected smooth implementation.*

The Joint implementation mechanism is perceived as a real and value adding learning process by consulted stakeholders. At the level of PUNs, consulted representatives have confirmed good experience with the process. The joint programme has introduced an opportunity for joint strategic thinking and coordination. The joint implementation mechanisms has also ensured a satisfactory level of involvement of partners and counterparts from the national to the local level.

Planning and funding modalities, on the other hand, did not prove entirely conducive to smooth implementation and timely delivery. Planning was based on a 'vertical' approach, by which each PUN was called to prepare its plan and submit a budget request accordingly. This entailed separate lines of activity and risks of 'compartments' in targeting recipient groups.

The JP1 has been characterised by only partial adherence to Paris principles on channelling funds through the national system. On the other hand, this has led to a possibly stronger emphasis on accountability for results, as all disbursements were associated to specific deliverables under the direct supervision of the Managing Agent. Such 'mixed' system combining funds transfer through ministries, local councils, private or semi-public partners caused some confusion, and contributed altogether to a lengthy and complex process. Smooth and timely implementation was also affected by other factors, above all the unpredictability of funds allocation. An additional constraining factor has been the weak absorption capacity of MDAs and LGAs, as well as – to a more limited extent - IPs.

The management of the JP has proven altogether adequate and efficient, although the M&E framework has suffered from the evolving nature of the programme.

JP1 completed activities and achieved results were partly in line with plans, but did not fully match (nor were always clearly associated to) set objectives and targets. Implementation has progressed altogether fairly well, which constitutes a good achievement especially if one considers the uncertain take-off of the programme and its limited duration.

***Effectiveness, achievements and impact /1:** The programme has brought a substantial but still initial contribution in introducing or strengthening systems and capacities for improved growth and employment policies.*

Structures and tools for enabling economic and employment policies' improvements are being effectively introduced by the programme, although in some cases the process is not completed yet. Information systems have been effectively designed and/or implemented through continued support to relevant national institutions. This has applied at three levels: a) Introduction of a Tanzania Food Security and Analysis System (MUCHALI), framework for the implementation of a livelihood-based food security and nutrition analysis b) establishment of a comprehensive Labour Market Information System, which is now designed, approved and in place under the Ministry of Labour and Employment, but not yet

fully operational c) information collection and analysis on industrial statistics. A survey on industrial production and performance has been completed, including production of a statistical and analytical report, and a Management Information System established.

The programme has provided substantial support to the improvement of the policy framework with a focus on employment creation. This has led to the establishment of 14 Employment Creation Committees (ECCs), as structures in charge of promoting employment creation through the comprehensive implementation of the National Employment Policy approved in 2008.

At the upstream level, the Programme has piloted the implementation of the UN Chief Executive Board (CEB) toolkit for mainstreaming employment and decent work. The exercise has been recently finalized and a consolidated report produced. A proposal for the establishment of a National Centre for Employment Studies (NCES) has also been drafted in collaboration with MoLE by REPOA in June 2011.

As a general key result is in the area on employment policies and structures, the debate on the relevance of a pro-employment focus has been launched. On the other hand, results in bringing employment at 'center-stage' of policy making are still initial, and more needs to be done.

The process in support to the formulation of STI policies and plans linked to economic growth has suffered from delayed take-off (first funds were released in December 2008). This limits prospects that a joint OECD-UNESCO review aimed at validating the proposed STI policy update will take place as the plans cannot be completed within the JP timeframe. In the area of food safety and quality, also due to delayed start-up, the process is at initial stages, but presents a strong potential for follow-up and cross-sectoral integration with other components.

The improvement of policy making through integration and harmonisation of legal and regulatory frameworks across national and local levels is still at initial stages. The pilot implementation of MUCHALI framework at decentralised level is progressing slowly. Similarly, mechanisms to collect LMIS data from regional and local level are not in place yet. ECCs are weakly integrated and embedded into LGAs structures. The MoLE and PMORALG were reported to have taken this up for a policy direction

Capacities were adequately supported, although mixed evidence was found across national and local levels.

Effectiveness, achievements and impact /2 : The programme has supported relevant and effective initiatives for enabling employment and income generating opportunities at the local level, but the duration and scope of the intervention have not allowed to generate 'systemic' effects as yet.

The programme support to enhance the quantity and quality of agricultural production for selected commodities has been adequate and effective, although impacts on productivity levels are still initial. Support has been prevalingly channelled through Farmers Field Schools (FFSs), introduced by JP1 in the two regions as specialised testing units for strategic crops FFSs are recognised by most consulted stakeholders as a good practice and valid model for effective skills up-grading in agricultural practice.

The programme has contributed to enhance the value of selected commodities, but more effort and substantial follow-up are needed to complete the processing cycle and establish sustainable market linkages. The introduction of an appropriate and

crucial 'intermediate scale' in processing capacities constitute an important achievement. However, the capacity currently established is essentially for semi-processing, which does not allow (for instance in the case of cashew nuts) significant margins. The establishment of end-market linkages for processed goods is still to be developed.

Support to business development has been effectively carried out by JP1 under ILO coordination as a key transversal focus, facilitating complementary action and follow-up support to groups by different IPs. Support has combined enterprise formalisation and upgrading, business skills development, improvement of apprenticeship systems and financial support, establishment of youth platform for economic promotion.

As part of its integrated support to business development and youth skills upgrading, **the programme has given impulse to a process for qualifying and valorising – all at once increasing the effectiveness – of the informal apprenticeship system.**

Results in enhancing the business enabling environment and support services and structures at the local level are more limited, and do not seem to descend from a particularly structured intervention beyond single and rather episodic initiatives.

The JP1 has started to introduce alternative modalities for services provision through private enterprise groups and Community based Organizations, promoting the employment generation potential of urban services and public works, with mixed results so far.

***Sustainability of results and impact:** The programme has made a substantial attempt and obtained mixed results in enhancing ownership, capacities and mainstreaming as basis for the sustainability of introduced systems and practice.*

The programme has enabled a fairly solid ownership of introduced processes at national and regional level, whereas at the local level there seems to be a more episodic and fragmented perception².

JP1 support in building capacities of actors at different levels has been fairly appropriate, but not always sufficient to ensure appropriation and take-over at national and local level.

The programme has made an attempt to integrate and mainstream its support as a basis for sustainability. Despite good achievements in this direction, however, too short a time-frame for implementation of a wide range of activities in different areas and at different levels has not allowed to establish a fully integrated and holistic approach.

***Cross-cutting issues:** The programme has successfully mainstreamed gender, environment and youth employment issues across its different areas of activity and through the coordinated work of different agencies.*

The programme has been consistently and successfully introducing gender (and youth) representation and empowerment across its activities, involving UN-Women and making explicit reference to promote gender equity, non-discrimination, participation

² This tends to correspond to weaker integration of newly introduced skills, tools and practices into the routine duties of local officers, and – more generally – into LGAs' programming and budgeting functions.

and accountability in programme support areas.

The programme has provided additional substantial support to youth employment through a combination of ad-hoc and transversal initiatives (Youth Platforms/SACCOs, Challenge Fund for cooperative development, support to youth employment through SMEs in the informal economy).

The JP has given environment conservation high priority, and introduced a number of relevant practices (focused in particular in recycling, renewable energy, labour-intensive/based technologies for maximum utilization of local resources and energy saving approaches) across its different activities, even though initiatives have not always been adequately and systematically followed-up and adopted by key stakeholders.

Main conclusions - The JP1 has constituted altogether a highly relevant and fairly effective intervention. In consideration of the scope and scale of the intervention, combined with the available resources and, most of all, its limited duration, the value of the programme has been more in laying good grounds for follow-up and continued support, rather than in producing a direct substantive impact in terms of employment generation and access to income opportunities. Effects on institutional transformation processes have been more structural and organic, whereas visible improvements on livelihoods seem more 'incidental' and episodic.

The lack of a firm rationale³ and a uniform implementation framework (PUNs/outcomes, duration, funds..) from the outset has affected implementation, limiting prospects for achieving integration and sustainability.

The Value Chain approach – which was in principle appropriate to integrate all JP1 topics– was not developed to the level of a full-fledged holistic framework providing the means to integrate such a large set of different activities as foreseen in JP1 plans⁴. This has caused a certain level of fragmentation and isolation of components and activities less directly associated to the core VC focus.

There is initial but not yet comprehensive evidence under JP1 of vertical and horizontal linkages and convergence between national and local systems, and across various outputs/components. Interesting (but still little structured) complementarities were identified under the JP1, suggesting a strong potential for further support to cross-sectoral integration.

The Integration of supported measures with LGAs procedures, as well as planning and budgeting processes, was pursued but not sufficiently achieved. Capacities at the local level are still rather weak, and there is limited recognition among local officers of the significance and prospects for routine implementation of improved frameworks.

Most achievements of the programme cannot be considered as being self-standing yet. Sustainability will be therefore more than ever associated to the establishment of follow-up support initiatives. It is a key indication of sustainability and impact of the programme the recognition that the UNDP – the new framework for UN Joint Support to the national

³ In terms of overall coherence, integrated results framework,, sequence and relation across-components.

⁴ Some components, such as agricultural productivity, agro-processing, business formalization and upgrading, were successfully integrated along the VC framework, whereas others have the potential to be part of it (e.g. food quality, STI, information systems) but linkages are still at initial stages.

development effort in Tanzania – will provide for the continuation of upstream level support to all the main components of JP1. On the other hand, there is no provision under UNDAP for pre-selected work at regional level. This entails a strong challenge in terms of sustainability of the downstream intervention, and calls into question the notion of ‘piloting’ through area-based support that has been one of the pillars of the JP1 concept.

3. Lessons learned and recommendations

Main lessons learned:

- The existence of a clear and well structured design and implementation framework (durations, resources, participating agencies and partners) at the outset of the programme is a key factor for successful implementation.
- Joint Programming and Implementation mechanisms can be effective and value adding practices, but require adequate resources allocation and monitoring mechanisms.
- Strong potential is associated to cross-sectoral linkages as drivers of integration across different PUNs interventions. This reinforces the importance of a homogenous design and implementation framework
- Strong potential is associated to the introduction of a business development approach, even at community level. It is crucial, in this respect, to provide adequate support in defining appropriate governance mechanisms, and the role of LGAs within a PPP framework-
- The establishment of appropriate institutional capacities – particularly at LGAs level – is the key determinant of sustainable results, and affects the consolidation of upstream linkages.
- Sustainable capacities are more successfully built in line with and as part of the routine work of local officers, and in close relation with the programming and budgeting functions they perform.
- The implementation of a multitude of components and activities during a relatively short period entails a risk of fragmentation at the local level, which affects the consolidation of results and prospects for integration with the local setting. This, in turn, acts as a constraint to sustainable outcomes and limits effects on mainstreaming and replication, calling into questions the notion of piloting at local level.

Main recommendations/upstream level

- Support STI reform until approval of updated policy, integrating the broad range of studies and research conducted by UNESCO in a consistent framework for implementation
- Finalise LMIS tools and manuals until making the systems fully operational and disseminate the industrial survey and further relations with policy making
- Complete institutionalization of CEB process and NCES
- Adjust procedures associated to the joint planning and implementation mechanism as a basis for improved efficiency and effectiveness of future implementation (time-frame for planning, allocation of resources, performance assessment)

Main recommendations/downstream level

- Identify options and opportunities for continuing support in Mtwara and Lindi, enhancing the integration and concentration of activities in key selected strategic areas
- Identify clusters of activities to enhance and structure cross-sectoral linkages in key potential areas; formulate proposals on specific support measures
- Provide substantive on-the-job support to RAS and LGAs staff to operationalize MUCHALI and LMIS
- Continue support to processing capacity on strategic commodities, with a focus on building end-market linkages
- Assess the ECCs profile and current status in order to identify and address major constraints and alternative options to further their legitimacy and recognition
- Conduct a thorough assessment of supported capacities at LGAs level, in order to identify gaps and major constraints to sustainable capacity building; develop a targeted assistance program.

1. INTRODUCTION AND STRUCTURE OF THE REPORT

The final evaluation of the UN Joint Programme on Wealth Creation, Employment and Economic Empowerment in Tanzania has been conducted as an independent activity during the months of June and part of July 2011 by a team composed of an international consultant, Andrea Agostinucci, and a national consultant, Christopher Awinia.

The **aim of the evaluation** is to provide inputs to the development of the United Nations Development Assistance Plan 2011-2015.

As per its TOR, the evaluation involves the systematic and objective assessment of the entire joint programme design, the implementation of its components and activities by partners, both jointly and individually, and the results achieved since its inception both at national level and in the pilot regions of Mtwara and Lindi.

The present report is structured as follows: the first part provides an overview of the **programme background**, including country context and justification of the programme; design and rationale; implementation and funding arrangements; and summary implementation status. A second part describes the **evaluation background**, including the process and main steps and the approach and methodological framework. A third part is constituted by the **body of findings**, which are presented in detail as answers to the six evaluation questions and related sub-questions or judgement criteria as presented in the evaluation matrix; The last part includes a detailed summary of **conclusions and lessons learned** from the evaluation exercise and a list of **practical recommendations** for possible follow-up support.

2. PROGRAMME BACKGROUND

2.2. Country context and justification of the programme

Tanzania's Gross Domestic Product (GDP) growth has fallen from 9.3% per annum in 2001 when the PRS 1 was formulated to 6% in 2006, rising slightly to 6.7 % in 2009 (NBS, 2010: 24, PHDR, 2009). Poverty levels have declined by only 2% between 2000/01 and 2007 (HBS, 2007, PHDR, 2007). Unemployment remains high at 13.4% among youth aged 18-34, at 15.4% among female youth and at 14.3% among male youth in 2006 (ILFS, 2006). The overall unemployment rate was 11% in 2006, only slightly declining from 12.9% in 2000/01 when PRS 1 was initiated (NBS, 2007).

The above trends raised key policy questions as to why during the PRS 1 implementation period macro-economic growth has not led to a corresponding decline in income and food poverty. The review of PRS 1 and formulation of MKUKUTA explain that macro-economic growth has not led to a corresponding fall in poverty reduction because sectors which were experiencing high growth levels had no linkages with employment intensive sectors, particularly the agriculture sector.

During the same period, Tanzania was selected as a pilot country for implementing UN reforms of delivering as One. Subsequently, the UN System selected the relation between growth and employment as a priority area for support and included it as UNDAF Outcome 1. Given the transversal nature of the issue, and the opportunity that it presented for a collaborative effort, the United Nations decided to make it the object of a Joint Programme under the new operating framework, with a focus on strengthening institutions and

capacities for policy making in order to devise and implement appropriate measures for employment and poverty responsive growth.

2.3. Programme design and results framework

The design and implementation of the JP1 has followed an incremental trajectory. The programme was initiated in September 2007 following the decision by the UN in Tanzania to pilot the One UN Joint Programming approach from July 2007. The period between July-December 2007 was used to develop the JP1 project document and an annual work-plan for 2008. In January 2008, PUNs signed an MoU to implement, on a pilot basis, the project under review.

At the outset, the programme lacked a shared consistent rationale, nor there was clarity on its duration. Between March and July 2008, a series of baseline assessments were conducted to identify opportunities and entry-points for piloting downstream activities in Mtwara and Lindi Regions⁵. By mid-2008, UNESCO joined the programme, following a presidential request to devise and implement a programme for the reform of STI policies.

In August 2008, a JP1 stakeholder workshop was conducted in Mtwara⁶ to sensitise key stakeholders on entry-points for wealth creation, employment generation and economic empowerment, and to build consensus on priority areas of intervention. This workshop constituted a key step, as a successful attempt was made to re-organize the programme rationale around a unifying value chain development framework serving as conceptual and functional reference for integrating different streams of activity and related implementing Agencies⁷. The Mtwara workshops signified the effective start-date of JP1 intervention at decentralized level in Mtwara and Lindi as it brought in all stakeholders to participate in deciding on the key areas of programme intervention, and this is in line with Human Rights Based Approach (HRBA) to programming.

Following such gradual adjustment process, the programme was set on track between late 2008 and beginning of 2009. In 2009, it was further decided to harmonize the programme and financing planning and reporting cycle to the Government's fiscal year, in accordance with the principles of Paris Declaration, Tanzania's JAST and the One UN reform's own objective of aligning to Government systems. This means that the JP1 has had indicatively two and a half years (also considering that funds for STI activities were not available before December 2008) of full-fledged implementation.

The pilot and inherently iterative nature of JP1 is reflected in the different programme documents - Results and M&E framework, AWP, progress reports. Despite a substantially successful attempt to mirror such evolution providing at once a (to any possible extent) consistent and homogeneous representation of the programme, the various documents altogether do not understandably provide a completely and immediately consistent and harmonised benchmark on programme implementation in terms of targets, indicators, activities.

As shown in the following table, the initially introduced results framework was reviewed (and the sequence of outcomes and outputs changed) in 2009/2010, as new PUNs (UNESCO

⁵ These Regions were chosen as, despite a significant potential for growth, they show the lowest national scores in most human development indicators and MDG targets.

⁶ The workshop drew diverse participants from the RC, heads of UN agencies, Government officials from Ministries and LGAs, and civil society.

⁷ The establishment of a coherent strategic framework has posed significant challenges in particular for outcome 3, as its achievement entailed the integration of a large number of different sub-components and the collaboration among a large number of PUNs.

and at a later stage WHO) had joined the programme and following gradual consolidation of the adjusted rationale.

Table 1: JP1 objectives and results

Overall aim of the Joint Programme	Provide strategic policy inputs and build capacities to enable national counterparts to implement policy objectives
Objective	Increase productivity, competitiveness, employment opportunities and food security through access to and effective use of productive resources and access to markets and food
Initial results framework (2007/2008)	
Output 1	Strengthened institutional capacity to implement the national employment creation programme (NECP) and make employment and income central to national policies
Output 2	Strengthened capacity of MDAs/LGAs and other stakeholders to monitor and manage food and nutrition security
Output 3	Increased and equitable opportunities for decent work and rural livelihoods with improvement in agro-productivity, product quality and market access
Revised results framework (2009/2011)	
JP Outcome 1 (upstream level)	Institutional capacity strengthened at national level to develop and manage information systems with gender perspective for better policy making in employment and productive activities
Output 1.1	LMIS, LFSNIS and common NBS-MITM/MIS industrial survey established by 2010
Output 1.2	National Employment Creation Structures established and operational by 2010
JP Outcome 2 (upstream level)	National capacities anchored on gender equity created and strengthened to enhance economic functions of the science, technology and innovation system
Output 2.1	Policies and plans of action with gender mainstreaming for the explicit integration of STI into the economy / improved rural-urban access and service delivery in place by 2011
JP Outcome 3 (downstream level)	Increased and equitable opportunities for decent work and livelihoods for men and women promoted through improvement in agro-productivity, product quality and market access in Mtwara and Lindi focusing on selected commodities (cashew nuts, local chicken, simsim and cassava)
Output 3.1	Viable enterprises including cooperatives and farmers associations in place
Output 3.2	Capacity of LGAs improved to ensure product quality and safety
Output 3.3	LFSNIS and NBS-MITM/MIS established and operational by 2010
Output 3.4	BDS and support structures to enterprises strengthened for better market linkages
Output 3.5	Waste management for sustainable productive activities promoted

2.4. Implementation and Funding arrangements

JP1 was one of the ten UN JPs aiming at piloting UN reforms in Tanzania. The reforms will be implemented in phases from One Programme, to One Budget and subsequently One UN Office and One Leader. JP1 among others started to pilot the One Programme phase. The JP approach aims to maximize development effectiveness by bringing in the cumulative and complementary expertise of different agencies, reducing transaction costs and promoting alignment to national systems and policies. JP1, in particular, intended to test whether and how UN Agencies can deliver as One at both upstream level through influencing national policy and through direct interventions at downstream level.

As integral part of the ONE UN Programme, JP1 has been implemented through established mechanisms including: a ONE UN Joint Government-UN Steering Committee (JSC)⁸ and a Joint Programme Working Group (JPWG)⁹, serving as key programming body of the programme and composed jointly by PUNs and relevant partner MDAs, who have been co-chairs of the WG (and therefore signed for approval of AWP and funds) on a rotational basis. A Joint Programme Technical Working group (JPTWG)– including relevant expertise from PUNs, constituent members and implementing partners, was also established to oversee the implementation of the programme on a day to day basis under the chair of the Managing Agent.

ILO has played the role of JP Managing Agent, which entailed responsibility for the overall management and coordination of the programme and consolidation of work-plans, reports and request for funds. A Project Office comprising of a Senior Programme Manager, two Programme Assistants and a Finance Assistant was set within the ILO office. The PMU has provided support as secretariat to the JPWG in developing work-plans, organizing JPWGs and JWG, organizing joint monitoring visits, annual reports and annual reviews. The PMU has also been implementing the ILO's component of the JP. The MA has, in addition, established a JP field office staffed with one Programme Officer in Mtwara. The field office served to coordinate implementation of downstream activities and as unified liaison between all PUNs and RAs and LGAs.

Resources for JP1 implementation came from either a pooled ONE UN Fund to implement the 'unfunded portion' of the programme, or from parallel (pre-existing allocated funds from each agency directly to implementing partners) mechanism. Budget requests were consolidated by the MA and transmitted to the RCO. Allocations were then channeled to individual PUNs, which could either provide them directly to IPs or MDA/LGAs (always on the basis of agreed work-plans and deliverables) or make direct payments to vendors and suppliers.

The JP has successfully used national organizations as implementing partners (IPs) to conduct specific activities. IPs were recruited through open, competitive bidding modalities and engaged under sub-contract modalities. Based on their comparative advantage and expertise, the IPs were mostly drawn from Government parastatal organizations including ATTI, SIDO, DIT, UDSM, VETA, TBS, NATI (Mtwara) and civil society organizations such as VIBINDO and TYC. Others included the Academia like the University of Dar es Salaam Consultancy Bureau, Moshi University of Cooperatives and Business Studies and Dar Institute of Technology as well as REPOA – a national think tank

Through an outcome on institutional capacity to strengthen national level information systems (on labour market, food security and nutrition, and industries) the programme has also sought to strengthen national monitoring and evaluation systems on MKUKUTA Cluster One Growth and Reduction of Poverty Goal. At joint project output level, the M&E framework has involved developing a joint annual work-plan with indicators, monitoring results quarterly through the Joint Working Group (JWG) and reporting for results through the Annual Progress Reports produced by the Managing Agent. Joint Monitoring Visits were undertaken by all PUNs, participating Government MDAs and IPs at least once a year. A mid-term and a final independent external evaluation have been undertaken to account for results and distil lessons learned.

⁸ With the UN Resident Coordinator and Permanent Secretary Ministry of Finance as Co- Chairs

⁹ Under the Co Chair of Permanent Secretaries of PMORALG and MoIT – who were the key functional Government ministries under the JP work

2.5. Programme implementation status

Following from and integrating the above-described evolving design process, the next table provides an overview of the key steps and milestones encompassing design start-up and implementation of the programme.

Table 2: Summary of programme design and implementation milestones

Step	Remarks	Date
ONE UN Programme		October 2007
Joint Programme document and results and M&E matrix		Sept 2007
MoU		Jan 2008
JP1 Agreement	Estimated starting date: 03/08 Estimated duration; 18 months	February 2008
1 st AWP	Funds delayed / first available funds in June-July Activities organised per groups of PUNs under a lead Agency (difference with following plans) Activities carried forward until mid-'09	February 2008
Joint UN/Govt scoping mission to Mtwara and Lindi		February 2008
Baseline studies		June-Aug. 2008
First JPWG meeting held		April 2008
Field coordination office set-up		
Stakeholders workshop in Mtwara	Presentation of baseline studies (LMIS, informal economy, PPP for SWM, LBT, VCA, youth enterprise mapping, gender issues Partial reformulation/improvement of the JP logical FW (VC approach, three core axis FAO/UNIDO/ILO	August 2008
Second JPWG meeting	Revised work-plan including new JP STI outcome, with UNESCO lead agency	August 2008
2 nd AWP (2009)	Alignment with govt budgetary year	
Reviewed Results and M&E FW		March 2010??
New PUNs joining in	UNESCO / WHO	July 2008 /2010

Here below a short narrative overview of progress status per outcome is presented. A complete detailed summary table on implementation of activities per outcome and output is presented as appendix to this report.

Outcome one: implementation under this outcome has been fairly consistent and has progressed well, allowing to achieve a good deal of planned targets.

Under output 1.1, the programme has extensively backed the formulation and adoption of LMIS and LFSNIS frameworks, even though the LMIS systems at MoLE is not fully operational yet. The joint MITM/NBS industrial survey and MIS, and related capacity building measures have also been completed.

Under output 1.2, ECCs, as structures for the implementation of the NEP and LMIS, have been established in a number exceeding initial targets, but are mostly not operational yet. A framework for self-assessment of employment policies and outcomes has been introduced, and terms for the establishment of a NCES defined, although the structure is not started to date.

Outcome two: implementation progress under this outcome has been largely affected by a late start: UNESCO joined the programme at a later stage (mid-2008) upon a specific presidential request; the programme architecture was therefore revised in order to introduce a specific STI programme. The first funds, however, were disbursed only at the end of the year, which has caused long delays in taking-off of activities and a consequent substantial stall that has been resumed only recently. The programme has proceeded to the preparation of a national background report on STI, which will form the basis for an external review aimed at validating a proposed policy update. Several complementary initiatives are under way to identify opportunities for promoting technological innovation in relation to SMEs and economic growth and build capacities of relevant organizations.

Outcome three: implementation of downstream activities has progressed fairly well in relation to plans and with respect to the different components, although with mixed results in achieving stated targets and producing early impact. In general terms, targets associated to this outcome were not formulated in such a way to allow accurate monitoring of progress in the different components. Some components, moreover, have been adjusted in progress, and not all pipelined activities have been carried forward (as it results from a review of indicators from the original JP results framework), whereas others have gradually gained importance focus. In particular:

Under output 3.1: good progress in relation to plans and a substantive amount of activities were carried out in implementing the various sub-components – support to formalization and upgrading of enterprise, agro-processing, youth enterprise skills, on the job LBT pilot, cooperative development – although some food processing units supported with equipment and machineries are not operational yet.

Under output 3.2: the food safety component – despite substantive activities and capacity building carried out - suffered of a late kick-off as joined the programme at later stages (in 2010).

Under output 3.3: the LFSNIS, despite extensive support and capacity building in line with plans for the decentralised implementation of the framework, is not yet fully operationalised at LGAs level.

Under output 3.4: Activities in BDS promotion were completed, although not all supported facilities are operational (ex BICs);

Under output 3.5: implementation of PPP for Solid Waste Management implementation is mostly in line with plans, although some delays occurred in the up-taking and operationalisation of the new framework for services provision at LGAs level.

Assuming as reference the last reviewed logical/results framework of the programme, the following table attempts to ‘re-construct’ – on the basis of different (and not always fully homogeneous) documents (AWPs, results frameworks and progress reports) - the key targets/indicators per output, providing a summary overview of implementation paths towards their achievement.

Lastly, the tables in the next page present a consolidated summary of financial data on programme implementation.

Table 3: Summary of financial data on programme implementation**ANNUAL FINANCIAL STATEMENT - USD (2008-2010)**

		YEAR 2008		YEAR 2009		YEAR 2010		TOTAL	
		One Fund	Parallel	One Fund	Parallel	One Fund	Parallel	One Fund	Parallel
Funding allocation during period	A	7.355.927,25	610.100,00	3.279.652,00		1.408.996,85		12.044.576,10	610.100,00
Budget for period (resources received for period)	B	4.884.768,69	550.100,00	5.545.590,00	315.000,00	4.956.954,99		15.387.313,68	865.100,00
1. Programme Expenditure for period	C	1.734.942,27	550.100,00	3.731.396,00	237.500,00	3.354.975,20		8.821.313,47	787.600,00
2. Management Fee	D	121.445,95		278.423,00		294.643,86		694.512,81	-
Total Expenditure	C+D	1.856.388,22	550.100,00	4.009.818,00	237.500,00	3.649.619,06		9.515.825,28	787.600,00
Budget Balance for period	B-E	3.028.380,47		1.535.771,00		1.307.335,93		5.871.487,40	-
Funding Balance	A-E	5.499.539,03	60.000,00	(1.045.526,00)	60.000,00			4.454.013,03	120.000,00

ANNUAL FINANCIAL REPORT BY OUTPUT - USD (2008-2010)

Planned JP Outputs	YEAR 2008			YEAR 2009			YEAR 2010			TOTAL		
	Budget	Expenditure	Variance	Budget	Expenditure	Variance	Budget	Expenditure	Variance	Budget	Expenditure	Variance
Output 1.1 National/Regional/LGA Employment creation committees established in 2008 and become operational in 2009	391.860,65	247.818,30	144.042,35	1.493.027,00	1.022.778,00	470.249,00	1.239.239,00	912.404,72	326.834,28	3.124.126,65	2.183.001,02	941.125,63
Output 2: Strengthen capacity of MDAs/LGAs and other stakeholders to monitor and manage food and nutrition security	1.165.100	559.050,54	606.049,46	180.000	0,00	180.000,00	148.708,00	0	148.707	1.493.808,00	559.050,54	934.756,46
Output 3:1 Enterprise established and operating	3.878.537,17	1.593.248,51	2.278.288,66	4.082.562,00	3.173.539,00	909.023,00	3.469.867,00	2.654.734,00	815.133,00	11.430.966,17	7.421.521,51	4.002.444,66
Output 3:2 Roads Constructed	6.371	6.371				0,00				6.370,87	6.370,87	-
Output 4	105.000	51.000	54.000				99.140,00	82.481,00	16.659,00	204.140,00	133.481,00	70.659,00

3. EVALUATION BACKGROUND AND METHODOLOGY

3.1. Evaluation process: sequence of main steps and calendar

The final evaluation of JP1 started on the 28th of May, 2011. The in-country mission was conducted by the full team between 31st of May and 14th of June. The evaluation process was divided into three main phases, which are briefly described below:

1-Desk (home-based) and Inception phase (Dar Es Salaam):

- Review of key programme documents; preparation of draft evaluation work-plan
- Start of in-country phase in Dar Es Salaam: consultation with key national stakeholders i.e.:
 - (i) Introductory meeting with JP1 Programme Manager and Management Unit staff
 - (ii) Individual interviews with representatives of participating UN Agencies: FAO, UNIDO, UNDP, UN Women, WHO, UNESCO
 - (iii) Focus groups and individual interviews with MDAs Focal Points: Prime Minister's office for Regional Administration and Local Government (PMORALG), Ministry of Industries, Trade and Marketing (MITM), Ministry of Works (MoW), Ministry of Labour and Employment (MoLE), Ministry of Agriculture, Food and Cooperatives (MAFC)
 - (iv) Focus group with Implementing partners, including: ATTI, REPOA, VETA, UCB, TYC, DIT, ATE, SIDO, TUCTA, TFDA, VIBINDO and TBS.

During the Inception Phase, the PUNs, Ministries Focal Points and IPs provided a comprehensive and detailed description of JP1 key achievements and progress to-date.

After completion of the Inception Phase, the second week of the evaluation mission was used to visit, validate and assess the implementation of downstream activities in Mtwara and Lindi.

2-Field Phase (Mtwara and Lindi regions):

- Consultation of regional and local government representatives (RAS in Mtwara and Lindi, and a sample of two Municipal – Lindi and Mtwara, and two Rural – Mtwara and Masasi, District Councils, including individual interviews and focus groups with high level officials and technical staff from relevant departments)
- Direct participation to ongoing programme activities (e.g. high-level consultative workshop on LFSNIS in Mtwara)
- Visits to specific activities/sites and meetings with groups of beneficiaries and partners: Farmers Field Schools; Agricultural Resources and Research Centers; food (cashew-nut) processing factories and small/individual processing units; Apprenticeship system workshops and Networks (LAPNET); Youth platforms/SACCOs; Youth and Women groups).

3-Follow-up/Consolidation Phase (Dar Es Salaam)

On return to Dar Es Salaam and prior to the departure of the international consultant, the evaluation team carried out the following activities, in order to complete and fine-tune the information collection process, as well as to share and initially follow-up on preliminary findings with key stakeholders at the national level:

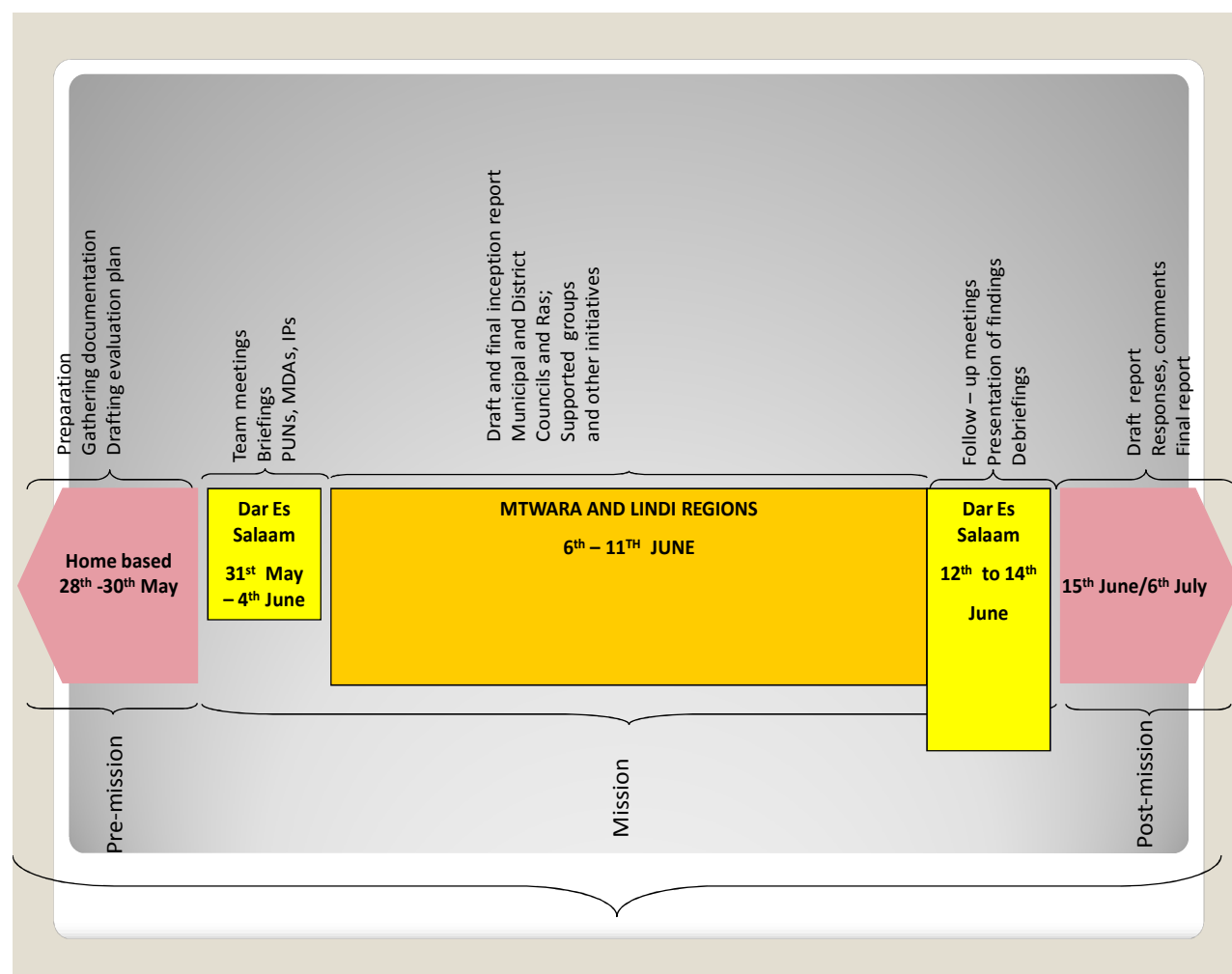
- Focus groups for extensive follow-up and debriefing with ILO/MA Management Unit, Including Field Coordinator.
- Additional gap-filling meetings with relevant national stakeholders: Ministry of Agriculture, Food Security and Cooperatives (MAFC), Mechanisation Department; National Bureau of Statistics (NBS); Ministry of Science and Technology, focal point for STI reform.
- Debriefing (power point presentation and discussion on the evaluation process and preliminary findings) with PUNs representatives.

4-Analysis and Reporting Phase

- Initial analysis of collected information and data
- Preparation and sharing with PUNs for feedback on a Summary Table on Findings per components and main transversal issues (basis for the elaboration of the report)
- Preparation and submission to the Managing Agent of a draft evaluation report
- Receipt and incorporation of comments from MA and other stakeholders
- Finalization and submission of a final evaluation report

The following figure provides a visual representation of the evaluation process and calendar

Figure 1: Evaluation process and calendar



3.2. Approach and methodology for information collection and processing

The tools used in this evaluation included documentary analysis, data collection and analysis, individual interviews and focus group discussions with key stakeholders.

The key analytical framework for collecting and processing the information has been an evaluation matrix, which includes (i) six core evaluation questions, (ii) a number of more specific judgment/analytical criteria for each of them, and (iii) a set of possible indicators and sources of information.

The evaluation questions were formulated in the attempt to condense and reflect in a synthetic and coherent tool the initial team's understanding and interpretation of the following different dimensions (and related documents), which all concurred to define the conceptual and methodological horizon of the exercise:

- The rationale of the programme – including its background and justification, the implementation modality through the ONE UN mechanism, and the objectives, outcomes and outputs structure as it has been evolving between 2007 and 2010.
- The two (2007/2008 and 2010) results and monitoring frameworks, which reflect the evolution of the programme logical architecture.
- The main 'components' of the programme, as resulting from the organization of activities in thematic clusters implemented by different UN Agencies.
- The annual work-plans, including targets, indicators and detailed activities for each outcome.
- The TOR's section on proposed evaluation questions, based on the standard evaluation criteria of relevance, efficiency, effectiveness, outcome/impact, and sustainability, and additional 'chapters' on partnership and coordination, cross-cutting issues, lessons learned and recommendations for future programming.

In addition to the complexity of an evolving and iterative results and implementation framework, the following key features of the JP have suggested implications for the *evaluability* of the proposed evaluation questions:

- The departure from a traditional, stand-alone 'project' approach, in favour of a newly introduced coordination mechanism by which:
 - (i) a large number of concomitant activities were carried out in relation to a set of integrated (yet in some cases substantially different) topics and
 - (ii) at different levels (national/local),
 - (iii) by a large number of Agencies and
 - (iv) through a multiplicity of institutional and implementing partners.
- The focus on processes, systems and capacities, and in general on a 'software' dimension that can be difficult to isolate and measure, especially as it likely to produce visible effects in a longer timeframe than the actual duration of the programme has allowed.

Moreover, the experience during the field phase has shown that the available information (as such, and to the extent that it has been possible to obtain it) is not necessarily homogenous and therefore not immediately comparable. Different Councils were found to have focused on different activities and with different degrees of intensity. Staffing arrangements were not conducive either: high staff turnover and fluid/shifting division of labour (concerning for instance how responsibilities on employment issues were – most

often temporarily - attributed). The physical availability of relevant officers also posed a significant constraint, as most of them were particularly busy during the period, being away for grassroots work or available only for a limited time.

Given the above considerations, the available time/resources, and the organization of this evaluation, the team deemed appropriate to interpret the evaluation exercise as a qualitative review based on sampled evidence and a cross-cutting analysis of key emerging issues.

In this perspective, the evaluation matrix (presented in full as an appendix to this report) was intended as a comprehensive but flexible reference framework for analysis and presentation of findings based on the team's 'reconstruction' of the strategic focus of the programme. The proposed indicators were also intended for indicative guidance, delimiting the implications associated to planned activities and results, and were used to a different extent according to the actually available evidence and information.

3.3. Evaluation questions and criteria

The following tables present the adopted six evaluation questions, and their relation to standard evaluation criteria.

Table 4: Proposed evaluation questions

EQ 1	How consistently did JP1 design address government and donors' priorities for inclusive growth, employment and economic empowerment?
EQ 2	To what extent JP1 management and implementation set-up have facilitated the attainment and enhanced the value of planned results?
EQ 3	To what extent has JP1 contributed to establish and/or strengthen systems and capacities for conducive wealth creation, employment and economic empowerment policies?
EQ 4	To what extent has JP1 contributed to improved rural livelihoods and agricultural development through access to employment and income generating opportunities in pilot areas?
EQ 5	How well are JP1 results embedded and integrated into national and local systems and policies?
EQ 6	How well and consistently are cross-cutting issues addressed and incorporated into JP1 activities and results?
	<i>Lessons learned and recommendations for future programming</i>

Table 5: Relation between the EQs and DAC Evaluation criteria/other relevant issues

Evaluation questions		Relevance	Efficiency	Effectiveness	Outcome/impact	Sustainability	Partnership and coordination
EQ 1	Alignment and design	√					
EQ 2	Joint implementation mechanism		√	√			
EQ 3	Systems and capacities for improved policies			√	√		
EQ 4	Access to income and employment			√	√		
EQ 5	Mainstreaming and integration					√	√
EQ 6	Cross-cutting issues	√		√	√	√	√
	Lessons and recommendations	√	√	√	√	√	√

4. THE EVALUATION FINDINGS

This chapter presents the findings of the evaluation following the 6 evaluation questions as described under the previous section.

4.1. Strategic relevance, alignment and validity of design

The programme was highly relevant and aligned to the government's and donors' priorities, but has suffered at the outset from an uncertain design and

The JP1 as a whole, and its specific components and assumed relations between them were found highly and directly relevant and aligned with the main comprehensive and sectoral strategies and policies of the government. The JP is directly aligned with the National Development Vision 2025 and the National Strategy for Growth and Reduction of Poverty-I (NSGRP or MKUKUTA-I), with general reference to goal I that focuses on sound economic management, wealth and employment creation, and reduction of income poverty. MKUKUTA recognizes the close relation between income poverty and low growth in the productive (and services) sectors, and places a priority focus on the achievement of productivity gains in agriculture by strengthened capacities of small farmers and improved competitiveness through value chain linkages.

The Ministry of Agriculture, Food Security and Cooperatives (MAFC) National Agricultural Policy (NAP) and other documents recognize the importance of enterprise development to promote private sector investment to create jobs, emphasising employment creation at the farming processing level¹⁰. The Agricultural Sector Development Strategy and the Rural Development Policy provide a strategic framework for the coordinated implementation of sector policies, including supporting research and extension services to improve productivity, promoting private sector participation in the processing, storage, input supplies and marketing - leading to job creation. Both LGAs' and Central Government's role are emphasised to create a conducive environment to attract investors. The RDP also points out the need to facilitate equal access to land (men/women) and to improve agricultural processing so as to add value to the products - hence enhancing job creation.

MKUKUTA, moreover, considers employment as a crosscutting issue and (cluster one, goal two) a contributing means towards reducing income poverty through inclusive, sustainable growth and development¹¹.

As reported in the ILO/REPOA report on CEB exercise, 'the low or non-integration of employment and decent work issues in national development frameworks is one of the lead factors for the low impact of employment creation goals on economic growth and poverty reduction' (HBS, 2008). In response to the employment challenge, the government has developed a National Employment Policy (NEP, 2008), which is being implemented by the Ministry of Labour and Employment (MoLE), and aims to 'stimulate adequate employment

¹⁰ The NAP, on the other hand, does not give specific consideration to the potential of employment creation in the value chain (i.e. from the farm/production stages at peasant's level - through to the final consumers' stage).

¹¹ Specific areas of intervention include: promoting employment intensive investments, Business Development Services, skills training for enhancing employability etc. The strategy also mentions improving the labour market information system, implementing affirmative action in employment creation, boosting industries to generate income and creation of productive and decent jobs, especially for women, youth and people with disability. It also identifies, as its goal, the effective enforcement of the labour laws and standards, strengthening employable skills for more and better jobs.

growth to reduce unemployment and underemployment, to attain full, productive and decent employment for all Tanzanians, especially in the rural areas'. A National Youth Employment and related Action Plan have also been developed.

Most policy, programme and strategy documents of the Ministry of Industry and Trade (MIT) place a central focus on employment creation and enterprise development. The MoW Construction Industry Policy (CIP) makes explicit reference to the development of an efficient and self-sustaining roads network for the agricultural sector to enable access to rural, regional and international markets; it also mentions promoting pro-economic growth by encouraging labour and community based construction activities, with active participation of women and youth as a way of creating jobs. It has incorporated training and capacity building of workers in new technologies to enhance productivity and income, and clearly spells out that the development of human resources is essential to improve the performance of the informal sector.

Gender as a cross-cutting issue is also extensively addressed in the MKUKUTA across all three clusters; in particular, issues of employment opportunities in the informal sector, support programmes for women entrepreneurship, provision of reliable and affordable energy are of specific relevance to the focus of the programme.

The JP design was also relevant and well aligned with donors' priorities, in particular with UNDAF (outcome 1), which identified increased access to sustainable income opportunities, productive employment and food security in rural and urban areas as one of its outcomes, which in turn addresses MDGs 1, 3 and 8. Moreover, the JP implementation modality addresses (to variable extents) the key principles as outlined in the Rome Declaration on Aid Harmonisation (2003), Paris Declaration of Development Effectiveness (which has been adjusted and articulated in Tanzania through a Joint Assistance Strategy for Tanzania - JAST), and the UN reforms. The JP – despite being a pilot – has intended to align itself to the new development partnerships architecture and division of labour, based on comparative advantage of different technical agencies working together through unified coordination mechanisms (MA, JWG..) to support country-led strategies and using national systems and expertise.

The combination of complementary downstream (piloting of relevant practices and tools) and upstream (policy monitoring and analytical support) components under JP1 is highly relevant to sound, evidence-based policy making and implementation, which in turn constitutes a key condition for enhancing the effectiveness of aid provided by donors through budget support modalities.

The quality and overall coherence of JP1 design has suffered from its iterative evolution, as the programme has lacked at the outset a consolidate rationale and implementation framework. The time-frame for implementation was uncertain, as well as the level and modality of funding; the results framework has been revised 'in progress' as more PUNs (i.e. UNESCO and WHO, leading specific sets of activities on STI and food policy and safety) have joined the programme at later stages. Arguably, the JP was an unprecedented pilot that involved learning by doing, but such an uncertain set-up has entailed the risk to affect the overall sequence, time cycle and complementarity of key results.

A crucial improvement in programme design has taken place in correspondence with the introduction of value chain analysis and promotion (VCA) as a unifying principle for re-structuring the rationale of the programme along a robust vertical and horizontal

complementarity and integration among activities led by three PUNs¹². Integration and cross-links remained less evident (and therefore less likely to lead to real coordination among PUNs and IPs) – entailing some fragmentation and dispersion – for components and clusters of activities falling out of (or not adequately carried forward to match) the integrated – although in many respects still initial and loose – value chain focus¹³. For other reasons (many different components and a large number of small scale activities, partners and beneficiaries, sometimes insufficient ‘critical mass’ of resources and short implementation time-frame) the design of the programme has not made it possible to overcome some risks of ‘dispersion’ and weak integration of the downstream level intervention.

In summary, the JP concept and structure have allowed – despite strong initial constraints and significant limitations, as it will be described in the following chapters – to use the UN’s analytical expertise and its operational and coordinating capabilities to address unemployment, macro-micro linkages of economic growth and growth in the rural and agricultural sector, which remains a major policy concern for the Government of Tanzania and donors. The JP1 has provided an opportunity for the UN to translate relevant national policies¹⁴ into practical action in order to achieve at once immediate tangible results and relevant lessons for further feedback into improved policy frameworks.

4.2. Efficiency and effectiveness of joint implementation and management mechanisms

The joint programme management and implementation set-up has contributed to enhance the value of the support provided (quality of results), but funds allocation and disbursements process have significantly affected smooth implementation.

This question makes transversal reference to all outcomes and outputs as it deals with the overall appropriateness and efficiency of the JP1 implementation and management set-up.

The Joint implementation mechanism is perceived as a real and value adding learning process by consulted stakeholders. At the level of PUNs, consulted representatives have confirmed good experience with the process. **The Joint Programme has introduced for the first time an opportunity for joint strategic thinking and subsequent coordination throughout following operational stages.** In particular, efficient division of labour and synergies have been enabled and furthered in correspondence with a consistent and unifying rationale for integrated action. This applied for example to the value chain approach linking FAO, UNIDO and ILO intervention in the agricultural sector¹⁵, or the transversal focus on the formalization and upgrading of enterprises and cooperatives through capacity building and complementary support measures linking ILO and UNIDO.

¹² FAO focusing on productivity and produce quality at farm level, UNIDO on value addition through food processing, and ILO on capacity building and business support. The same three agencies have led upstream level support to the establishment of integrated information systems on labour market (ILO), food security (FAO) and industrial statistics (UNIDO).

¹³ This applies for example to outcome 2, to some groups of activities under outcome 3 (food safety, laboratories, business support centres) and in enabling consistent functional links between upstream and downstream dimension of the same sectors/components.

¹⁴ In addition to the above described policies, reference can be made to a National Vocational Training Policy, National Research and Development Policy, Small Industrialisation Policy, National Food Security Policy, National Nutrition Policy and the National Food and Drug Safety Policy.

¹⁵ Consulted MDAs like MITM confirmed that the introduction of a VC approach served as a drive for integration of different but complementary streams of activity.

The joint implementation mechanisms has also ensured a satisfactory level of involvement of partners and counterparts from the national to the local level. In particular, relevant MDAs and RAS representatives in the two regions have expressed strong appreciation for the ONE UN approach¹⁶. The PMORALG talks of the experience matured through the implementation of the JP as a 'major advance in government-donors relations', which has introduced the practice of joint analysis and strategic elaboration, and further clarified the role of the UN as a 'facilitator' of government owned processes.

At LGAs level - as it is further discussed in other parts of this report - the involvement of partners in the joint process appears less systematic, but this is probably associated to the more general issues of 'dispersion' and fragmentation of downstream activities than to a specific deficiency in the consultative effort on the part of the PUNs¹⁷. On the other hand, the actual integration among PUNs themselves appears to have worked more consistently at the upstream level, whereas it was somehow dispersed in the multiple flows of smaller scale activities at the local level.

The coordination and consultation process has been well structured and consistently enforced at different levels under the ILO that served as MA and Secretariat of the process. This included, at the national level, four JPWG meetings at crucial implementation stages; meetings of a JPTWG (roughly every one/two months) for discussing more operational issues; stakeholders workshops at the national and regional level; joint monitoring missions, involving PUNs and relevant partners (two per year), which constituted a particular good opportunity for mutual learning and joint iterative planning; sensitization missions carried out by specific PUNs with relevant partners and local governments; and specific technical missions whereby international and national consultants have been tasked to carry out thorough topic and/or context-related analysis as a basis for programming specific interventions.

The JP implementation mechanism provided also a good basis for integration and coordination among IPs. Consulted IPs representatives expressed appreciation for the opportunity offered by the JP to share experience as a basis for future programming¹⁸, as for instance at the occasion of the '08 stakeholders' workshop in Mtwara. The promotion of exchange and complementarity¹⁹ among leading organizations in different but often contiguous areas has been indeed a key added value and substantive result of the programme - beyond the simple recognition of an efficient implementation modality.

Planning and funding modalities, on the other hand, did not prove entirely conducive to smooth implementation and timely delivery. Despite a promising basis for coordination and integration, planning was based on a 'vertical' approach, by which each

¹⁶ Reference was made, among others, to the opportunity to concentrate resources, to favour consistent and systematic learning 'on the job', to the introduction of an integrated and sequenced approach to programming, including joint strategic thinking for defining priorities at higher levels, deeper context analysis through ad-hoc tasked teams and implementation in consultation with local authorities.

¹⁷ In the opinion of PMORALG, LGAs were adequately involved in joint implementation mechanisms. Consulted LGAs officials confirmed in principle this judgment, but their partial and in some occasions inconsistent awareness of the broader JP support framework suggests some caution in confirming it.

¹⁸ The representative of the Trade Unions for instance praised the JP as a good mutual learning process, broadening horizons of the organization (in particular on employment issues) and offering opportunities of integration with other structures.

¹⁹ Some specific evidence of complementarity include: mapping and assessment of informal groups and youth enterprises by UCB serving as basis for planning activities of other partners such as TYC; groups having benefited of multiple trainings offered by different IPs, for example on business formalization and upgrading; close partnership and integration across activities of different IPs, as VETA and SIDO, TYC and UCB, TFDA and TBS...)

PUN was called to prepare its plan and submit a budget request accordingly. This entailed separate lines of activity and risks of 'compartments' in targeting recipient groups (despite some substantial evidence of integration as the same groups were informed and called to apply for support under different PUNs activity, each PUN had 'its' groups to deliver to). As a result, there's been only partial room for outcome-based integration, and more generally the risk of a still prevalently supply-driven intervention, by which each PUN was urged to obtain funds and find a way to spend them through quick win actions.

The channelling of funds has entailed three modalities: (i) funds channelled to IPs (on the basis of specific service contracts) directly or through the exchequer; ii) funds directly procured by PUNs (although in full compliance with national procedures) and iii) funds transferred to MDAs or LGAs, on the basis of specific deliverables (i.e. not through a basket fund/budget support modality).

Based on process indicators included in the JP progress reports, only 13% and 50% of JP funds were channelled through the exchequer respectively in 2009 and 2010. The HACT (Harmonised Approach of Cash Transfer) system, moreover, has not been fully implemented, as for most PUN approval for expenditure beyond a given threshold has to go through headquarters.

In sum, the JP1 has been characterised by only partial adherence to Paris principles on channelling funds through the national system, which has caused JP1 to score low in the overall UN funds allocation process based on the use of national systems. On the other hand, this has led to a possibly stronger emphasis on accountability for results, as all disbursements were associated to specific deliverables under the direct supervision of the Managing Agent. On top of that, JP funds transferred through LGAs were used to outsource goods and services to enterprises supported by the programme, thus reinforcing contribution to private sector growth.

As a matter of fact, however, most consulted stakeholders (including PUNs and partners) confirmed that such 'mixed' system combining funds transfer through ministries, local councils, private or semi-public partners caused some confusion, and contributed altogether to a lengthy and complex process. Moreover, the transfer of funds to IPs through the exchequer (for instance on FAO upstream activities) was found to cause delays in implementation.

Smooth and timely implementation was also and more heavily affected by other factors, above all the unpredictability of funds allocation. The yearly allocation and funds, in particular, has had some rather counterproductive effects. First, as it was based on a comprehensive evaluation of performance²⁰ it penalised some PUNs like FAO that never received full budget despite strong involvement. Secondly, yearly allocation has entailed a need for PUNs to undergo every time a complicated process of requesting funds, negotiating among them, with the RCOs and finally with IPs. In turn, work-plans – which were signed before allocation – had to be continuously revised and adjusted, activities and resources carried forward, not knowing how much and when would be available for the following year.

As a result of this, significant time for implementation has gone lost, and the late disbursement of fund has affected both PUNs²¹ and IPs (e.g. SIDO, TFDA, DIT) in their

²⁰ This was combined with the pro-rata mechanism by which budget requests risked to be inflated and de-linked from actual implementation capacity.

²¹ UNESCO and WHO, for instance, who joined the JP at later stages, were able to start activities even later – respectively in late 2008 and early 2011. UNESCO envisage to give some 400.000 USD back at the end of the programme as money unspent out of a total of 1.4 millions received.

capacity to fulfil plans. This has induced pressure for expenditure through quick wins, limiting the potential for coordination and integrated action within a medium-term framework.

An additional constraining factor has been the weak absorption capacity of MDAs and LGAs, as well as – to a more limited extent - IPs. It is a shared view among PUNs that this has also deeply affected timely delivery of outputs, particularly as far as the reform agenda is concerned. The still partial use of the HACT system has further limited the possibility to address weak management capacity of partners through consistent strategies and support (TA) measures.

The management of the JP has proven altogether adequate and efficient, although the M&E framework has suffered from the evolving nature of the programme. Extensive and accurate documentation and reporting (general and related to punctual activities) have been observed, along with punctual and accurate coordination of joint activities (working groups, monitoring missions, stakeholders' consultation etc..) as confirmed by the general appreciation of consulted stakeholders. The unified and punctual liaisons function at field level was also extensively recognised by consulted stakeholders in Mtwara and Lindi.

The management set-up was found appropriate to the foreseen tasks. The MA function – driving the crucial coordination and integration of different actors in the programme, including balancing mandate needs and potential of a large number of involved PUNs – entailed a heavy work-load that did not affect accuracy of outputs.

A rather weak point resides in the M&E system, which remained mainly narrative and lacked a systematic reference to a set of targets and indicators. This is also attributable to the continuous evolution of the programme rationale and framework, and in particular to the need to adjust it rapidly in coincidence with the joining of new PUN and related mandates and outcomes/outputs.

JP1 completed activities and achieved results were partly in line with plans, but did not fully match (nor were always clearly associated to) set objectives and targets. Implementation has progressed altogether fairly well, which constitutes a good achievement especially if one considers the uncertain take-off of the programme, its limited duration (hardly three years) and the above described constraints to timely delivery.

With respect to the coherence and integration of plans in relation to the programme results framework, it was found that targets and indicators are not always accurately and consistently associated to outputs and activities. Moreover, some discontinuities are noticed between the first (2008) and following AWP (2009/2010), as the initial focus has been gradually re-oriented, with the result that some initiated activities have been 'lost' in the transition. More generally, the difficulties associated to the incremental and iterative nature of the programme, and consequent lack of a firm and consolidated logical and operational framework from the outset, are reflected in the gradual but imperfect synchronisation and alignment of planning and reporting requirements. To a similar extent, as discussed more extensively in various parts of the report, this has affected synergies and linkages among activities planned and carried out by different agencies, and consistent monitoring for results.

4.3. Effectiveness, achievements and impact/1: systems and capacities for improved policies

The programme has brought a substantial but still initial contribution to introducing or strengthening systems and capacities for improved growth and employment policies.

This question makes prevailing reference to Outcomes 1 and 2 under the JP1 revised results framework. Specific outputs under Outcome 3 are also associated to this question, as dealing either with national (and local) level activities focused on improved information and policy frameworks (output 3.2 food safety and 3.4 on BDS for market linkages) or with pilot implementation of introduced frameworks at a decentralised level (output 3.3 for LFSNIS).

Structures and tools for enabling economic and employment policies' improvements have been effectively introduced by the programme, although in some cases the process is not completed yet. The focus on the programme was on improving relevant national systems for policy making through support to

- (i) integrated information systems, including labour market, food security and industrial statistics;
- (ii) (ii) the broader policy framework on employment, including tools for sector policies assessments, focused research and dissemination, and the institutionalisation of ad-hoc structures in support of integrated policy making and employment promotion; and
- (iii) iii) the formulation of a Science, Technology and Innovation Policy integrated to economic growth concerns, including plans and capacities for its implementation. In addition, support has been provided across national and local level on food safety and quality issues.

Information systems have been effectively designed and/or implemented through continued support to relevant national institutions. This has applied at three levels:

a) The JP1 (through FAO) has consistently and effectively backed the Government-led Food Security Information Team (FSIT) in promoting and designing MUCHALI (the Swahili version of the Tanzania Food Security and Nutrition Analysis System), a framework for the implementation of a livelihood-based food security and nutrition information analysis (LFSNIS) in Tanzania.

MUCHALI is aimed at operationalizing the IPC (Integrated Phase Classification) analytical tool, and consists of an integrated system sourcing and processing data through a cross-sectoral focus. LFSNIS was found particularly relevant as responded to the perceived need to introduce joint assessment procedures reconciling (too) many different tools and reports for measuring food security and nutrition. Whereas previous approaches were essentially based on direct food production, mainly for self-consumption, the LFSNIS approach factors-in nutrition aspects, and addresses food security not only from a production/availability perspective, but also and most of all as a matter of access, which in turn entails issues of asset, income generation, vulnerability, coping strategies from a transversal livelihoods perspective.

The process supported by JP has been based on a phased approach. Following baseline analysis and sensitization workshops at with national and local decision makers, awareness and consensus on the relevance of the new framework have been built, leading to the formal endorsement of MUCHALI and ensuing decision to operationalize LFSNIS, formalising

structures and coordination mechanisms. In the meantime, national and local capacities to conduct field assessment, data collection and processing, and reporting were strengthened through food security and nutrition (FSN) situation analysis exercises and the preparation of a nationwide situation assessment, as a basis for piloting the implementation of the a framework in the two regions of Mtwara and Lindi from 2010. Parallel support was provided in finalising the design of an integrated system (conceptual framework,, institutional set-up, and software for data collection....). As a result of the process, the newly introduced system is now fully devised and in place at the national level.

Table 6: Main steps in supporting the establishment of a LFSNIS framework between national and local level

Sensitization meetings and workshops	2007/08
LFSNIS endorsed	March 2008
MUCHALI endorsed (LFSNIS implementation framework)	September 2009
MUCHALI Inception workshops in Mwtara and Lindi	January 2010
Capacity building of six Districts (Mtwara and Lindi)	May-June 2010
(six) Districts level FSN assessments (in parallel with national FSN assessment)	August/Sept. 2010
High-level decision makers' workshop (Lindi)	Nov 2010
Capacity building for other six LGAs /high-level decision makers' workshop (Mtwara)	May-June 2011

b) Support was also provided through ILO to the establishment of a comprehensive Labour Market Information System. Following combined support in the form of capacity building technical assistance and equipment, a framework is now designed approved and in place under the Ministry of Labour and Employment, which constitutes another tangible output of the programme in this area.

However, the LMIS is not yet fully operational, as guidelines and a software for testing data collection, analysis and dissemination should be prepared after recruitment of a consultant in July 2011 (expected completion November 2011).

c) A third stream of substantive JP1 support (through UNIDO) in enhancing integrated processes for information collection and analysis concerned industrial statistics. In the past two mandated institutions - Ministry of Industry Trade and Marketing (MIITM) and the National Bureau of Statistics (NBS) - used to conduct separate industrial surveys, whereas now coordination mechanisms have been set in place. The process is well owned by both structures and cooperation established based on respective prerogatives and functions.

A survey on industrial production and performance has been completed, including production of a statistical and analytical report, and a Management Information System established. Despite the organization of a high-level event for results dissemination at the national level, information about the survey at the local level is still perceived insufficient by the MITM (the report is only in English).

Improvements in the delivery of national industrial statistics will also constitute an input to the full establishment of a LMIS. For the time being, there is no particular evidence of direct use of the survey as a basis for improved policy making resulting from an harmonised and integrated framework. On the contrary, a parallel survey on SMEs landscape is being produced by the MITM with support by the World Bank, but no integration among the two initiatives is foreseen.

Relevant complementary initiatives have been supported by the programme under outcome 3 (output 3.4-BDS and support structures for better market linkages), focused on enabling supply chain development through exchange and match-making among investors: an investor survey is ongoing (data entry stage after a questionnaire was distributed and filled)

and will be followed by the set-up of an investment monitoring platform; an SPX (sub-contracting partnership exchange) has been established at TCCIA headquarters.

The programme has provided substantial support to the improvement of the policy framework with a focus on employment creation. This has led to the following key results.

14 Employment Creation Committees (ECCs) have been established (two at regional and 12 at district level, exceeding the initial target) as structures in charge of promoting employment creation through the comprehensive implementation of the National Employment Policy approved in 2008²². ToR and Action Plans for ECCs operations have also been prepared and adopted.

The government, with support from ILO, provided extensive support in building the capacity of established ECCs, culminating with capacity building workshops held in Mtwara and Lindi in December 2009 with the attendance of 205 persons including ECCs member and LGAs officers. However, the consolidation and operationalisation of ECCs is still not achieved. Most ECCs do not meet regularly yet (and have hardly met at all in the past²³), as – among others - LGAs do not set aside sufficient funds. In general, ECCs suffer of competing priorities for funding, and risk of confusion/overlapping with other existing committees, particularly as their legitimacy and mandate are not consolidated yet²⁴. Social partners, who have been involved in capacity building activities and are nominally represented in the ECCs as per TOR, have not been sufficiently involved in sensitization initiatives.

At the upstream level, a process of utmost importance supported by the JP1 has consisted of the piloting through REPOA of the UN Chief Executive Board (CEB) toolkit for mainstreaming employment and decent work. The exercise has been recently finalized and a consolidated report produced. Support – promoted and endorsed by the Ministry of Labour with ILO and in conjunction with key relevant social partners (ATE TUCTA) – has included the sensitization of Directors of Policy and Planning and Planning Managers from key strategic ministries on how to incorporate employment issues in the Planning and Budget Guidelines for 2010/2011, further training on the use of the toolkit and its adjustment to the Tanzanian context before use.

REPOA, in collaboration with the MoLE and ILO trained eight ministries²⁵ self-assessment teams (for a total of 45 officers) in the application of CEB Toolkit, and facilitated the assessment of thirty one government policies, strategies and programmes for employment and decent work inclusion through the lens of the four decent work strategic objectives, e.g.: employment and enterprise creation, social protection, standards and right, and governance and social dialogue.

The CEB exercise was found of particular relevance as it has introduced a focus on the mainstreaming of employment as a cross-cutting issue, building conceptual and analytical capacity across relevant officers in different Ministries as a basis for integrated policy making according to the decent work for poverty reduction agenda. Following the exercise, a

²² Specific functions attributed to ECCs include: public and private investment promotion; HRD development; improved labour markets, institutional and regulatory frameworks; improved capacities to mainstream employment into District and Regional plans and budgets.

²³ Only at regional level and in Mtwara rural and municipal the mission found evidence of past meetings.

²⁴ Six LGAs, on the other hand, have been able to reflect in their 2011-12 budget the provision to mainstream employment and decent work issues, which should constitute a promising lesson for the other councils as well.

²⁵ Finance, Home Affairs, Agriculture, Labour and Employment, Trade and Industry, Works and Local governments.

recommendation has been formulated to further tailor the tool for scaling-up and replication through direct use by concerned authorities under MoLE coordination.

A proposal for the establishment of a National Centre for Employment Studies (NCES) has also been drafted in close collaboration with MoLE by REPOA in June 2011, following extensive consultations with key stakeholders. REPOA had previously been designed to host a secretariat on employment studies at the occasion of a forum organized in December 2010 under JP1 with ILO, MoLE, ATE and TUCTA. The objective of the NCES – as national think-tank on employment studies - will be to undertake research in order to inform and stimulate policy debate on employment creation and decent work. Its establishment proves a relevant initiative as currently there is no public or private institution that is fully dedicated to producing high-quality research and analysis on employment studies in the country. An operational plan and budget, as well as a research agenda for the first two years of operation have been produced.

As a general key result is in the area on employment policies and structures, the debate on the relevance of a pro-employment focus has been launched. Most activities carried-out in parallel by the programme (PPP promotion, support to informal sector, cooperatives and small industries, value chains promotion) bear an inherent employment focus, and have contributed to raise awareness and introduce a transversal approach to employment creation. This has been reinforced by cross-sectoral integration promoted by PUNs and by the joint involvement of different MDAs in activities such as the LMIS set-up and CEB review. As reported by key MoLE officials, relations (awareness, cooperation) between national and local authorities on employment issues have started to improve.

On the other hand, results in bringing employment at ‘center-stage’ of policy making are still initial. MoLE owns the process and has been making an effort to channel it down to the local level through sensitization meetings with high-level officials, lobbying with PMORALG and LGAs through RAS to enhance implementation of ECCs. Despite efforts and noticeable improvements, however, employment does not seem yet through as a priority in councils’ agenda.

The process in support to the formulation of STI polices and plans linked to economic growth has suffered from a late start (as the outcome was introduced at a later stage once UNESCO joined JP1 to implement an STI reform programme drafted upon Presidential request), a delayed take-off (first funds were released in December 2008), and a period of stand-by, following which activities have been resumed only recently.

After a series of sensitization and consultation workshops, the set-up of STI programme implementation structures (steering committee and coordination unit), and the organization of a study visit to international experiences for government officials, the process has advanced in signing a partnership with OECD, setting a model for the analysis in preparation of a National Background paper. The paper was expected to be issued in June 2011, and would constitute a basis for the external review and validation before approval of an STI policy framework, which has been meanwhile updated as part of the reform programme. However, as it has been recognized by consulted UNESCO officials, there is no prospect that the joint OECD-UNESCO review will take place as the plans cannot be completed within the JP timeframe.

Relevant, additional activities were started, and related capacities built as part of the STI programme,²⁶ but the lack of a comprehensive policy framework for implementing them strongly affects prospects for turning them into sustainable results.

In the area of food safety and quality, support under JP1 was affected by similar constraints as for STI (WHO joining-in at later stages as lead agency and late release of funds). The process is therefore at initial stages, but presents a strong potential for follow-up and cross-sectoral integration with other components (self-employment promotion targeting youth and women, agro-processing..).

WHO has been working with TFDA in drafting (and disseminating) guidelines on compliance and enforcement measures under the Food Drugs and Cosmetics act (2003). Guidelines and tools for surveillance on food borne diseases, regulations for food packaging and genetically modified food products, and guidelines for street vendors on compliance with food hygiene status have also been developed. As part of a broader initiative in 11 regions across the country, the programme has also supported the organization of training of health officers and food inspectors in Mtwara and Lindi (ToT with 31 participants from each region). Additional support was provided to laboratories for food analysis, in purchasing field test kits for food contaminants, and in training extension officers for quality assessment of raw cashew nuts at farm level, and equipment for mobile testing of quality and safety compliance. This activities have a potential for follow-up as are of direct relevance for economic growth, value addition and food security, but support for the time being has been rather episodic and little structured to produce visible results.

In order to become part of functioning systems driving policy making and implementation, newly established structures and tools must be operationalised and embedded into existing frameworks, which requires: (i) building adequate and sustainable capacities for managing them and (ii) integrating them with existing norms and procedures at national and local level.

The improvement of policy making through integration and harmonisation of legal and regulatory frameworks across national and local levels is still at initial stages. JP1 has piloted the decentralisation of the LFSNIS in the two regions of Mtwara and Lindi through consistent support to all districts. This has entailed inception workshops, a staged training programme involving four relevant officers for each council, high-level consultative workshops with decision makers and the undertaking of district level survey followed by a situation report preparation.

However, the pilot implementation of a MUCHALI framework at decentralised level is progressing slowly, and has not allowed yet the complete establishment of a mechanism linking national and local levels as a basis for policy making and resources allocation²⁷. Six districts have engaged in undertaking their own integrated FSN assessments for the first time in Tanzania, even though only one report (Mtwara District) has been already finalised and transmitted to the Ministry²⁸.

²⁶ This includes including studies on policy-research interactions; design of a programme on capacity development in maintenance engineering; collection of investment proposals for innovative tourism clusters/training for 20 operators; venture capital financing sensitization workshop for the tourism sector; assessment study and workshop on e-waste; introduction of an STI sector in the investor survey, workshops and training programmes on: commercialisation of R&D products; innovation and product development; strategic marketing; innovative culture and creativity.

²⁷ Some early evidence was found of relevant information on food shortage and nutrition based on the new analytical framework transmitted from district level (Liwale) to the Ministry of Agriculture.

²⁸ A major, consolidated FSN assessment is expected by August 2011.

MUCHALI teams are established in all 12 districts in Lindi and Mtwara regions, but are mostly not operational yet; monitoring formats are not harmonised yet and budget provisions for funding the systems prevailingly not made²⁹ (although the intention to allocate resources for it in the future was generally expressed by consulted LGAs).

In general terms, the introduction of MUCHALI is recognised as a relevant and valuable contribution that will facilitate the systematic collection of integrated data. At the same time, its full implementation is acknowledged by local stakeholders as a challenging task, requiring capacities and resources for a complex institutional and operational set-up to be in place.

Similarly, mechanisms to collect LMIS data from regional and local level are not in place yet, although the MoLE is liaising with PMORALG to formally direct LGAs to engage into this.

One of the (well grounded) reasons for establishing ECCs has been their possible contribution to fill the gap in addressing employment issues at local level, as the decentralised institutional set-up is not very conducive and responsive to employment issues³⁰. However, ECCs seem still ill-equipped to face such a challenge, as they are weakly integrated and embedded into LGAs structures: consulted LGAs officers have shown little awareness about the nature and function of ECCs, which are often confused with Human Resources and Recruitment Departments. Random assignments, high turnover and frequent transfers weaken stable allocation of human resources to employment related functions³¹. This risks to further affect a still uncertain identity and mandate, as the perception of ECCs shifts across multi-stakeholders forums and statutory bodies, sectoral and transversal structures.³² ECCs links with the national framework, moreover, are not linear, as these bodies fall under MoLE functional responsibility but the establishment and resources endowment of ad-hoc bodies and committees descend from PMORALG jurisdiction and related provisions.

Other activities discussed under this chapter – Industrial surveys, STI – have an almost exclusive upstream focus, and do not therefore lend themselves to analysis of consistency and integration with local set-ups.

Further evidence on the level of integration and harmonisation of systems across national and local level will be referred to practices piloted ‘from the bottom’ (PPP, Apprenticeship systems...) and therefore discussed under the following chapter (EQ4).

Capacities were adequately supported, although mixed evidence was found across national and local levels. MUCHALI is a good example of this. At national level, there seems to be full understanding and control of the process among consulted officers at the MAFC. On the other hand, relevant officers from all districts in the two pilot regions went through a consistent and substantive capacity building process on MUCHALI, including workshops, training sessions, practical assessments³³. Despite this, there seems to be still limited awareness among them (at least with reference to those that were met by the mission), and

²⁹ As a good example of complementarity, there is initially evidence of financial coverage from alternative sources: in Mtwara, CARE international will finance LFSNIS activities for the next five years.

³⁰ There is no employment officer in charge, often staff from other departments results temporarily ‘acting’ on employment issues.

³¹ This matter, along with the lack off funds, has been raised by MoLE and brought to the attention of PMORALG to ensure adequate allocation of human and financial resources to fulfill ECCs mandate.

³² According to a consulted officer, ECC are built on an over-ambitious mandate and risk to create expectations that cannot be met as funds and institutional leverage are limited

³³ By 2010, 30 food security and nutrition professionals (6 females and 24 males) from six LGAs and National MUCHALI team participated in the entire process.

for specific instance among some consulted Agricultural Officers (DALDOs), about the actual terms and prospects for the implementation of the system³⁴.

The same seems to apply with regard to the LMIS. The MoLE staff has been trained in Tanzania and Italy (ITC Training Center), and shows good level of ownership and control over the process. LGAs staff (3 per council) have been directly trained by Ministry staff with JP1 support (including equipment) but the data collection exercise at local level has not started due – among others – to a continued lack of qualified staff.

4.4. Effectiveness, achievements and impact/2: access to employment and income opportunities

The programme has supported relevant and effective initiatives for enabling employment and income generating opportunities at the local level, but the duration and scope of the intervention have not allowed to generate 'systemic' effects as yet.

This EQ makes prevailing reference to JP Outcome 3, which is mostly focused on activities at downstream level, including their implications on national frameworks and policy making.

JP1 has provided support in piloting improved practices for employment and income generation in the regions of Mtwara and Lindi. Such support has been articulated along three main axis of intervention i.e.

- (i) Agricultural productivity and food processing
- (ii) (ii) enterprises' formalisation and upgrading (including apprenticeship system, cooperatives and youth) and
- (iii) (iii) Improved services delivery for employment creation (through PPP in solid waste management and Labour Based Technologies for rural roads and infrastructure rehabilitation and maintenance). As anticipated, a consistent transversal focus has been ensured by the value chain development approach applied on selected commodities (cashew nut, cassava, sesame, local chicken).

The programme support to enhance the quantity and quality of agricultural production³⁵ for selected commodities has been adequate and effective, although impacts on productivity levels are still initial. Support has been prevalently channelled through Farmers Field Schools (FFSs), introduced by JP1 in the two regions as specialised testing units for strategic crops. FFSs are recognised by most consulted stakeholders (RAS and LGAs officers, Ward resources centres, farmers) as a good practice and valid model for effective skills up-grading in agricultural practice. Moreover, as effective 'farmer to farmer' training and dissemination, FFSs were found to contribute in making-up for limitations and increasing the outreach and sustainability of extension services.

The table below reports figures on the number of FFS supported, including benefiting youth and women.

³⁴ As it will be further discussed in this report, this is also due to high-staff turnover, sometimes overlapping and/or competing tasks and a more general difficulty in 'embedding' a large and (maybe too much) diverse menu of training opportunities from different sources within the routine work of councils' officers.

³⁵ Mainly provided through FAO

Table 7: JP1 support to farmers' groups (source: FAO)

Region	FFS groups supported / No. of youth	Participation of Women
Mtwara	158 (3792)	44.7%
Lindi	184 (4610)	

Evidence of improved techniques include the introduction of disease resistant varieties, testing and multiplication of improved seedlings (e.g. cassava, cashew nuts), seed banks, vaccines and disease control (poultry). The focus of support was appropriate, as for instance cassava seedlings multiplication sites is proving crucial to address the scarcity of planting materials.

The provision of equipment, and in particular of 35 power tillers³⁶ in the two regions complemented by training on their use and maintenance, has contributed to increase acreage³⁷ and transportation capacity. On the negative side, the originally envisaged co-funding mechanism (80% of costs to be covered by recipient groups) did not work: the mechanism had to be turned back to the DADPs provision (20% by farmers), and still has entailed the risk of generating complaints about the request of a contribution (as opposed to full donation) 'per se'.

Encouraging – but indicative and not conclusive evidence - was found that the support provided is contributing to growing production trends: the volume of cashew nuts has reportedly almost doubled in Mtwara rural district, production of cashew nut and cassava is also increasing in Masasi rural, and marked improvements are also found in sesame and oil seeds production in the Lindi Region³⁸.

Despite the general positive feedback on FFSs practice, some concerns arise from observation as the 'identity' and nature of FFSs – in the presence of concomitant support for business upgrading - seems somehow 'suspended' half-way, with some risks of confusion and needs inadequately addressed, between pure learning and demonstration sites and cooperatives groups for production and marketing.

The programme has contributed to enhance the value of selected commodities, but more effort and substantial follow-up are needed to complete the processing cycle and establish sustainable market linkages.

Baseline value chain analyses (cassava, cashew) have been conducted, are relatively well owned by local stakeholders (LGAs, farmers groups) and have contributed to lay grounds for enhanced awareness on the potential to engage in food processing activity to create and retain value locally³⁹.

³⁶ The provision of power tillers to FFSs has also allowed to introduce a multiplier mechanism, by which supported groups have in turn started to provide tilling services to neighboring communities, with an additional (albeit marginal) income generation effect.

³⁷ Concerns have been expressed, however, as power tillers would not be fully appropriate to bumpy soils features in the area.

³⁸ Evidence on such trends was reported by consulted DALDOs and RAS officials.

³⁹ As it will be further detailed under the next EQ on sustainability, there is some early evidence of National and local authorities planning direct investment in processing machine, e.g a cassava processing plant to be purchased by the Ministry of Agriculture and a cashew Vacuum packaging machine by the Masasi District Council.

The programme has set a relevant strategic focus on key commodities⁴⁰ and a smooth complementarity between support to production and processing (this is part of the argument on the importance of value chain as organizing principle for setting complementarities among PUNs activities). The introduction of processing capacities has also served as incentive for increased and improved production, although the different steps entail strong and consistent support particularly in ensuring adequate market linkages (for instance on sesame).

The equipment provided for cassava, cashew and sesame processing was in general appropriate, with some exceptions (cashew nut cutting machines not fitting table in Masasi), and has been delivered with complementary demonstration sessions on use and maintenance.

Support has also been provided to establish pilot agro-processing technology demonstration centres⁴¹: by 2010 at least 100 entrepreneurs have benefited of trainings, out of which six enterprises have started to engage in some processing activity thus increasing the value of their produce.⁴²

The programme has provided support to a number of small processing units, which in some cases are not completely set-up and operational yet (cassava, cashew nut, e.g. in Masasi and Mtwara rural), and to a few bigger factories (valuable examples of which are the Masasi High Quality Farmers Group and the Kitama Center in Tandahimba, both for cashew nut processing). Smaller units – on top of not being completed – raise the concern of the appropriate minimal scale for economic worthiness (as for instance on cashew processing, a processing capacity of at least one ton a day is required for ensuring profitability), whereas support to bigger (but still medium-sized and locally owned) units seem to constitute a strategic option to start breaking the cycle of dependency and create some autonomous value creation capacity at the local level.

In general terms, and considering the prevalence of a few big (and mostly external) factories alongside many, dispersed micro-processing units at community level, the introduction of an appropriate and crucial ‘intermediate scale’ in processing capacities constitute an important achievement of the programme in starting to change the scenario. However, the strategy for creating a local processing capacity through sustainable local businesses does not seem fully deployed yet. The option chosen (in line with Regional and LGAs priority) seems to be support to full processing capacity at the farm-gate level (rather than linking small units to bigger factories), but such option is still at very initial stages as:

⁴⁰ Cassava has a good potential as there’s a high demand for processed cassava; at the same time, shortage in production of quality produce is a constraint to value addition, a decision was therefore made to revert from support to high quality cassava flour to support to production levels. Cashew nut has also a strong potential for value addition that is closely associated to improvements in quality of the product and advances in the processing cycle. The same holds for sesame, which constitutes a high value crop but needs marketing channels as it is not indicated for local markets. Cashew-apple, that was supported through establishment of a technology demonstration center at Nalendele Institute, has also a strong potential for value addition from processing into a broad range of different items.

⁴¹ A Cashew-apple processing center within Nalendele Agricultural Research Institute; Ruangwa AMCO Center on sesame; Kitama, Tandahimba, on cashew nuts processing. The center at Nalendele, however, is a contradictory case: the focus on cashew apple processing is extremely strategic, but the design of the site was – according to consulted Institute’s researchers – flawed and failed to set a complete processing model as hygiene standards (e.g. tiled floor), water treatment, storage and conservation facilities were not provided for. On the other hand, as demo sessions are to be started soon, the very high number of requests by farmers to attend shows the strong potential impact of this investment (the Institute is currently seeking complementary funds to complete the processing cycle in the facility, and possibly run it in the future on commercial basis through a PPP mechanisms for direct production and marketing.

⁴² Source: JP1 progress report 2010

-the capacity currently established is essentially for semi-processing, which does not allow (for instance in the case of cashew nuts) significant margins.⁴³

-the 'governance mechanism' is not clearly established either. Support still risks to be easily geared towards a councils'-led effort, focused on direct (subsidized?) support to small groups with no market access capacity⁴⁴, as opposed to taking-up a marked business oriented focus. UNIDO initial focus on bigger units, for example, clashed with the political priority for the Warehouse Receipt System, entailing need to reset support on smaller scale cooperative enterprises in order to boost production⁴⁵.

Moreover, the role of districts engaging in direct investment (who owns and maintains the machines? How is access regulated?) does not seem sufficiently clear in the perception of consulted officers yet. This leaves considerable room for follow-up in supporting the establishment of PPP mechanisms in this area.

Lastly, and descending from the previous considerations, the establishment of end-market linkages for processed goods is still to be developed. Supported units have rather been assisted in developing agreements with bigger factories for completing the processing cycle.⁴⁶ Similarly, reference to impact in terms of income and job creation is still episodic (e.g. some 100 female labourers hired in Kitama, 25 to 50 daily labourers in Masasi) and does not allow to establish a direct relation with major district or region-wide trends as the support provided – despite being relevant and rather effective – did not have the scope and duration to produce such scaled impacts.

Support to business development has been effectively carried out by JP1 under ILO coordination as a key transversal focus, facilitating complementary action and follow-up support to groups by different IPs. Support has combined enterprise formalisation and upgrading, business skills development, improvement of apprenticeship systems and financial support, establishment of youth platform for economic promotion.

In depth baseline analysis has been conducted by UCB and TYC, and has also been used by other partners (e.g. VIBINDO and SIDO, which have also directly involved relevant LGAs in the identification and involvement of beneficiary groups) as a basis for mapping and situation analysis.

Complementary support has subsequently been provided by different bodies, as detailed in the following table:

⁴³ Calculations shared by the deputy RAS in Mtwara show that the marketing of semi-processed cashew nut currently risks to be less profitable than the sale of raw produce.

⁴⁴ For example, as witnessed by researchers at Nalendele, support in sesame processing (a big machine procured by UNIDO) channeled through two small groups has caused them to be 'swallowed' by a bigger and well established cooperative society.

⁴⁵ In general, the relation of JP1 support to agro-processing with the WRS and cooperative unions seems to constitute a critical bottleneck, and would reserve more in depth consideration than this evaluation has been in the position to articulate. On a preliminary analysis, it seems like the WRS, which has been established (resumed?) by the government with the objective to offer stable and fair prices to primary producers overcoming middlemen, constitutes per se a constraint to the development of an autonomous entrepreneurial capacity, as local processing units would arguably have an interest to trade their product directly and in alternative to the WRS once they have established a margin of profitability.

⁴⁶ In some case, as for MHQFG and Kitama centers, relation with bigger buyers – like Olam and River Valley Food Ltd, assumes a cooperative dimension (contribution to quality improvement, capacity building) that goes beyond a mere buyer-supplier relationship.

Table 8: Capacity building for business formalisation and up-grading

Activity	IPs	Participants
Sensitization and training on informal economy	UCB	46 groups/195 operators
Advanced training and support on groups formation and formalisation	VIBINDO	92 enterprises
Training on business and entrepreneurship skills	SIDO	33 enterprises (22 women)
Advanced training on leadership and business management skills	VIBINDO and MUCCOBS	20 groups (50 leaders)
Trainings on occupational health and safety	ILO	--
Workshop on informal apprenticeship system /support to LAPNET set-up (Lindi) /training and capacity needs assessment, organization skills training	VETA / VIBINDO	38 participants -- 22 Master trainers, 70 people altogether
Five training workshops on informal apprenticeship systems (Mtwara) in six occupational trades	MUCCOBS, VETA, SIDO	
Training on project design and assistance in proposals preparation under Coop Africa Challenge Funds	ILO	46 groups

As a result of the above activities, 85 economic groups have been formalised and registered. Five of them have been subsequently able to access additional funds from other sources (including from Business Development Gateway, under Tanzania Private Sector Foundation). Requests for business licences have also reportedly increased significantly over the past two years (Lindi Municipal Council). A branch of informal organizations has been set-up in Mtwara. After a feasibility study, mapping and support by the TYC, five youth platforms have been established to facilitate youth engagement in economic activity with LGAs and private sector organizations.

Evidence of groups having received support in formalisation and business skills upgrading, and in accessing credit and grants sources, was found in areas – Solid Waste Management, FFSs, small processing plants – where JP1 has provided substantive support. In particular, as further detailed below, there is good evidence of supported youth (and women) groups that have been able (or in most case are striving) to engage in services provision for LGAs. This reinforces the argument that enterprise support component has favoured complementary action and effectively served as a bridge among different areas of programme support.

A key issue – of particular relevance for sustainability - concerns the provision of start-up capital to supported, and in particular newly formalised groups. Some evidence of follow-up support through LGAs has been observed (in relation to youth platforms in Masasi, which were supported in establishing services and credit cooperatives to finance members' activities⁴⁷).

In the framework of the programme, youth groups and newly formalised enterprises have also been able to access an ad-hoc complementary facility providing financial support for cooperative-self-help enterprise development, the Challenge Fund, which emanates (applying the same criteria and procedures) from the ILO Coop Africa facility. After the establishment of a Regional Advisory Group and an Inter-Agency Selection Committee to

⁴⁷ An additional argument is that youth platforms in Masasi have been turned into SACCOs for avoiding conflict with political interest. As a matter of fact, a TYC support platform has been able to mobilize and receive a revolving credit fund of 10Millions Tsch. from MoLE.

support the implementation of the Fund, 12 groups were awarded support for a total amount of 223,000USD⁴⁸.

As part of its integrated support to business development and youth skills upgrading, the programme has given impulse to a process for qualifying and valorising – all at once increasing the effectiveness – of the informal apprenticeship system. Following thorough and comprehensive analytical and consultative work (CISP baseline study, empirical research in the regions, stakeholders' workshops..), on the job training sessions were carried out across six occupational trades identified for support. 22 master trainers were offered 'pedagogical' trainings, directly involving labourers for a total of some 70 people involved. Specialised modules and skills profiles were developed on the job, with the aim to test a standard, competence-based accreditation system. VETA has provided a log-book for continuous assessment (record of acquired competences) and undertaken a final test, based on which – for the first time in the history of VETA – 29 master craft persons and 34 apprentices were assessed and qualified for award of Trade Test grades⁴⁹.

In addition to specific improvements witnessed by involved beneficiaries⁵⁰, JP1 support in this area has allowed to start a debate, which is ongoing, as to whether and how to further structure apprenticeship towards certification, as a step towards the integration with the formal training system. Guidelines on informal skills development are being formulated for policy improvement and roll-out to other regions of the practice introduced by the programme in Mtwara and Lindi. Moreover, associations in the six selected trades were formed and registered as cooperatives in Mtwara, and a Network linking 50 groups in different trades was established in Lindi municipal for ensuring replication at the local level.

Decent work and Occupational Health and Safety issues were also introduced in work-place where the improved system has been tested⁵¹. As a further implication, support to improve skills and working conditions in small informal workshops constitutes a basis for their visibility and recognition by LGAs, which in turn can lead to land concessions, improvements in working environments (basic infrastructure etc..) and a potential to stabilise transactions and increase business opportunities.

Results in enhancing the business enabling environment and support services and structures at the local level are more limited, and do not seem to descend from a particularly structured intervention beyond single and rather episodic initiatives. A business information centre was established with TCCIA in Mtwara but services are limited to IT. Support to Wards Resources Centers in Lindi district has been provided in the form of visual equipment for farmers groups education. An interesting complementary initiative, the establishment of a business park facility (including land and premises) has been funded by the Council of Mtwara municipal.

The JP1 has started to introduce alternative modalities for services provision through private enterprise groups, promoting the employment generation potential of urban services and public works, with mixed results so far. Focus has been on the introduction

⁴⁸ The mission visited one of supported groups – the Maduu group - , composed of 27 HIV affected youth and women. The groups is profitably engaging in horticulture, goats breeding and community sensitization on HIV.

⁴⁹ JP1 Progress report 2010

⁵⁰ The systematization of apprenticeship practices, including on the spot classrooms, training manuals and learning time allocated, led to some of the following tangible improvements, as reported by consulted masters and labourers: more effective and safer use of machines, possibility for masters to delegate functions and for laborers to graduate after a period of time, increased labourers ability as a result of more effective demonstration and teaching by masters.

⁵¹ A certificate was issued by OHS authority after groups received the trainings.

of a Public Private Partnership systems for Solid Waste Management (SWM), and Labour-Based Technology (LBT) for roads rehabilitation and maintenance. Intervention in this area was found relevant and strategic for employment creation, and in line with national framework and experience in other cities and regions⁵².

Concerning SWM, following preliminary sensitization and training for councils officers and selected operators by DIT and ILO, some 80 groups (52 in Lindi municipal and 28 in Mtwara) have been trained, composed of youth and women for over 50%⁵³. According to reports from LGAs shared with JP representatives at the occasion of a Joint Monitoring Mission in December 2010, over 1,000 jobs are being associated to the new SWM framework.

The system is focused on the introduction of fee-based household-level collection, whereas councils endure (directly or through tender) transport from intermediate collection sites to dump-sites. The system has been successfully introduced but advances in implementation are not homogenous. By-laws have been prepared or reviewed accordingly and are in the process of being finalized⁵⁴ in Mtwara, Lindi and Masasi, where the system is now operating and has been interestingly adopted by emulation of the Mtwara experience, as the programme has not provided direct support in this area.

In Mtwara, some 200 youths were engaged, as 5 groups are already engaged in collecting waste, and two collection sites have been built with JP funds. There is also promising evidence of complementarity with a World Bank initiative for the funding of a dump-site and transport. In Lindi, implementation shows some deficiencies, as trained groups⁵⁵ – despite the council supports the whole process – are still waiting for concrete benefits: the tendering procedure is not adequately in place yet, receipt books are not printed yet, equipment is not available due to lengthy procurement. Two new collection sites are under constructions, as previously built ones are not appropriately conceived. The situation in Lindi raises a concern as to whether adequate capacity of councils' staff has been built in due time in order to ensure proper application of new operating frameworks.

With regard to LBT, 7 km of roads have been rehabilitated in Mtwara Rural District. 35 contractors – alongside 14 officials from LGAs and TANROADS officers – were trained on the job by ATTI. 84 people were employed on daily basis during the construction phase, 66% of them being women⁵⁶. The road built is particularly important as it links rural and urban areas in Mtwara, linking agricultural produce to markets as well as facilitating rural people's access to services. The road also connects to the Kitere irrigation scheme for rice production.

In terms of effects of this intervention on the broader policy and normative framework, evidence is mixed. The PMORALG has launched a nationwide campaign to promote LBT in building economic and social infrastructure at LGAs level. Consulted representatives of

⁵² For example, a privatised SWM system has been tested in Dar since 2001.

⁵³ JP1 progress report 2010.

⁵⁴ In Mtwara, new by-laws will be presented to PMORALG for approval in July 2011. In Lindi, by-laws have been finalized and approved but are not adequately disseminated and applied yet. In Masasi, by laws have been already modified incorporating the newly introduced modality.

⁵⁵ Despite slow implementation, there seems to be good potential in Lindi, as a consistent number of groups are ready and willing to engage in the services. The mission visited a group women group made-up of 11 members, which is already active (employing 12 youth) in cleaning services, and declared a potential to employ a significant number of additional youth if contracts for SWM are attributed.

⁵⁶ It is interesting to note that women outnumber men as – after initial balloting to define participants in the activity – some men pulled out and were replaced by women during the process.

PMORALG and the Ministry of Works⁵⁷ at national level have shown good awareness and support for the initiative⁵⁸. However, for the time being no specific by-laws have been produced. Beside the intention confirmed by consulted LGAs to adopt specific legal and procedural measures to enhance LBT approaches, standard competitive public procurement procedures are still being applied. LBT bids result lengthier but cheaper, which seems to constitute a preferred option for LGAs.

4.5. Sustainability of results and impact: integration and mainstreaming

The programme has made a substantial attempt and obtained mixed results in enhancing ownership, capacities and mainstreaming as basis for the sustainability of introduced systems and practice.

Ownership of JP1 activities and results is substantially different across national and local level. The programme joint planning and implementation mechanisms have enabled a fairly solid ownership of introduced processes at national and regional level, whereas at the local level there seems to be a more episodic and fragmented perception, and therefore a lower degree of understanding and weaker control over the implications and prospects of supported practices, and their relation with other ongoing initiatives and functions.

In addition to MDAs, which are well on top on respective upstream components and have shown a rather good exposure to downstream activities, RAS own in particular specific components (as for instance food processing, agricultural mechanisation), which concur more than others to fulfil their agenda and strengthen their mandate. Good levels of ownership and commitment are also perceived in different partners involved in the programme implementation.

JP1 support in building capacities of actors at different levels has been fairly appropriate, but not always sufficient to ensure appropriation and take-over at national and local level. Trainings in different forms to relevant operators (MDAs and LGAs, contractors, economic groups and other operators) have been systematically associated to the introduction of new practices and tools. However, trainings have sometimes constituted a one-off activity, not fully integrated into the broader context of operation of recipients (policy making⁵⁹, legal and regulatory framework, concurrent funding sources and procedures).

In the perception of some among the consulted IPs, supported groups that have received good training are not in the condition to 'stand-alone' and draw substantial and continued benefit out of the support received. In these cases, capacity building works as a basis for follow-up support, rather than a sustainable achievement in itself.

It is moreover difficult to ensure sustainability of training outcomes with limited resources for funding plans and activities that should allow translating built competences into functional capacities. This argument, made by various consulted LGAs, feeds into and links-

⁵⁷ At the MOW a unit on women participation and empowerment with specific focus on LBT in road construction is established.

⁵⁸ Participatory work has been made to identify sites and participants, and National counterparts have been duly involved in the organization of the trainings at the local level.

⁵⁹ The point of a weak relation between capacity building and decision-making was made for instance by a consulted MITM officer, and focal point for JP in the Ministry.

up with the most general issue of limited resources for implementation as a constraint to mainstreaming and replication of piloted initiatives. If capacities, strategies and plans are not translated into implementable measures through adequate follow-up, the risk is strong that no sustainable results are perceived as the effects of support fade in the short-run. This in turn recalls the discussion on the minimum adequate scale and duration of the intervention to generate sustainable results.

A further critical issue and substantial constraint to sustainable capacity building is the volatility of LGAs staff, which includes high turnover, uncertain and shifting roles and attributions, weak internal consolidation (though systematic communication and exchange and joint tasks management) of acquired competences. This constraint has been directly and rather strongly perceived by the mission during the field phase of the evaluation, and has resulted into the practical difficulty to firmly identify the right 'person in charge' where accumulated knowledge and experience from past supported activities would reside.

The programme has made an attempt to integrate and mainstream its support as a basis for sustainability. Despite good achievements in this direction, however, too short a time-frame for implementation of a wide range of activities in different areas and at different levels has not allowed to establish a fully integrated and holistic approach.

Throughout programme implementation a consistent effort has been made to integrate introduced practices and tools into national and local structures, plans and budgets. As recurrent reference in various parts of this report should have shown, results in this respect are mixed. National and local partners have been involved in planning and implementation⁶⁰; as it is further detailed in the following paragraphs, measures have been taken to translate the experience made with the programme into a basis for improved policies and systems, and to provide further support and resource for implementation.

On the other hand - and beyond specific examples of weak integration such as the still 'alien' identify of ECCs in relation to local institutional settings - it would be difficult to state that full and smooth incorporation of JP1 processes with LGAs planning and budgeting has taken place. Despite constant efforts, LGAs plans did not come to a homogeneous and harmonised set-up yet, both in terms of vertical integration with evolving national frameworks, and of specific capacity to absorb and embed specific JP (as well as other sources of) support.

There is some early but substantial evidence of measures planned and funds budgeted as a complement and/or follow-up for the consolidation and continuation of JP1 supported activities. This includes (the list is indicative and not exhaustive):

- funds from DADPs (Mtwara rural) for further support to groups and FFSs, training and inputs for chicken breeding, cassava seedlings multiplication and further support to groups; purchase of sun-flower processing equipment in Masasi, storing building facilities and other processing equipment -cassava grinding machine in Ruangwa.
- from councils' budgets, LBT works - a dam, an irrigation scheme - planned in Masasi; land and infrastructure for a 'business park' in Mtwara.

Additional important evidence refers to decisions and measures aimed at taking-over and continuing support to JP1 started initiatives, by Regional or Local authorities. There is for example a strong buy-in of FFSs as well as agro-processing strategies by regional authorities, which have led to the decision to continue support in this areas. In Mtwara, the

⁶⁰ In the opinion of PMORALG officials, the participation of local JP coordinators/focal points in the LGAs planning process has been key in ensuring the integration of JP1 activities into the local planning and budgeting process.

RAS will purchase and distribute 193 power tillers, provide additional support to farmers' groups, and expand FFSs coverage at the Hamlet (sub-village) level⁶¹.

A third stream of evidence refers to decisions and measures by which piloted practices and tools were endorsed such to inform policy improvements and the agenda at different levels, and/or constitute a basis for roll-out and replication (buy-in, endorsement...). Some examples have been already provided under the previous evaluation questions, and include for ease of reference:

- a. the decision of the Ministry of Agriculture to formalise and mainstream MUCHALI structures and implementation mechanisms, rolling-out nationally decentralised implementation piloted in Mtwara and Lindi regions.
- b. The (completed or imminent) approval of new by-laws for SWM in Mtwara, Lindi and Masasi.
- c. The decision of MoLE to roll-out ECCs nationally (despite a still unclear institutional framework, as discussed).
- d. The preparation of guidelines for elaborating and mainstreaming a framework for the up-grading and re-qualification of informal training systems.
- e. -The replication in other regions (and with different sources of support e.g. UN Habitat grants) of youth platforms experience piloted through TYC under the JP1.

In more general terms, the programme made a contribution – also in the form of recommendations originating from supported policy research studies – to the review and elaboration of new generation MKUKUTA and MKUZA, which have a more explicit emphasis on pro-poor growth, productive employment and agricultural development.

Lastly, there is some limited evidence of complementarities established with other donors' initiatives (with the WB on SWM in Mtwara, with CARE Int. in supporting MUCHALI surveys, a broader – but incomplete– partnership with OECD on STI reform process...). However, in the perception of ILO/MA staff themselves, not enough synergies have been built to take advantage of potential interactions in this area⁶², following inadequate stock-taking and the lack of a structured mechanism for enhancing coordination with other programmes.

4.6. Cross-cutting issues

The programme has successfully mainstreamed gender, environment and youth employment issues across its different areas of activity and through the coordinated work of different agencies.

The programme has been consistently and successfully introducing gender (and youth) representation and empowerment across its activities. The JP involved UN-Women and made explicit reference to promote gender equity, non-discrimination, participation and accountability in programme support areas. UN Women provided TA on

⁶¹ This decision, however, raises concerns of over-participation in the absence of adequate support capacities and resources.

⁶² It is argued, on the other hand, that JP1 – as a pilot, incrementally built experience – did not have the mandate nor has found itself in the position to drive an effort of integration with other donors and programmes based as they are on different and often competing sets of priorities, mandates, funding sources and procedures, and in presence (at risk of conflicting with?) complex local dynamics and specific constraints (previous reference has been made for instance to difficulties in handling the youth platform experience in Masasi due to clashes with political constraints...).

gender disaggregation of the Food Chain Analysis survey that was conducted by UNIDO; conducted a gender audit in collaboration with IAGG, and participated in Mtwara Stakeholder Forum for sub-sectors selection in 2008, where it pointed at gender gaps on relation to cashew farming practices⁶³. Female members of cashew farmer groups in Masasi and Mtama mini-processing plants declared to be aware of gender bias in cashew farming, but confirmed that their economic empowerment through FFSs, farmer groups and employment in mini-processing plants is contributing to change gender relations. Women were also empowered through owning/renting cashew trees.

The involvement of UN-Women in the JP was also conducive to the introduction of chicken farming, found to be directly linked and relevant to economic needs of women. Good coordination between PUNs/JP triggered a response by FAO and ILO to support chicken farming among women through FFSs and farmer groups.

There is sufficient evidence of gender equality and non-discrimination across the JP. 54 out of 82 (66%) labourers employed in the construction of 7 km of road through LBT were women. More importantly, the activity contributed to raise awareness among 35 trained contractors on the potential to involve women labourers in road construction.

The JPs human rights-based approach to programming has been effectively used to address gender discrimination patterns, empowering and giving voice to women. ILO ensured that the composition of EECs involves women and gender advocacy groups. Mtwara municipal has replicated this set-up and involved women in EECs that have been established at Ward and Mitaa levels. The ECCs provide a forum for gender groups (women, youth and PWDs) to be heard in local, participatory decision-making over the use of opportunities for wealth and employment creation.

The JP also empowered women by ensuring that women are represented among owners and leaders of FFS. 44.7% of FFS members supported by the JP are women. FAO promoted women economic rights and affirmative action by making women membership and inclusiveness in leadership as a mandatory requirement for farmer groups to qualify for JP support. Women and youth groups were given priority (over 50% membership) in Solid Waste Management training. As a result, women have been empowered to access employment opportunities in environmental and cleaning services, and solid waste management through PPP arrangements with LGAs.

PUNs advocacy on gender and affirmative action has provided young women with employment opportunities in JP1 supported cashew processing plants. 100% of labourers in Kitama cashew processing are women, and 70% in Masasi HQFP Ltd., most of them in both plants are young women. Income opportunities provided by the mini-cashew processing plants has provided women with greater autonomy, voice and negotiation power at household level⁶⁴.

Good collaboration between ILO and UN-HABITAT has provided access to financial services and business enterprise development to female youth in Masasi district. 27.1% of members of Masasi Youth SACCOS are females. 30.7% of those who have accessed microfinance credit

⁶³ The agency explained that cashew farming is not pro-women as women work in the farms but men own and tend to capture income from the crops. Identified gender gaps in cashew farming included the safisha ghala (clear the store) concept by which men tend to divorce from their wives after harvest in order to re-marry.

⁶⁴ Women labourers in Masasi said the incomes they earn as labourers give them more autonomy to purchase personal needs, and in investing in welfare of children compared to income earned by men. Female labourers in Mtama said access to income has empowered them to demand greater transparency on how household income is used.

are female youth. The JP through Masasi Youth SACCOS and TYC has created income generation opportunities to these female youth by providing entrepreneurship training, access to credit and business development services.

Good coordination under the JP has enabled UN-Women to develop a framework for provision of solar energy for women economic empowerment, and its support to be taken-up by UNDP. Based on findings from UNIDO food chain analysis that the recent introduction of gas powered electricity is likely to support small scale industries including textile manufacturing in Lindi and Mtwara, UN-Women with JP1 funds has conducted a survey with Sokoine University of Agriculture (SUA). The focus of the survey was on introducing small-scale solar power panels to households, which would enable women to start small-scale industries through linkages with ILO's informal apprenticeship system. The survey found that solar power has the additional benefits to protect women human rights including protection against domestic, sexual and gender based violence.

The programme have provided additional substantial support to youth employment through a combination of ad-hoc and transversal initiatives. An enabling environment for implementing the youth employment policy has been promoted in Masasi district. Following an assessment of youth employment opportunities conducted by TYC in 2008, and building on a youth network and information centre that was previously established by UNICEF in Masasi, TYC used UN-HABITAT funds to establish youth policy forums (or platforms) at district, ward and village level. Masasi youth platform has established a pro-youth rights-based development environment, where the youth meet to identify priorities and present them at the WDC where they participate as observers. JP1 provided TShs 3.3 million for organising the first Masasi district youth platform, which was then transformed into a Youth SACCOS⁶⁵ and obtained further TShs 10M from MoLE for establishing a revolving credit fund from MoLE (and upon recommendation of the district council). Masasi Youth SACCOS brings together 151 young people (110 male and 41 female) and has created youth employment by giving-out non-collateral concessionary loans worth TShs 41,200,000 to 65 youth (45 male and 20 female). Through JP support, members of Masasi Youth SACCOS have receive enterprise development training thus enabling them to identify credit-worthy MSMEs and access cash from the SACCOS. In 2010, Masasi Youth platform was invited as a member of Masasi EEC, but the EEC is yet to meet.

The JP has piloted practical initiatives associated to the Youth Employment Policy objective of creating youth employment through SMEs in the informal economy. Youth representation in supported FFSSs, as well as economic groups assistant in formalising and upgrading is significant. Moreover, as many youth are migrating from agricultural to non-farm activities, the programme (through ILO) has successfully contributed to create employment opportunities for unemployed and under-employed youth by qualifying them through the informal apprenticeship system, and by engaging them through PPP in Solid Waste Management and as labourers in cashew processing plants.

The JP has given environment conservation high priority, and introduced a number of relevant practices across its different activities, even though initiatives have not always been adequately and systematically followed-up and adopted by key stakeholders. UNIDO and FAO have adopted cleaner technology for cashew processing plants in Masasi and Kitama. The factories use recycled cashew peel fuelled steam boilers to boil cashew nuts. Part of the peel is burned to produce timber treatment oil, thus creating a win-win scenario of extracting more value from cashew while protecting the environment.

⁶⁵ As already discussed in this report, this was related to a risk of conflicts as the notion of platform could have overlapped with the establishment of political interests.

Cashew cutting is done through labour intensive cashew cutting machines, which reduce emissions, conserve the environment and create employment, in most cases to young females. The only machines that require electricity are cashew bean driers. Masasi HQFP has secured solar panels from another donor, and UNIDO will supply a generator to Kitama factory while waiting for connection to electricity being generated from Mtwara natural gas fields. Sustainable renewal energy technology has also been used to provide Mtama WRC with solar energy to provide support to extension services in Lindi Region and Masasi district.

The JP has provided a framework for WFP, FAO and UNICEF to analyse and respond to impacts of climate change on food security. WFP and FAO through MUCHALI have strengthened LGA capacity to conduct assessments on food production, availability and access, as well as nutrition status among households⁶⁶.

The JP has deployed PUNs collective experience with PPP in promoting sustainable environmental management through women-led, labour intensive solid waste collection model. Further evidence of sound environmental management principles can be associated to the apprenticeship systems upgrading programme, as metal scrap recycling as well as occupational safety and health principles were introduced among training topics. Good coordination between PUNs has also allowed ILO to introduce dialogue between social partners, occupational health and safety, and decent work principles in mini-processing factories established through FAO and UNIDO.

Further examples of environment-focused interventions include: the use of agro-waste for energy production associated to cashew-apple processing; the support to the elaboration and adoption (national consultation, establishment and training of inter-ministerial team) of an analytical framework on bio-fuel industry; the establishment of 'energy kiosks' as a model for re-charging small devices through renewable energy sources in rural areas.

⁶⁶ FAO and UNIDO have consistently established FFSs to enhance food production, productivity and diversification by introducing improved drought resistant cassava varieties as a mechanism to address food availability and adapt to global climate changes.

5. CONCLUSIONS AND RECOMMENDATIONS

The following are the main conclusions –including lessons learned, and recommendations on the design, implementation and sustainability of the JP1, ensuing from the analysis presented in the previous sections of this report.

5.1. Conclusions

Overall conclusion: The JP1 has constituted altogether a highly relevant and fairly effective intervention. In consideration of the scope and scale of the intervention, combined with the available resources and, most of all, its limited duration, the value of the programme has been more in laying good grounds for follow-up and continued support, rather than in producing a direct substantive impact in terms of employment generation and access to income opportunities.

1- Effects on institutional transformation processes have been more structural and organic, whereas visible improvements on livelihoods seem more 'incidental' and episodic. This should be in line with the logic of the programme, as sustainable impact on livelihoods is arguably the consequence, rather than the basis, of improved policy and implementation frameworks.

However, if the focus is on favouring 'systemic' change through support to institutional and legal systems and related capacities as a basis for adequate and effective policies, most of JP1 results are labelled as 'initial'. The continuation of what has been started – in this respect - seems to be the key for sustained impact.

2-The incremental and iterative nature of the programme is recognised as inherently associated to its pilot dimension. However, the lack of a firm rationale⁶⁷ and a uniform implementation framework (PUNs/outcomes, duration, funds..) from the outset has affected implementation, limiting prospects for achieving integration and sustainability on the basis of well articulated and realistic targets.

The introduction of a value chain analysis and promotion dimension has served as a crucial unifying principle, on the basis of which promising - but not full-fledged in its potential - integration has been achieved, particularly across activities supported by FAO, ILO, and UNIDO and encompassing agricultural productivity and quality, processing and value addition, and entrepreneurship development.

However, the Value Chain approach – which was in principle appropriate to integrate all JP1 topics– was not developed to the level of a full-fledged holistic framework providing the means to integrate such a large set of different activities as foreseen in JP1 plans. This has caused **a certain level of fragmentation and isolation in relation to some entire components (STI) or areas of activity** (business services, food quality uncertainly pursued between health/hygiene and business/trading dimensions...) that were not fully linked to the core focus of the programme. As a consequence, the sum of JP1 components and activities were not fully and systematically integrated.

⁶⁷ Overall logic, sequenced functional integration across components, articulation of the national-local or upstream/downstream relation through clear and realistic means for up-scaling and mainstreaming, on the one hand, and enforcement of new systems on the other.

In turn, **some among (too) many activities were not always matched with adequate provisions, scale and time for implementation such to generate a 'critical mass'** that is a key determinant of sustained impact. Results in this areas were therefore either uncompleted or insufficiently linked to the rest of the programme (which calls to question their sustainability).

3-The implementation of the programme under the ONE UN mechanism has unquestionably constituted an added value, as the process associated to planning and implementation has constituted a result in itself as a source of joint thinking, mutual learning and integration across PUNs, IPs and institutional partners.

On the other hand, **some planning and funding modalities of the programme** (yearly allocation, pro-rata mechanism, complex and lengthy process through HQs, RCO) **have had a negative impact on the predictability of funds, thus affecting smooth implementation and - most important - room for integrated and sequenced programming** of activities in the medium-run.

Besides the value and effectiveness of joint processes, **implementation was not fully outcome-based as yet. Planning under JP was still mostly vertical** (a plan and related allocation for each PUN) and entailed risks of working per compartments (each PUN with its target groups, its activities...).

Despite observed set-backs (late delivery, not always adequate absorption capacity) slowing down support to policy reform processes and downstream implementation, the process of **working with national and local partners (MDAs, IPs, LGAs) to deliver programme's results has shown promising implications**. In particular, it has furthered direct engagement, integration and mutual learning in line with 'joint' programmes principles. National and regional level stakeholders have provided valid contributions in endorsing and coordinating activities (MDAs and RAS), and in bringing and sharing qualified expertise as part of the joint implementation process (IPs). Awareness and engagement at LGAs level were less consistent.

4-There is initial but not yet comprehensive evidence under JP1 of vertical and horizontal linkages and convergence between national and local systems, and across various outputs/components (and by extent PUNs). Such linkages were perceived as key determinants of impact and sustainability, and basis for mainstreaming and replicating introduced practices through multiplier mechanisms.

Interesting (but still little structured) complementarities were identified under the JP1, suggesting a **strong potential for further support to cross-sectoral integration**. This applies for instance to LMIS and Industrial statistics in relation to economic policies and the role of ECCs in making them operational; food safety/quality standards and agro-processing; value chain and business upgrading through enhanced market linkages; business formalisation, training systems, improved business services and PPP for services delivery.

Prospects for establishing **more structured synergies across JP1 outputs and components, however, were limited by the described asymmetric implementation framework**, as implementation of different components started at different times⁶⁸ and proceeded with different pace. With reference to potential integration under a VCA framework, for example, the timing and progress of the high-end marketing support on quality assurance and certification as well as on cashew packaging done by WHO and FAO

⁶⁸ UNESCO was called to join the programme in 2008/09, missing the opportunity to complete STI reform within the implementation period.

did not match with lower-end support to production and semi-processing provided by FAO and UNIDO.

A key lesson and future challenge in this respect is the line to draw between the general ambition of establishing a multi-sectoral approach and the actual terms and conditions for enabling a realistic, gradual but real value-adding integration among the activities of different agencies⁶⁹.

On the other hand, there have been **mixed achievement in establishing upstream-downstream linkages** under JP1. Effective mechanisms (in addition to capacity building) were not always devised for accompanying the translation of policies, systems and tools into implementable measures at the local level (this seems to be to some extent the case of MUCHALI and ECCs).

The Integration of supported measures with LGAs procedures, as well as planning and budgeting processes, was pursued but not sufficiently achieved. Among constraining factors there were competing/overlapping reforms being simultaneously piloted in LGAs; LGA autonomy in local planning in presence of limited resources for implementation, which entails the exposure of local officers to pressure from competing priorities for scarce resources allocation; a complex governance set-up that entails the need for clearance by PMO-RALG before relevant ministries introduce new policy initiatives at decentralised levels. ECCs constitute a significant example of intensively promoted and supported structures that were not adequately embedded into local systems.

This raises the issue of **LGAs absorption capacities and how to sustainably enhance them**, as it was found that **capacities at the local level are still rather weak, and there is limited recognition among local officers of the significance and prospects for routine implementation of improved frameworks**. A reason can be the failure by the programme to fully integrate (at least in the recipients' perception) capacity building and trainings as part of the daily work of the staff, showing the implications of new tools and capacities on their functions and roles. The organization and 'volatility' of staffing set-up at LGAs level was found to constitute an important additional constraint to sustainable capacity building. A further crucial issue raised as possible explanation of a partial failure in building sustainable capacity of LGAs in handling new systems, is the actual relevance and adequacy of provided trainings in relation to local contexts, i.e. the (low) level of infrastructure and public services and of pre-existing capacities themselves.

5-The sustainability of JP1 supported measures derives from take-over and allocation for the continuation of activities from national, regional and local authorities; the integration of piloted practices into existing systems, policies and plans, and/or their endorsement as a basis for up-scaling and replication or as an input for improved policy framework. There is some evidence that relevant measures were adopted in all three dimensions.

However, building on previous considerations, it is concluded that **most achievements of the programme cannot be considered as self-standing. Sustainability is therefore more than ever a function of follow-up support initiatives**. In this respect, it is of utmost importance the recognition that **the UNDAP – the new framework for UN Joint Support to the national development effort in Tanzania – will provide for the continuation of upstream level support to all the main components of JP1**. In particular, it is interesting to note as a **key indication of sustainability and impact of the programme**,

⁶⁹ UNDAP in this respect seems to be taking-up a more realistic and pragmatic approach by narrowing criteria for including agencies in the programme on the basis of specific agreed outcomes and partnership arrangements.

that the UNDAP, under the Economic Growth Cluster (growth for reduction of income poverty) essentially mirrors the JP1 architecture⁷⁰.

The UNDAP, however, will intervene and ensure continuity only at the upstream/policy level, in line with the evolving role of the UN increasingly as 'facilitator' and less and less as provider and direct implementing agent. **There is no provision under UNDAP for pre-selected work at regional level. Activities at the local level will not form the object of a joint effort**, and the choice on whether and how to carry them on will be most probably left to individual agencies, knowing that local level support requires a different level of engagement, entailing probably more resources and a stronger continuity of proximity support.

This entails a **strong challenge in terms of sustainability of the downstream intervention, and calls into question the notion of 'piloting' through area-based support that has been one of the pillars of the JP1 concept**. It can be assumed that the aim of piloting activities at the downstream level is to test and offer solutions for policies, and to constitute a basis for up-scaling and replication in parallel (or in alternative) to directly producing structural lasting effects on the local settings.

In the context of JP1, however, the focus seems to have been more on establishing improved systems to be applied at the local level, than on testing options for feeding policy making. At the same time, the JP1 has started to boost processes for the creation of local employment and income opportunities. In both cases, the downstream intervention was not necessarily functional and complementary to upstream activities (except for some activities like ECCs and to a partial extent MUCHALI), nor – as it stands – completed in terms of self-sustainable outcomes. If this argument holds true, the discontinuation of support in Mtwara and Lindi would have a particularly negative effect in terms of sustainability, and would lead to question the usefulness and validity of piloting activities at the local level for a period which was likely to be insufficient to ensure sustainable results.

Lastly, a provocative question raised by a consulted ILO official has been: would the outcome of JP1 been different if a single agency-led programme had been implemented instead of a joint one? A tentative answer after this evaluation would be: **a single-agency programme could have been more effective in terms of implementation of coordinated and integrated action, but invaluablely less relevant and effective in providing a basis for building on its achievements. In other words, the value of the joint process resides in its being a 'guarantee' for effective and sustained follow-up, or a 'multiplier' of future impact.**

⁷⁰ Under UNDAP Cluster one: Outcome 1 is on evidence based pro-poor economic development policies and strategies; outcome 2 is on Increase in agricultural productivity, access to market and food security; outcome 3 is on structures and policies for promoting viable, pro-poor business sector and SMEs; outcome 5 is on skills and entrepreneurship program for labour productivity and employment creation; outcome 6 is on labour standards for decent work and productivity benefits. As more specific example, following JP1 experience and initial achievements, the UNDAP has taken-up as key action 5.1.1 'Develop and implement LMIS', as well as the work done on the use of the CEB toolkit to mainstream employment and decent work in plans and budgets, which also constitutes an opportunity to strengthen established ECCs as well as MDAs capacities on the implementation of the NEP.

5.2. Lessons learned

The following lessons learned descend from the analysis:

- The existence of a **clear and well structured design** (e.g. intervention logic, components and relation between them) **and implementation framework** (durations, resources, participating agencies and partners) at the outset of the programme is a key factor for successful implementation. In particular, a **minimum time-frame** exceeding three years is required as a pre-condition for impact of such complex and multi-faceted interventions.
- **Joint Programming and Implementation mechanisms can be effective and value adding practices, but require** – in order to avoid counter-productive effects - **adequate resources allocation and monitoring mechanisms** (e.g. multi-year programming, allocation based on integration of PUNs plans and aligned with performance evaluation, actual results-based monitoring and evaluation). A similar lesson derives from the use of national bodies as implementing partners.
- **Strong potential is associated to cross-sectoral linkages as drivers of integration across different PUNs interventions.** This reinforces the importance of a homogenous design and implementation framework, by which discrepancies (in terms of timing, available resources, procedures) are limited thus allowing for the systematic investigation and pursuit of areas of complementarity and functional integration.
- **Strong potential is associated to the introduction of a business development approach, even at community level** (as the experience in Kitama has shown) as long as substantive and consistent support is provided in developing means and capacities. It is crucial, in this respect, to provide adequate **support in defining and strengthening appropriate governance mechanisms**, addressing in particular the role of LGAs within a PPP framework (regulations and incentives, investment in infrastructure and equipment, programming the use of relevant funds and other support initiatives). A similar lesson applies to the potential generation of income and employment opportunities through the privatisation of municipal services.
- The most **crucial determinant of sustainable results is the establishment of appropriate institutional capacities. This proves particularly critical at LGAs level**, where there is a strong risk of de-linking between the acquisition of skills and their actual use by councils' officers. In turn, this can heavily **affect the consolidation of up-stream linkages** with improved legal and policy frameworks. It is key in this respect to **build awareness and capacities, and to introduce improved practices in line and as part of the routine work of local officers**, and in close relation with the programming and budgeting functions they perform.
- Lastly, a key lesson refers to **sustainability in relation to the pilot dimension of the programme, and in particular of its downstream intervention.** The implementation of a multitude of components and activities during a relatively short period entails a **risk of fragmentation, which affects the consolidation of results and prospects for integration with the local setting** (in particular LGAs planning and budgeting functions). This acts as a constraint to sustainable impact at the local level, and limits the potential of the pilot as a basis for mainstreaming and replication. **It is therefore crucial for sustainability to follow-up support at the local level** with additional resources or complementary interventions.

5.3. Recommendations

The following recommendations – with a prevailingly operational focus - are made in order to orient possible follow-up interventions aimed at providing further support and consolidating JP1 results.

Upstream level:

- **STI: support the reform until approval of the updated policy;** formulate implementation plans including provisions for operating structures (steering committee, coordination unit etc.). **Provide a consistent framework for the integration** of the broad range of studies and research conducted with UNESCO support under the component.
- **LMIS: finalise tools and manuals until making the systems fully operational;** specify and strengthen **functional links between LMIS and Industrial Statistics system**
- Industrial survey: **disseminate (Swahili version) the report as a basis for replication of the process and strengthen relation with policy making** through ad-hoc on the job training with relevant MTIM staff
- Support the **institutionalization of the CEB Toolkit exercise and NCES**, as pillars for integrated policy making with a transversal employment focus
- Consider to **adjust procedures associated to the joint planning and implementation mechanism as a basis for improved efficiency and effectiveness of future implementation.** This could include in particular: (i) introducing a multi-year framework for planning of activities and consequent allocation of resources; (ii) allocating resources to PUNs (and assess their performance) on the basis of their actual contribution to the implementation of integrated plans, as alternative to pro-rata allocation and comprehensive evaluation of performance (iii) involve IPs on the same basis (joint plans and assessment of individual contribution to their implementation)

Downstream level:

- **Identify options and opportunities for continuing support in Mtwara and Lindi,** possibly expanding it to other regions on a few selected areas of support, re-launching integration with upstream activities under UNDP framework /Assess opportunity to promote an integrated platform with other donors' programmes and govt initiatives as a follow-up to JP1 pilot intervention
- Further **pursue concentration and integration of activities,** limiting the intervention to areas where a critical mass of resources can be invested over a sufficient time-span, and based on a clear framework for their sustainable integration, both with other areas of support and with mainstream systems.
- Identify clusters of activities to **enhance and structure cross-sectoral linkages in key potential areas;** formulate proposals on specific support measures (investment, capacity building, partnership, R&D) as an input for integrated policy-making in areas such as employment and food processing
- Provide substantive **on-the-job support to RAS and LGAs staff to operationalize MUCHALI and LMIS** in conjunction and full integration with national systems
- Continue support to **processing capacity on strategic commodities, with a focus on strategic entry-points** (e.g integration between food quality standards and export potential) **for building end-market linkages;** further assess relations with the WRS and cooperative unions as a means to identify opportunities and constraint to export-oriented processing vis a vis government priorities.

- **Assess the ECCs profile and current status** in order to identify and address major constraints and alternative options to further their legitimacy and recognition and better embed them in local institutional and organizational set-ups
- Conduct a **thorough assessment of supported capacities at LGAs level, in order to identify gaps and major constraints to sustainable capacity building; develop a targeted assistance program** to address main weaknesses in close relation to the implementation of specific policies and tools.

APPENDICES

APPENDIX 1 - TOR OF THE FINAL EVALUATION.....	52
APPENDIX 2 - SUMMARY TABLE ON IMPLEMENTATION STATUS	60
APPENDIX 3 - LIST OF PERSONS MET	65
APPENDIX 4 - LIST OF DOCUMENTS CONSULTED	69
APPENDIX 5 - INDICATIVE EVALUATION PLAN.....	71
APPENDIX 6 - EVALUATION MATRIX	73

APPENDIX 1 - TOR OF THE FINAL EVALUATION



Joint Programme One – Wealth Creation, Employment and Economic Empowerment

End of Programme Evaluation

CONSULTANTS TERMS OF REFERENCE

1 Background Information

In July 2006, the United Nations (UN) and the Government of Tanzania (GoT) signed the second phase of the United Nations Development Assistance Framework (UNDAF) for support to Tanzania for the period July 2007 to June 2011. The UNDAF is the “Business Plan” of UN Agencies active in the country, representing an integrated response to MKUKUTA and MKUZA. The UN “Delivering as One” initiative takes UNDAF, the Country Programme Action Plans of Executive Committee Agencies and the country strategic priorities of Specialized Agencies, as its building blocks for effectively supporting national development efforts. In response to the High Level Panel recommendations on an improved UN system-wide coherence, the establishment of One UN at country level, with four Ones, namely One leader, One programme, One budgetary framework and One office, was to be piloted in a few countries from 2007. Following a request by the Government of Tanzania, the country was officially endorsed as one of eight pilot countries worldwide in January 2007.

As one of the main areas of focus for the UN Programme in Tanzania, the Joint Programme on Wealth Creation, Employment and Economic Empowerment aims at eradicating extreme poverty and hunger by promoting an enabling environment for the development of the micro and small-medium enterprises and entrepreneurship skills for youth, women and vulnerable groups. It has been designed to increase access to sustainable income opportunities and productive employment, as well as to increase food security by June 2011. The Joint Programme budget July 2007 – June 2011 is USD10, 506,974.

The overall aim of the programme is to provide strategic policy inputs, build capacities and facilitate the implementation of policy objectives through technical assistance and advisory support. With gender and environment being the crosscutting principles, the core focus of the programme is to build systems, support institutions and enhance human capacities so that the government and other duty bearers at all levels can increasingly assume greater responsibility and provide quality services to the people.

The UN Joint Programme on Wealth Creation, Employment and Economic Empowerment (JP1) has the following expected outcomes:

- a. Institutional capacity strengthened at National level to develop and manage information systems with gender perspective for better policy making in employment and productive activities;
- b. National capacities anchored on gender equity created and strengthened to enhance economic functions of science, technology and innovation systems;
- c. Increased and equitable opportunities for decent work and livelihoods for youth, men and women promoted through improvement in agro productivity, product quality and market access in Mtwara and Lindi Regions focusing on selected commodities (cashewnuts, local chicken, simsim and cassava).

The programme focuses on interventions at both upstream and downstream levels. Upstream level activities are primarily focusing on national policies, whereas downstream level activities are being piloted in two geographical regions of Mtwara and Lindi.

UN Agencies participating in the JP1 include FAO, ILO, UNDP, UNIDO WFP, UN Women, UNESCO and WHO. ILO is the Managing Agency of the JP on Wealth Creation, Employment and Economic Empowerment.

The ILO is the Managing Agency for the programme being responsible for coordination and reporting. The Programme has, as a link to the government and stakeholders a Joint Programme Working Group (JPWG) under the Co Chairs of the Prime Minister's Office Regional Administration and Local government (PMO RALG) and Ministries of Industries and Trade. The JPWG also receives and deliberates progress reports over approved plans and budgets. A Field Coordination Office exists in Mtwara for monitoring field activities in Mtwara and Lindi.

2 Programme Scope, design and evaluation purpose

The Joint Programme evaluation is an independent activity to be conducted prior to the completion of the programme in order to provide inputs to the development of the United National Development Assistance Plan (UNDAP) 2011-2015.

The programme focuses on interventions at both upstream and downstream levels. Upstream level activities are primarily focusing on national policies, whereas downstream level activities are being piloted in two geographical regions of Mtwara and Lindi. The overall aim of the programme is to provide strategic policy inputs, build capacities, and facilitate the implementation of policy objectives through technical assistance and advisory support. With gender, human rights and environment being the crosscutting principles, the core focus of the programme is to build systems, support institutions and enhance human capacities so that the government and other duty bearers at all levels can increasingly assume greater responsibility and provide quality services to the people.

The evaluation involves systematic and objective assessment of the entire Joint Programme design, implementation and results since its inception in the pilot regions of Mtwara and Lindi Regions and the MDAs and other stakeholders as presented in the Terms of Reference (ToR).

3 Scope of the Evaluation

The evaluation involves the systematic and objective assessment of the entire Joint programme design, implementation and results since its inception in the pilot regions of Mtwara and Lindi and the MDAs and other stakeholders as presented in the terms of reference (ToR). The evaluation also covers all components of the programme, outcomes, activities implemented by partners jointly and individually as well as possible interaction of the joint programme with other initiatives.

Based on the objectives of the evaluation, the following criteria and questions are expected to guide the evaluation team without limiting formulation of the evaluation framework, information collection and actual assessment:

Evaluation Criteria and questions

Relevance/Appropriateness - the extent to which the JP pertained to national priorities and the requirements of the target group. Indicative questions might include:

- How relevant were the Joint Programme 1 outputs and outcomes in assisting the achievement of Tanzania's national development goals?
- What proof is there for evidence based programming (i.e. information generated from situation

analysis translated into a response in an appropriate manner)?

- To what extent was the planning, development and implementation of the JP interventions participatory with the various stakeholders?
- To what extent are the objectives of the programme still valid?

Efficiency – the extent to which delivery was undertaken by the most cost-effective means. Indicative questions might include:

- To what extent did UN agencies plan together? Did the plans demonstrate coherence and “Delivering as One”?
- To what extent were the management and administrative setup necessary and adequate to deliver the Joint Programme in the most efficient way compared to alternatives?
- To what extent was the Joint Programme cost-effective, in terms of reducing transaction costs internally as well as externally?
- To what extent were the institutional and management arrangements supportive to attainment of the intended objectives? To what extent did the Participating UN agencies (PUNs) position the appropriate human resource capacity to reflect the strategic orientation of the programme?
- How efficiently has the Joint Programme delivered its outputs and outcomes?
- How were the funding modalities used by the UN appropriate, including use of national systems for disbursement?
- Were the outputs achieved on time?

Effectiveness - the extent to which the JP attained its key results. Indicative questions might include:

- To what extent did the UN agencies implement and monitor interventions together?
- What results (outputs and outcomes) has the Joint Programme achieved since its commencement?
- Are the quantity and quality of the outputs produced satisfactory? Did benefits accrue to men and women?
- To what extent has the programme made a difference to the lives of those in the targeted geographical regions?
- What were the key drivers for a) achievements and b) constraints?
- What factors a) favorably and b) adversely affected the spirit of “Delivering as One” including institutional, management and fiscal managements – (*Process Indicators*)?

Programme Outcome/Impact – the positive and negative changes produced by the JP (directly or indirectly or unintended): Indicative questions could include:

- What results (outputs and outcomes) has the Joint Programme achieved since its commencement?
- To what extent has the programme made a difference to the lives of those in the targeted geographical regions?
- How are impacts differentiated according to gender, age and other vulnerability categories (e.g. PLWHA, disability)?

Sustainability – measuring whether the benefits of the JP are likely to continue after the end of the programme activities. Indicative questions might include:

- To what extent are the progress made and achievements of the Joint Programme sustainable?
- What are the major factors, which influenced the relevance, effectiveness, efficiency and sustainability of the Joint Programme?
- What is the exit/longer term strategy for sustainable development?

- What approaches did the PUNs take to build national capacities? How effective were these approaches?

Partnerships and Coordination

- What are the key lessons learned from the Joint Programme and how can they inform future UN, Government of Tanzania and Development Partners decision making processes?
- What factors favorably or adversely affected the spirit of “Delivering as One” that is adherence to the principles of joint programming in terms of collaborative planning, implementation and monitoring across PUNs and adherence to?
- What links exist between national and field level coordination, resulting from the One UN interventions?
- Are there any critical technical gaps in the coordination structures?
- What factors facilitated or adversely impacted upon “Delivering as One”?

Cross-cutting issues (Gender, environment, capacity development, human rights)

- To what extent were cross-cutting considerations mainstreamed in the implementation of activities?
- To what extent were the capacity development activities informed by capacity assessment at different levels?
- To what extent was the local context taken into consideration when the JP was designed?

Human Rights Based Approach to Programming (HRBAP)

HIV/AIDs and PLWD etc

Lessons learned and recommendations for future programming.

Indicative questions might include;

- What additional measures (if any) could have improved the relevance, effectiveness, efficiency, impact and/or sustainability of the JP?
- What lessons can be applied in terms of collaborative programme planning, implementation and monitoring to the implementation of the UNDAP 2011-2015?
- What key measures can the UN in Tanzania, regionally and at Headquarter, plus the Government of Tanzania and Development Partners (DPs) adopt to improve the implementation and performance of the One Programme under “Delivering as One”?
- What are the major factors which have influenced the relevance, effectiveness, efficiency and sustainability of the Joint programme?

The target audience of the evaluation should be clearly stated, namely, the UN country team and the Government of Tanzania. Secondary audiences may include: additional Implementing Partners; DPs; Donors; Delivering as One Pilot countries; UN Headquarters.

4 The Evaluation Methodology and Guidelines

Outlined below are the expected evaluation process, timeframe, methodology and costs.

Evaluation Process

The evaluation process is expected to contain three phases: 1) inception, 2) data collection; and 3) analysis and reporting.

Inception Phase -the evaluation team will review existing documentation, meet with the Participating UN Agencies in the Joint Programme and prepare a brief inception report (which includes a detailed evaluation work plan, matrix and tools; report format; and budget).

Data Collection – the evaluation team will gather data from sources such as interviews with key informants and review of relevant documents.

Analysis and Reporting – the evaluation team will analyze data and prepare the evaluation report over a three week period. This involves preparing the preliminary report based on the analysis of findings, submitting the report to key stakeholders for factual review as well as presenting the findings and conclusions (and recommendations) to stakeholders and gathering feedback. From this process, the final report with sections e.g. a minimum 2 pages executive summary containing key findings and recommendations; a maximum of one page background; an introduction; the methodology for data collection; analysis of findings; conclusions; recommendations. Lessons learned and annexes will be prepared and presented to relevant stakeholders.

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

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

Evaluation methods

During the inception phase, the evaluation team will formulate in detail the methodology for the evaluation, which will be informed by the key methodological principles below:

- The evaluation is results focused;
- The evaluation will adopt a consultative, iterative and transparent approach with stakeholders;
- Triangulation of information and data across groups of stakeholders and individuals will be the key method to validate evidence, throughout the whole evaluation process;
- The evaluation is cost-effective;
- The evaluation will strictly adhere to the United Nations Evaluation Group (UNEG) Norms & Standards.

The evaluation will use a wide range of methods and tools, adapted to the national context and to the evaluation questions. They may include, but are not limited to, the following:

- Debriefing sessions with the stakeholders (inception, data collection, analysis phases);
- Evaluation matrix relating evaluation issues and questions to evaluation criteria, indicators, sources

- of information and methods of data collection (inception phase);
- Mapping exercise of the main focus areas of the Joint Programme work (inception phase);
- Desk review of reference documents (inception and data collection phase);
- Individual and group interviews with stakeholders including representatives from Government, JP Steering Committee (and other JP management structures), JP implementing partners, Development Partners, UN Agencies, UN Resident Coordinator's Office, One Fund Administrative Agent (data collection phase);
- Presentation of the findings to the workshop, which brings together key stakeholders and implementers of the programme focusing on what worked well, and, why? what did not work well, and why? what are lessons learned and what is the way forward?

5 Deliverables

The following deliverables are expected:

1. An inception report: the evaluation team shall prepare an inception report (suggested 10 pages excluding annexes) containing a detailed work plan, budget, interpretation of the suggested evaluation questions and observations on their evaluability, detailed methods, draft instruments and an evaluation matrix.
2. Presentation of preliminary findings: At the end of the field work, the evaluation team will submit their draft findings and recommendations. The evaluation team will also make a PowerPoint presentation summarizing the main findings, conclusions and recommendations, lessons learned and the way forward.
3. Draft Report: The evaluation team will prepare a draft report for comments by stakeholders. This should be a focused document containing an executive summary, background and introduction, analysis of findings, conclusions, recommendations, lessons learned, way forward and annexes. It should also clearly state the limitations of the methodology followed.
4. Final Report: Based on the comments received from stakeholders. The evaluation team shall submit four hard copies and an electronic version of the final report.

Timeframe

It is estimated that the evaluation team will conduct their work in 30 working days, commencing on May 28, 2011 and the evaluation team shall prepare and submit a timetable of the activities, outputs and proposed timelines for the assignment.

6 Key qualifications and experience of the Evaluation Team

The evaluation team will be comprised of two (2) evaluation professionals (1 international and 1 national consultant) who, as a team, have a solid understanding of the national context, the Joint Programme focus area and a proven track record in conducting evaluations in a professional manner. To the extent possible the composition of the evaluation team will be gender balanced and utilize regionally based expertise. Full competency in English (written and spoken) is required. Kiswahili will be considered an advantage.

Specifically, the team members' qualifications are expected to be as outlined below.

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

- Master's degree in international development, development economics, public administration, social sciences, evaluation or any related field.
- A minimum of 10 years of professional experience specifically in the area of evaluation of international development initiatives and development organizations including management of development programmes, preferably in developing countries.
- Substantial international track record of conducting different types of evaluations, including process,

outcome and impact evaluations in different countries and organizations.

- Experience in M&E of cross-cutting issues including human rights, gender, environment and culture.
- Knowledge and experience of the UN System and the UN Reform process.
- Understanding of the development context in Tanzania and/or other 'Delivering as One' countries would be a clear advantage.
- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.

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

- Master's degree in international development, public administration, social sciences, evaluation or related field.
- A minimum of seven years of professional experience, specifically in the area of monitoring and evaluation of international development initiatives and development organizations.
- A track record of conducting various types of evaluations, including process, outcome and impact evaluations in Tanzania, preferably at regional level.
- Experience in M&E of cross-cutting issues including human rights, gender, environment and culture.
- Knowledge and experience of the UN System and the UN Reform process.
- In-depth understanding of the development context in Tanzania.
- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.

ANNEX A – STAKEHOLDER LIST TO BE PREPARED BY JP MANAGING AGENT AND PUNS

APPENDIX 2 - SUMMARY TABLE ON IMPLEMENTATION STATUS

Outcome 1 - Institutional capacity to develop and manage information systems for improved policy making		
Output/PUN	(Combined) targets and Indicators /core activities	Implementation status
<p><i>Output 1.1</i> LMIS, LFSNIS and common industrial surveys established and operational by 2010</p> <p>-FAO- -ILO- -UNIDO-</p>	<p>-LMIS operationalised at MLYED (MoLE) by 2010/11</p> <p>-Increased awareness on livelihoods issues on FS and Nutrition</p> <p>-Assessments undertaken</p> <p>-Documented LFSNIS framework in place by end 2009/consolidated data-base template produced</p>	<p><u>Main activities completed and status:</u></p> <p><u>LMIS-</u></p> <p>-Study visit to Seychelles for relevant officials</p> <p>-Support to MoLE in designing and adopting an LMIS Framework (guidelines and software for data collection to be developed in 2011/12)</p> <p>-Capacity building of MoLE staff (including at ITC Turin) and councils staff (three per council) in Mtwara and Lindi</p> <p>-further analytical exercises (report on decent work indicators; analysis of MDGs employment indicators)</p> <p>-Ongoing liaison with PMORALG to enforce data collection at LGAs level</p> <p><u>LFSNIS:</u></p> <p>-Consultative meeting and sensitization workshops with national and local decision-makers and other stakeholders for building consensus on the introduction of an LFSNIS framework</p> <p>-Background studies (review of FS and Nutrition info systems; causes or urban food insecurity and malnutrition)</p> <p>-On the job training sessions on RVA methodologies using the IPC tool to strengthen practitioners' capacities in conducting assessments, analysis and report writing/support to preparation of two RVA reports (one int. Consultant, FAO backstopping)-2009</p> <p>-Support to line MDAs to develop a LFSNIS implementation framework (Jul-Sept. 2009)</p> <p>-Nation-wide implementation exercise / FSN situation assessment report (2010)</p> <p>ToT of (25) national level professionals' pool for supporting and overseeing process at LGAs level (2010)</p> <p><u>Ind. Survey:</u></p> <p>-Capacity building and training on industrial statistics for MITM and NBS officers/provision of equipment to economic statistic unit</p> <p>-Survey on industrial production and performance for 2008; statistical and analytical report.</p> <p>-MIS established, and coordination unit strengthened;</p> <p>-Organization of a high-level event for results dissemination (2011)</p>
<p><i>Output 1.2</i> National Employment creation structures established and operational by 2012</p> <p>-ILO-</p>	<p>-Framework for assessment of employment outcomes (...) approved by govt by end of 2008 /action plans developed, implemented and monitored (??)</p> <p>-ECC committees established</p>	<p><u>Main activities completed and status:</u></p> <p>-support provided to establishment of 14 (two at RAS and 12 at LGAs level) ECCs, including orientation workshops and distribution of 5000 NEP copies.</p> <p>-equipment provided to ECCs (computers) and employment department at MoLE</p> <p>-Sensitization workshop for Directors of policy and planning on CEB (UN Chief Executive Board for Coordination) toolkit for mainstreaming employment in annual plans and budgets</p> <p>-Further workshops on the use of CEB for Managers from line ministries</p>

Independent Final Evaluation

	and meeting regularly at national and local level -NCES operational (curriculum/mandate defined and module on gender included)	-support to the undertaking a full CEB exercise (MDAs self-assessment of employment mainstreaming in sectoral policies) and production of consolidate report produced (May 2011) -Studies on strategies to mainstream employment (public expenditure, non-traditional sectors/energy, role of social partners/youth...) as input for MKUKUTA/MKUZA II -High-level national forum on employment studies for poverty reduction (identify gaps in knowledge, employment specific research agenda)/50 participants -Support to the establishment of a National Center for Employment Studies (concept note and secretariat with REPOA)
Outcome 2 - National Capacities anchored on gender equity created and strengthened to enhance economic functions of the science, technology and innovation systems		
Output	(Combined) targets and Indicators /core activities	Implementation status
<i>Output 2.1 Policies and plans of action with gender mainstreaming for the explicit integration of STI into the economy /improved rural-urban access and service delivery in place by 2011 -UNESCO-</i>	-National STI plan of action in place by 2011 -Innovation strategy developed by 2011 -Institutions with capacity for implementing STI plans -Improved STI budgeting mechanism in place by 2012 -Technology entrepreneurs impacting on the economy	<u>Main activities completed and status:</u> -preparation of a national programme document for STI reform -sensitization and consultation workshops with national stakeholders to support endorsement -Establishment of a steering committee and programme coordination unit for STI reform process -Study visits to Sweden, South Africa and Finland for govt officials -Support to preparation of a national background paper in partnership with OECD as basis for external review (to be released June 2011)/series of workshops to facilitate data collection through MDAs, private sector, research and higher education institutes. -Support to STI policy update -Examination of policy update through external review to be conducted (2011/12?) prior to adoption by cabinet and elaboration of action plan -Additional activities on: studies on policy-research interactions; design of a programme on capacity development in maintenance engineering; collection of investment proposals for innovative tourism clusters/training for 20 operators; venture capital financing sensitization workshop for the tourism sector; assessment study and workshop on e-waste; introduction of an STI sector in the investor survey.. -workshops and training programmes on: commercialisation of R&D products; innovation and product development; strategic marketing; innovative culture and creativity... -Partnership with TCCIA in advocating with private sector
Outcome 3 - Increased and equitable opportunities for decent work and livelihoods for men and women promoted through improvement in agro-productivity, product quality and market access in Mtwara and Lindi focusing on selected commodities (cashew nuts, local chicken, simsim and cassava)		
Output	(Combined) targets and Indicators /core activities	Implementation status
<i>Output 3.1 Viable enterprises including CBOs,</i>	-Enterprises active (at least 10); Business registration licences	<u>Main activities completed and status:</u> ▪ <u>Entreprise development and formalization</u> -Study on transforming and upgrading informal economy operators (UCB)

Independent Final Evaluation

<p><i>cooperatives, associations in place</i> -ILO- -FAO- -UNIDO-</p>	<p>-Jobs creation (per gender) (at least 10,000, 30% women by 2011) -Roads constructed/contractors trained (at least 5 per region by 2011) -Committees (at least six operational by 2011) launched and operational (?? unclear reference) -LMIS in place and operationalised by 2011 in Mtwara and Lindi -Food Security and Nutrition reports (at least two) guided by Muchali framework produced by June 2010</p> <p><u>From original RF</u> -sector labs assessed -youth enterprise groups established /trained -Producers groups/SMEs sub-contracted (??) -people trained -action research studies /-value chain analysis reports -guidelines for quality inspection and products standards/MDAs and LGAs staff trained -Km of rural roads -BDS operators supported -Studies on sub-contracting - Rural community Radios</p>	<p>-Sensitization and training of (46, with 195 operators-2009) groups alongside LGAs on informal economy (UCB) / Advanced training and support on group formation and formalization (VIBINDO) to 92 enterprises (2009) -Trainings on business and entrepreneurship to 32 (22 women-led) MSMEs (SIDO-2010) / Advanced trainings on Leadership and business management skills to 50 leaders from 20 groups (MUCCOBS and VIBINDO-2010) -Support to the establishment of Youth District Public platforms (...) ▪ <u>Agro-processing enterprises:</u> -equipment and demonstration sessions for pilot agro-processing technology centres (Naliendele/Mtwara: cashew apple; Ruangwa AMCO center: sesame; Kitama, Tandahimba: Cashew processing center) -machinery and equipment to support various agricultural groups (35 power tillers and accessories; 20 motorized pumps/mist-blowers; 20 chain saws) -rehabilitation and renovation of buildings (27) -ToT for (28) districts facilitators and two members from Masasi High Quality Farmers' Product -Intensive training on the use and maintenance of power tillers for 35 (2010) groups representatives -Rearing and distribution of 1000 exotic cockerels to farmers groups in seven district ▪ <u>Youth skills upgrading:</u> -Baseline study on up-grading apprenticeship skills training on micro-entreprise development for youth, women and people with disabilities (CISP); in depth empirical research in Mtwara and Lindi (sectors with potential, training needs assessment, partners' mapping)-int./nat. Consultants / Stakeholders workshop in Mtwara municipal to present findings. -Feasibility study for viable youth income and employment generation (TYC) -training and capacity needs assessments of potential partners and providers in Lindi /identification of master trainers and initial capacity building -workshop in Lindi (38 participants) and support to establishment of a formal network of master craft persons in partnership with the local govt. -five training workshops organized in Mtwara for master craft persons in five trades and mun. Council staff (MUCCOBS, VETA, SIDO) -study on harmonisation of legal and regulatory framework for / support to development of an approach for recognition and certification of informal skills through VET system -Pilot assessment by VETA for qualification of (29) master craft persons and (34) apprentices -Support to initiation of a programme on apprenticeship system in the tourist sector (...) ▪ <u>Labour-Based Technology for infrastructure and enterprise development</u> -Training (theory and site demonstration) on LBT to 53 participants from Mtwara and Lindi regions (39 contractors' staff, 5 councils engineers, 9 road technicians) - ATTI (2009) -Construction of 7km road in Mtwara rural linking municipality to Kitere irrigation scheme; implementation involving 14 officials from TANROADS, 38 staff from private contractors firms, and 82 site support personnel (26% women) from villages. ▪ <u>Cooperative/self-help enterprise development via a Challenge Fund initiative / ILO Coop-Africa</u> -stakeholders identification and awareness raising -establishment of regional advisory groups – RAG – and interagency selection committee – ISC – to support implementation of the Fund</p>
---	---	---

Independent Final Evaluation

<p>Output 3.2 <i>Capacity of LGAs improved to ensure product quality and safety</i> -FAO-WHO-UNIDO</p>		<p>-training on project design and ensuing TA to prepare proposals to 46 groups -awarding of grants to 12 projects totalling 223,387 USD</p> <p><u>Main activities completed and status:</u> -training of (240) Food Inspection supervisors at district and regional level on process/risk-based approach to food (2009), further ToT of food safety inspection in Mtwara and Lindi with 31 participants from each region; training on food hygiene and good manufacturing practices (2011) -Preparation of a draft food safety policy with TFDA /guidelines and tools for surveillance of food borne diseases, regulations for food packaging and GM food -National workshop (49 participants) on international food safety and quality standards (codex alimentarius) -Support to Nalendele Agric. Research Institute to set-up and operate a chemical and micro-biological lab /capacity assessment and training of other national and local laboratories -training and assistance to (15) extension officers in performing quality assessment of raw cashew nuts at farm level -provision of equipment for routine testing of quality and safety compliance (12 motor-cycles, 15 mobile lab-kits) -Purchase of field test kits for food contaminants and guidelines of use by street vendors / preparation of materials on golden rules for safe food preparation -study on inspection of products quality standards at different levels of production chain /stakeholders meeting -Support to the elaboration and adoption (national consultation, establishment and training of inter-ministerial team) of an analytical framework on bio-fuel industry -Support to assessment of supply capacity and market linkages for identified producers groups of cassava and cashew (Match Maker Associations Ltd)</p>
<p>Output 3.3 LFSNIS and NBS-MITM/MIS established and operational by 2010 -FAO/WFP</p>		<p><u>Main activities completed and status:</u> -Inception workshops in Mtwara and Lindi (33 participants from each region)/basic training and establishment of District MUCHALI teams (jan 2010) -Training for DM teams from two districts (18 staff) on livelihoods-based food security and nutrition information analysis (June 2010) -Support and provision of equipment (desktop and printer) to the six LGAs involved in piloting MUCHALI implementation/30 FSN professional officers participating to the entire process (from FSN assessment to preparation of districts situation reports) -Lessons learned workshop in Bagamoyo (...) -High level consultative workshops for RALGs decision-makers, 62 participants from RAS and five district councils (Nov 2010, Lindi) -Skills based capacity building for DM teams from other six LGAs (June 2011) -High level consultative workshops for RALGs decision-makers (June 2011, Mtwara)</p>
<p>Output 3.4 <i>BDS and support structures to enterprises</i></p>		<p><u>Main activities completed and status:</u> -support (visual tools) for farmers' group education on improved practices: TV sets, projectors, computers) to Ward Agricultural Resources centres (WARC) in Lindi district -support to the establishment of Business Info Centres (BICs) in Mtwara and Lindi: MoU between UNIDO and TCCIA</p>

Independent Final Evaluation

<p><i>strengthened for better market linkages</i> -UNIDO-</p>		<p>in collaboration with Finnish Development Cooperation: equipment, identification and training of information and training officers. -Capacity needs assessment for newly established Regional Business Councils in Mtwara and Lindi /stakeholders meeting. <u>National level</u> -Capacity building of TIC for coordinating the investors monitoring survey/training of enumerators -Support to the undertaking of an investor survey- questionnaires and data entry (ongoing)/Organization of six workshops country-wide (UNIDO and TIC) as exchange forums for and among companies for investment and supply-chain development / investment monitoring platform (to be established) -Establishment of a SPX (sub-contracting partnership exchange: matchmaking and benchmarking mechanism) centre at TCCIA HQs/hiring and initial training of staff; supplier profiling exercise being carried out.</p>
<p>Output 3.5 <i>Waste management for sustainable productive activities promoted</i></p>		<p><u>Main activities completed and status:</u> -Baseline study on status of urban service delivery in relation to SWM in Mtwara and Lindi urban centers (DIT) -Training on PPP in urban service delivery for enterprises and LG officials -Training to 80 groups (2010) in improved solid waste management- 50 in Lindi town and 28 in Mtwara, women and youth constituting over 50% of membership, including reuse and recycling issues. -Strengthening groups at wards level (CBOs, CBEs, NGOs) -Support to construction/rehabilitation of (3) waste collection points -Assessment of renewable energy and agro-waste utilization in Lindi and Mtwara, -Support to establishment of energy 'kiosks' in communities (e.g solar PV energy kiosk for charging light equipment in Nyangao village; plan to set-up a 10kw biogas electricity system)</p>

APPENDIX 3 - LIST OF PERSONS MET

I. UN Agencies

1. Ms. Hoopolang Phororo – Deputy Director, ILO
2. Kumbwaeli Salewi – JP1 Programme Manager, ILO
3. Christian Mwamanga – JP1 Program Assistant, ILO
4. Matrinda Simfukwe – JP1 Program Assistant, ILO
5. Pius Wanzala – Programme Officer, JP1 Field Office, ILO
6. Anthony Rutabanzibwa – Senior Programme Officer, ILO
7. Gerald Runyoro – Officer In-charge, FAO
8. Vedasto Rutachokozibwa – Senior Programme Officer, FAO
9. Aisja Frenken – JP Programme Officer, FAO
10. Moorine Lwakatare – Programme Officer, FAO
11. Leonincia Salakana – Programme Officer, ILO
12. Aswani Aggrawal – IT Support Officer, ILO
13. Andrea Antonelli- Programme Officer, UNIDO
14. Dr. William M. Mtenga- Health Information and Promotion Officer, WHO
15. Rose Shija, National Professional Officer, WHO
16. Dr. Anthony Maduekwe – Programme Specialist, UNESCO
17. Ernest Salla – Assistant Resident Representative, UNDP
18. Andrea Antonelli – Programme Specialist, UNIDO
19. Juvemile Kissanga – Senior Programme Officer, WFP
20. Owais Parray – Cluster I Advisor, UN

II. Government Counterparts

1. Venus Kimei – Assistant Director – PMO(RALG)
2. Eng. Mwanasha N. Ulenge – Coordinator of Women Participation in Road Construction, Ministry of Works
3. Desystant Massawe – Director, Ministry of Industry and Trade
4. Dr. John Solomon Kasonta – Ministry of Communication, Science and Technology
5. Fredrick Roman – Economist, Ministry of Industry and Trade
6. Caroline Kilembe – Food Security Division, Ministry of Agriculture, Food Security and Cooperatives
7. Ombaeli O. N. Lemweli – Assistant Director (Cop Monitoring and Early Warning), Ministry of Agriculture, Food Security and Cooperatives
8. Ernest K. Ndimbo – Director of Employment, Ministry of Labour and Employment
9. Karim Mtambo – Acting Director (Cop Monitoring and Early Warning), Ministry of Agriculture, Food Security and Cooperatives
10. Engineer Richard M. Shetto – Director of Agricultural Mechanisation, Ministry of Agriculture, Food Security and Cooperatives
11. Engineer Isaria K. Mwendu – Assistant Director – Agricultural Machinery and Implements, Ministry of Agriculture, Food Security and Cooperatives

III. Programme Implementing Partners

1. Ahmed Athman – VETA
2. Dr. Elliamini Minja – University of Dar-es-Salaam Consulting Bureau
3. Zuki Mihyo – REPOA
4. Ebben Msuya – Tanzania Youth Coalition
5. Humphrey Polepole - Tanzania Youth Coalition
6. Dr. Prosper Mgaya – DIT
7. Mr. Gaston Kikuwi – VIBINDO
8. Ms Joyce Nangai – ATE

9. Ms. Justina Lyela – ATE
10. Ms. Beata Minja – SIDO
11. Ms. Margareth Mandago – TUCTA
12. Mr. Banabas Paul – TFDA
13. Mr. Faustin Maaga – TBS
14. Eng. Rwambaly C. Mtete – Head of Training, Appropriate Technology Training Institute (Mbeya)

IV. **Mtwara Region**

- Regional Office
 1. Shangwe M. Twamala – Assistant Regional Administrative Secretary (Economic Services)
- Naliendele Agricultural Research Institute
 1. Dr. S.H. Shomari - Director
 2. Dr. Peter Massawe – Principal Reseach Officer
- Mtwara Rural District Council
 1. Mohamed S. Ngwalima – District Executive Director
 2. Dr. Elias Matoju – Acting DALDO
 3. Fundikira Machambo – Assistant DPLO
 4. Nespine P. Temu (DPLO)
- Mtwara-Mikindani Municipal Council
 1. George Mpogomi – Trade Officer
 2. Deogratus Dotto – Municipal Health Officer
 3. Mwajuma I. Nyoni – Municipal Community Development Officer
 4. E.D Mwongi – Municipal Economist and Planning Officer
 5. Margareth Nakaiga – Municipal Director
 6. Catherine B. Nguli – Employment/Community Development Officer
 7. Seleman A. Nahatula – Adult Education Officer
- Mtawa motor vehicle workshops
 1. Mr. Mtawa – Master Crafts Person
- Jitegemee CoopAfrica Funded Group
 1. Samae Salum – Vice Chair
 2. Issa Hamisi Mtambo – Secretary
 3. Tatu Mbunda – Treasurer
 4. Zainabu Peter – Member
 5. Asha Mussa - Member
- Kitama Cashew Processing Company
 1. Various members and leaders of the factory
- Masasi Disrtict Council
 1. Rainery J. Duwe – District Farmer Field School Coordinator
 2. Thomas Mwilafu – District Planning Officer
 3. Basil B. Mdoge – District Agricultural Officer
 4. Lucy Chenga – PAFO
 5. Frank Ndembeka – District Trade Officer

- Masasi High Quality Farmer Company

1. Machiel Spuij – General Manager, Masasi High Quality Farmer Company
2. Leaders and Labourers at Masasi High Quality Co. Mini Cashew Processing Plant

- Masasi Youth SACCOS

1. Mahamuda Mdomba – Secretary
2. Hadija Ally Kambanga – Treasurer
3. Hamisi Mponda – Member
4. Mohamed Zubery – Member
5. Leslie Barnaba Hokororo - Member

V. Lindi Region

- Regional Office

1. M. Evaristo J. Nguli - Lindi Region Assistant RAS (Economic Cluster)

- Lindi Municipal Council

1. Judica J. Sumari – Community Development Officer
2. Dativa Kyssima – Municipal Agricultural and Livestock Development Officer
3. Elisey P. Ngoi – Deputy Municipal Economist and Planning officer
4. Moatilu W. Samla – Municipal Trade Officer
5. Iddi M. Kaura – Municipal Economist and Planning Officer

- Mtama Agricultural Resource Centre

1. Nemganga S. Mgonja – Agricultural Field Officer
2. Kambogoro S. Rashid – Field Agricultural Officer
3. Leonard L. Mgya – Community Development Officer
4. Kasim Ibrahim Chande – Ward Executive Officer

- Jitahidi Farmer Field School

1. Hamisi Chembe (Chair)
2. Somoe Msanga – Secretary
3. Fahamu H. Ngozi – Treasurer
4. Selemani Mkoloweka – Member
5. Bakari Y. Kibongi – Member
6. Yusuphu Kalulu – Member
7. Asha Namnyembe – Member
8. Ally Selemani – Member
9. Stuart Sadiki – District Field Farmer School Agricultural Officer
10. Rashid Kuwandu – Ward Agricultural Officer

- Solid Waste Management Group

1. Amina Lippende – Secretary
2. Nestina Rutta – Member
3. Yusto Emmanuel – Member
4. Amina Pemba – Jikimu Women Food Processing Group

- Jitahidi Women Food Processing Group

1. Amina Pemba

- LAPNET

1. Shadrack Machela – Chair
2. Habiba Omary – Treasurer
3. Pili H. Selemani – Member
4. Halima M. Khaki – Member
5. Rashidi H. Njochelani – Member
6. Masound B. Kipara
7. Said Yusuph Said
8. Tano Mgabwana
9. Ray Kayees
10. Mohamed Khamis – Craftman
11. Hemed Ally - Master Craftman
12. Ramadhani Mawata - Craftman
13. Ibrahim Bakari – Craftman
14. Kelvin Elias – Craftsman
15. Mazuri Ngabwama – Apprentice
16. Shomari Said – Apprentice
17. Mbonde Swalehe – Apprentice
18. Mudhafa Ausi – Apprentice
19. Issa Mmule – Apprentice
20. Ally Hassan– Apprentice

APPENDIX 4 - LIST OF DOCUMENTS CONSULTED

- Assessment of training needs for labour based contractors in Mtwara and Lindi regions, ILO, August 2008
- Consolidated studies and research findings on upgrading informal apprenticeship systems, ILO, May 2011
- Database of youth entities in Mtwara and Lindi
- ILO, Efforts to upscale labour-based roadworks in Mtwara and Lindi regions: involvement of the ILO,
- ILO, REPOA, A consolidated report on Assessment Results of selected government policies, programmes and plans to identify implications of employment and decent work using the UN CEB toolkit, May 2011
- Joint Monitoring Mission report analysis, December 2010
- JP1 Agreement and final One Programme signed
- JP1 Annual work-plans and budget 2008, 2009, 2010
- JP1 Joint Program Document September 2007-December 2008
- JP1 Progress report 2008, 2009, 2010
- JP1 Results and M&E framework 2007 and 2010
- LBT training for rural road works, Final Report, ILO - June 2010
- Ministry of Labour, Employment and Youth Development, On mainstreaming employment creation and decent work in development plans: joint report of the training workshop to empower ECCs in Lindi and Mtwara regions
- Ministry of Labour, Employment and Youth Development, Report of the consultative workshop on the implementation of the national employment policy 2008 in five pilot districts under the ONE UN JP, Morogoro, October 2008
- Minutes of 3rd JP1 planning meeting with social partners
- Minutes of 3rd JPWG, 28 August 2009
- Minutes of the Joint Steering Committee Meeting, 11 February 2008
- MoU between PUNs, the UN RCO, UNDP on Operational Aspects of the One UN Fund in Tanzania
- Mtwara Stakeholders Workshops Report, August 2008
- National Center for Employment Studies (NCES) at REPOA, draft proposal, June 2011
- ONE UN JP1 MoU between FAO, UNDP, UNIDO, UN-HABITAT, UNIFEM, WFP, ILO
- Preparatory materials and minutes on 4th JPWG meeting, 27 August 2010
- Promoting PPP in urban services delivery for improved Solid Waste Management and Employment Opportunities, Training part II Report, ILO, May 2010
- RALG Mtwara District Council, the Food Security Assessment report for the market year 2010/2011
- Report on Business and entrepreneurship training for MSMEs in Lindi, ILO/SIDO, August 2010
- Report on the launching and orientation training workshop to empower ECCs members of Ruangwa, Kilwa, Nachingwea and Liwale Districts councils, MoLE, July 2010
- Report on the launching and training workshop for Mtwara and Lindi regional and district employment creation committees under the JP1, MoLE, May 2009
- The UN Working Together in Tanzania, ONE UN Programme (2007-2008)

- Training report for formalized group leaders in leadership and business management skills, ILO, November 2010
- Training Workshop on the informal economy enterprises formalization and growth potential Mtwra and Lindi District: the role of local governments and operators, ILO/UCB, December 2008
- UN Tanzania, Delivering as ONE in Tanzania, Annual Report 2010, UNDP
- UNESCO, Assistance for the reform of Tanzania's science, technology and innovation system, Project document, July '09 – Dec '11.
- UNESCO, Development of short courses for strengthening the application of innovation to the tourism industry, Final Training Report, December 2010

APPENDIX 5 - INDICATIVE EVALUATION PLAN

W/DAYS	DATE	ACTIVITIES	OUTPUTS
1-2-3	28-30 May	<ul style="list-style-type: none"> • Preliminary desk review • Preparation of draft evaluation plan 	
4	31 May	<ul style="list-style-type: none"> • Travel to country (arrival DES 14.20) • Evaluation team meeting 	
5	1 June	<ul style="list-style-type: none"> • Meetings with PUN focal persons and HoAs • Revising evaluation plan 	
6	2 June	<ul style="list-style-type: none"> • Meetings with Ministerial Focal Points (PMO-RALG, MoLE, MAFC, MITM, MoVET, MoCST, MNRT, MOW -ATTI) 	
7	3 June	<ul style="list-style-type: none"> • Meetings with IPs (SIDO, MUCCOBs, REPOA, UCB, VIBINDO, DIT, TYC, TUCTA, ATE) 	
8	4 June	<ul style="list-style-type: none"> • Preparation of Inception Report 	
9	5 June (Sunday)	<ul style="list-style-type: none"> • Travel to Mtwara and Lindi for Field Work • Finalization and submission of inception report 	Inception Report
10	6 June	<ul style="list-style-type: none"> • Participation to high-level workshop on LFSNIS/Mtwara • Meeting with Mtwara District Council 	
11	7 June	<ul style="list-style-type: none"> • Meeting with Mtwara-Mikindani Municipal Council • Visit to Mikindani women food processors • Visit to Mtawa engineering works • Visit to Jitemwoli / Maduu • Mahumbika farmers' field school • Mtwama Ward Agricultural Resource Center 	
12	8 June	<ul style="list-style-type: none"> • Masasi Youth SACCOs • Masasi District Council 	
13	9 June	<ul style="list-style-type: none"> • Travel to Lindi • RAS Office • Lindi Municipal Council 	

W/DAYS	DATE	ACTIVITIES	OUTPUTS
		<ul style="list-style-type: none"> LAPNET 	
14	10 June	<ul style="list-style-type: none"> Depart to Mtwara RAS Office Naliendele Agricultural Research Center Kitama farmers group 	
15/16	11 (or 12) June (Sat/Sunday)	<ul style="list-style-type: none"> Return from field visits 	
17	13 June	<ul style="list-style-type: none"> Mid – evaluation debriefing to Management Team Further interviews in Dar es Salaam with UN Agencies and Ministries (if relevant) Preparation of a power-point presentation 	
18	14 June	<ul style="list-style-type: none"> (morning) presentation of preliminary findings to relevant stakeholders (afternoon) travel back to Europe (int. consultant) 	PPP presentation
19-26	15-23 June	<ul style="list-style-type: none"> Further interviews and collection of missing data/information (national consultant in consultation with int. consultant) Review and analysis of collected information and data Preparation of draft evaluation report 	
27	24 June	<ul style="list-style-type: none"> Submission of draft evaluation report 	Draft Evaluation Report
	24-27	<ul style="list-style-type: none"> Comments to draft evaluation report (by management team and stakeholders) 	
28 - 30	27-28 June	<ul style="list-style-type: none"> Incorporation of comments Preparation and submission of final report 	Final Evaluation Report

APPENDIX 6 - EVALUATION MATRIX

	Core evaluation questions	Judgement / analytical criteria	(Options for) indicators and sources of information
EQ1	How consistently did JP1 design address government and donors' priorities for inclusive growth, employment and economic empowerment?	<ul style="list-style-type: none"> -national strategic and policy priorities matched -UN strategic priorities addressed -main stakeholders' needs met -quality of programme design/rationale 	<ul style="list-style-type: none"> ▪ Degree of correspondence between programme's objectives and activities and national/UN strategic frameworks ▪ Internal coherence and functional integration between different programs components <ul style="list-style-type: none"> -Interviews with PUNs and relevant stakeholders (MDAs, LGAs) -Relevant national strategies and policies -Relevant donors' strategies and programmes -Relevant programme documents
EQ2	To what extent JP1 management and implementation set-up have facilitated the attainment and enhanced the value of planned results?	<ul style="list-style-type: none"> -Quantity and quality of results -Extent and quality of joint planning, implementation and monitoring: inter-agency collaboration; integration of and between national and local partners -vertical (national-local) and horizontal (UN-public/private partners and cross-sectoral) linkages in the process -Timely delivery and use of available funds/resources -Appropriate funding and sourcing modalities -Effective management and M&E systems 	<ul style="list-style-type: none"> ▪ Perception and appreciation of relevant stakeholders ▪ Integration and coherence of plans and activities ▪ Degree and timeliness of plans implementation in relation to targets ▪ Nature, frequency and participation in joint programme management activities ▪ Evidence of complementarity across different interventions and with national frameworks ▪ Strengths and weaknesses/gaps in the coordination process ▪ Allocations – expenditure ratio ▪ Nature and quality of reporting <ul style="list-style-type: none"> -interviews with PUNs and institutional / implementing partners -programme work-plans, budgets and reports -minutes of meetings and other joint activities -IPs reports
EQ3	To what extent has JP1 contributed to establish and/or strengthen systems and capacities for conducive wealth creation, employment and economic empowerment policies?	<ul style="list-style-type: none"> -Relevant structures and tools introduced/strengthened for channelling effective policies at national and local level -Capacities sustainably enhanced in key institutions/structures at national and local level -Integration and harmonization of policies and tools at national and local level -Improved legal/regulatory framework -Improved decision-making and policy formulation and implementation frameworks at national and local level 	<ul style="list-style-type: none"> ▪ Perception/awareness and understanding of new frameworks by relevant stakeholders and officers ▪ Methodological framework in place for assessing and mainstreaming employment policies at national and sectoral level (PER, MTEF) ▪ ECCs established/relevant mandate and functions, regularity of/participation into meetings ▪ Centre for Employment studies established and operational/mandate and curricula ▪ LMIS established and operational at national and local level /functional links with NCES and ECCs ▪ LFSNIS ('Muchali') established and operational at national

	Core evaluation questions	Judgement / analytical criteria	(Options for) indicators and sources of information
		-Institutional mechanisms enabling cross-sector links and integration between national and local levels	<p>and local level /appropriate monitoring bodies established and trained/FSN reports produced and disseminated</p> <ul style="list-style-type: none"> ▪ Industrial surveys carried out and incorporated in the MIS planning process ▪ Food safety and quality policies and regulations updated/introduced ▪ STI and innovation strategies, plans and budgeting mechanism in place / and institutions with capacity/mandate to implement them ▪ Number of/attendance to training and dissemination sessions on newly introduced structures and tools (ECCs, FSITs...) ▪ Evidence of substantive inputs into policies resulting from improved information and analysis systems ▪ Evidence of integration/linkages across policies and tools <p>-Interviews with PUNs and relevant stakeholders (MDAs, LGAs) -Review of relevant documents (policies, manuals, guidelines...) -Activity/outputs reports (consultants, IPs) -Programme documents (plans and progress reports) -Minutes of meetings and workshops</p>
EQ4	To what extent has JP1 contributed to improved rural livelihoods and agricultural development through access to employment and income generating opportunities in pilot areas?	<p>-Enabling environment for MSMEs development enhanced (infrastructure, BDS and governance, rural information..) -Sustainable enterprise development promoted (business management and entrepreneurial skills, upgrading/formalisation of small businesses, member-based cooperative enterprises, women and youth engaging in income generating activities) -Informal training systems successfully upgraded and integrated -Employment-enabling strategies and practices successfully piloted (links with STI, labour-based technology, PPP for services provision/waste management, bio/renewable-energy, public procurement/sub-contracting platforms...) -Increased value addition and markets'</p>	<ul style="list-style-type: none"> ▪ Perception/appreciation of local stakeholders ▪ Formalised economic groups/operators ▪ Women/youth groups, cooperatives and association established/strengthened ▪ (if applicable) Business licences/new BDS operators/new jobs by gender ▪ Number/quality/attendance to trainings held /by gender ▪ Roads constructed through LBT ▪ Labour-enabling strategies and practices introduced and adopted by LGAs ▪ LGAs capacity to implement food safety/quality standards ▪ Value-chain assessments/sectoral studies and relevant measures in place/planned ▪ Increases in processed and marketed commodities ▪ Measures for qualifying and systematizing the apprenticeship system <p>-Interview and focus groups with relevant stakeholders (Regional and LGAs, economic groups and cooperatives, IPs...) -Programme documents</p>

	Core evaluation questions	Judgement / analytical criteria	(Options for) indicators and sources of information
		access (productivity, product quality and safety standard, agro-processing and market linkages, market linkages)	-Activity and outputs reports -Visit to projects sites
EQ5	How well are JP1 results embedded and integrated into national and local systems and policies?	- ownership of results - delivery through national/local systems and structures - mainstreaming of introduced practices and tools into national and local systems - structures empowered (resources, capacities) to continue activities	<ul style="list-style-type: none"> ▪ Evidence of tested/piloted practices being incorporated and mainstreamed into national/sectoral policies ▪ Evidence of links across different levels of intervention (upstream and downstream), and of supported measures with policy making and national regulatory/implementation frameworks ▪ Share of funds channelled through exchequer, using public procurement systems, funds reported in govt budget etc.. ▪ Resources allocated for up-scaling and replication ▪ Incorporation of introduced tools and practices into LGAs planning and budgeting procedures ▪ Evidence of integration of supported activities with other complementary and follow-up initiatives ▪ Programme exit strategy -Interviews with relevant stakeholders (MDAs, LGAs) -review of programme documents -relevant policy documents and tools
EQ6	How well and consistently are cross-cutting issues addressed and incorporated into JP1 activities and results?	- Gender environment and human rights successfully mainstreamed within the JP - Approach to capacity building	<ul style="list-style-type: none"> ▪ Gender focused LMIS and LFSNIS (gender sensitive food security, nutrition and vulnerability assessment and planning) ▪ Involvement of women associations in the joint planning, capacity building and dissemination process (STI) ▪ Gender disaggregation of capacity building, enterprise/cooperative and employment development indicators ▪ Partners understanding and significance of Human rights based programming ▪ Direct /indirect introduction of environment concerns and targets in programme's activities ▪ Extent to which capacity building activities were appropriate to partners needs and potential (pre-existing/absorption capacity) ▪ Sustainability of capacity building (training of trainers/peer training, recurrent vs one-shot session, on the job-training, use of local expertise...)

	Core evaluation questions	Judgement / analytical criteria	(Options for) indicators and sources of information
			-Interviews with relevant stakeholders -Review of programme documents and outputs reports
	Lessons learned and recommendations	<ul style="list-style-type: none"> ▪ Factors affecting 'delivering as one' ▪ Effective partnership and coordination ▪ Programme design and rationale ▪ Implementation and monitoring ▪ Upstream and downstream integration/ 'area-based' pilot intervention ▪ Analysis of key results (considerations on impact and sustainability) ▪ Indications for future programming 	