THE INTERNATIONAL LABOUR ORGANIZATION

INTERNAL EVALUATION OF ILO-UNDAP COMPONENTS

Final Report

By

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LIST OF ABBREVIATIONS

ABCZ	AIDS Business Coalition for Zanzibar
ACIs,	Areas of Critical Importance
ATE	Association of Tanzania Employers
AWPs	Annual Work Programmes
BDS	Business Development Services
BRN	Big Results Now
C&J	Carpentry and Joinery
CBA's	Collective Bargaining Agreements
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CEB	Chief Executive Board
CEEIF	Corridor Economic Empowerment Innovation Fund
CEEP	Corridor Economic Empowerment Project
CHODAWU	Conservation, Hotels, Domestic and Allied Workers Union (Tanzania)
CMA	Commission for Mediation and Arbitration
CODAS	Cooperative Data Analysis System
CPO	Country Program Outcomes
DaO.	Delivering as One
DHU	Dispute Handling Unit
DWAA	Decent Work Agenda for Africa
DWCP	Decent Work Country Programme
DWT	Decent Work Team
ECA	Economic Commission for Africa
FAMOS	Female and Male Operated Small Enterprises
FAO	Food and Agriculture Organization
FBS	Food and Beverage Services
FP	Food Production
SPF	**Social Protection Floor**
GET	Gender and Entrepreneurship Together
GIZ	German International Cooperation
GoT	Government of Tanzania
HIV & AIDS	Human Immunodeficiency Virus and Acquired Immune Deficiency Syndrome
IAPC	Inter-Agency Programme Committee
IGAs	Iconomic Generating Activities
ILFS	Integrated Labor Force Survey
ILO	International Labour Organization
IPs	**Implementing Partners**
ITC	**International Training Centre**
IYF	International Year of Cooperatives
JPs	Joint Programmes
JAST	Joint Assistance Strategy for Tanzania
JSC	UN Steering Committee
KNN	Kazi Nje Nje
KRAs	Key Result Areas
LAB	Labor Advisory Board
LC & IC	**Labor Court and Industrial Court**

LESCO	Labour, Economic and Social Council (Mainland Tanzania)
LGA	Local Government authorities
LGA	Local Government Authorities
LMIS	labour Market Information System
M&B	Masonry and bricklaying
M&E	Monitoring and Evaluation
MAF	Millennium Goal Acceleration Framework
MDAs	Millennium Development Goals
MDGs	Millennium Development Goals
MES	Modules of Employable Skills
MIS	Market Information System
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania
MKUZA	Mkakati wa Kukuza Uchumi Zanzibar
MLEEC	Ministry if Labor, Economic Empowerment and Cooperatives
MoF	Ministry of Finance
MoLE	Ministry of Labour and Employment
MoLEYD	
MTEFs	Medium-Term Expenditure Forecasts
MUCCoBS	Moshi University College of Cooperatives and Business Studies
NBS	National Bureau of Statistics
NMSF	National Multi-Sectoral Strategic Framework
NMSF	National Multispectral Strategic Framework on AIDS
NMSF	National Multi-Sectorial Strategic Framework
NSAs	Non State Actors
OCGS	Office of Chief Government Statistician
P&B	
PMC	Programme Management Committee
PMO-RALG	Prime Minister's Office Regional Administration and Local Government
PUNs	Participating UN agencies
PWG	Programme Working Group
RBM	Results Based Management
RC	Resident Coordinator
REPOA	Research for Poverty Alleviation
ROAF	Regional Office for Africa
RPL	Recognition-of-Prior-Learning
RPLA	Recognition of Prior Learning Assessment
RPLA	Prior-Learning Assessment
SACCOS	Savings and Credit Co-operative Societies
SECO	Switzerland's State Secretariat for Economic Affairs
SEO's	Social economy organizations
SEs	Sustainable Enterprises
SIYB	Start and Improve Your Business
SMEs	Small and medium-sized enterprises
SSRA	Social Security Regulatory Authority
SWHAP	Swedish Workplace HIV/AIDS Programme
TaESA	Tanzania Employment Services Agency
TCCIA	Tanzania Chamber of Commerce, Industry and Agriculture
TOT	Training of trainers

TUCTA	Trade Union Congress of Tanzania
TVET	Technical and Vocational Education and Training
TZA	Tanzania
UNAIDS	The Joint United Nations Programme on HIV and AIDS
UNCMT	UN Country Management Team
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAP	UN Development Assistance Plan
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific c and Cultural Organization
UNIDO	United Nations Industrial Development Organization
UNV	United Nations Volunteers
UNWOMEN	UN Women –United Nations E
UPR	Universal Periodic Review
URT	United Republic of Tanzania
USAID	United States Agency for International Development
VCT	Voluntary Counseling and Testing
VETA	Vocational Education Training Authority
VICOBA	Village Community Banks
WED	Women entrepreneurship development
WEDEE	Women's Entrepreneurship Development and Economic Empowerment
WEDEE	The Women's Entrepreneurship Development and Economic Empowerment
WPP	Workplace Programmes
XBTC	Extra-Budgetary Technical Cooperation
YEF	Youth Entrepreneurship Facility
ZANEMA	Zanzibar Employers Association
ZATUC	Zanzibar Trade Union Congress
ZYEAP	Zanzibar Youth Employment Action Plan

EXECUTIVE SUMMARY

0.1. INTRODUCTION

UN Development Assistance Plan (UNDAP) 2011-2016 supports the implementation of national priorities outlined in the MKUKUTA II (mainland) and MKUZA II (Zanzibar) 2011-15. The ILO interventions contribute to nine UNDAP outcomes, in line with ILO strategic objectives, namely employment, social protection, social dialogue and standards/rights at work and linked to the Decent Work Country Programmes (DWCP). This study has evaluated the ILO-UNDAP contribution/components. The focus has been to analyze progress made towards achieving established outcomes, to identify good practices and lessons learnt so far and to propose recommendations for improved delivery of quality outputs and achievement of outcomes in the formulation of UNDAP II.

0.2   FINDINGS

Relevance, Strategic Fit and Validity of Design

Generally, ILO-UNDAP has substantial relevance, strategic fit and validity of design. It is basically relevant to MKUKUTA, MKUZA and DWCP outcomes, to DWAA & MDG targets, to advancing gender equality and equal opportunity between women and men, enhancing complementarity with other ongoing ILO programmes/projects and linkages with other activities of the UN or non-UN international development aid organizations at local level. Somehow, the theory of change / programme design is reasonable. On the other hand, there are issues that need to be sorted in the future:
  ➤ The rationale for having exactly similar priority outcomes for mainland and Zanzibar is doubtful reflecting weaknesses in the process of formulating UNDAP I.
  ➤ If we are not careful with the way we formulate and manage UNDAP we may end up being too rigid and stifle creativity and innovation of individual agencies.
  ➤ It is not logically clear how the UNDAP-outcomes were including the problem analysis behind them to logically come up with the underlying causes and factors.
  ➤ It is still important to have a room to " explore out of box issues" in the design of UNDAP
  ➤ A general lack of a comprehensive M&E framework and system for ILO-UNDAP

Programme Effectiveness and Efficiency

ILO participates in UNDAP in four Programme Working Groups - Economic Growth and Economic Governance; Governance; HIV and AIDS; and Social Protection. The ILO's contribution outcomes in the Economic Growth and Economic Governance PWG include the integration of national, sectoral or local policies and programmes in development frameworks and key components for job creation, namely employment policies, skills development, youth entrepreneurship and sustainable enterprises and labour law compliance. For social protection, ILO's contribution includes the extension of social security and using social dialogue to develop and monitor national strategies for the extensijon of social security. ILO's contribution to the governance outcomes is notably

on the promotion of social dialogue and on building the capacities of government and other social partners to ratify and apply international labour standards. On HIV/AIDS outcomes, the ILO contributes to the operationalization of workplace programmes in public, private and informal sector institutions and enhancing capacity of AIDS Committees to mainstream HIV/AIDS in budgets.

Significant achievements were realized in in the 4 years implementation period of ILO-UNDAP Programme which justifies the amount of resources invested. Also, significant achievements/results realized is an evidence that the ILO/UNDAP Programme was effective to a large extent. *Despite the achievements attained, areas of concern have been on the following: On the economic growth and economic governance,* harmonization of labor laws within EAC has created a big challenge because implementation has been very slow. The big reason for this is that Government has been very slow to act on recommendations put forward for harmonization of labor laws and regulations.

Another area which has not been doing well is on enforcement of labor laws (MDAs and NSAs improve implementation of labor standards in an effort to promote decent work and productivity benefits for employers and workers). This is largely because of weak labor administration in the Country.

Under *Governance*, the problematic area is on social dialogue especially on tripartite bodies which have been very ineffective both in Mainland and Zanzibar. On Social Protection, high informality practices even among the perceived formal employers, has been limiting acceptance of the interventions under ILO-UNDAP supported programmes. Lastly, HIV/AIDS fatigue was noted as one of the biggest implementing change especially for private sector partners who seem to be tired to continue working on the matter.

Other implementation challenges include delayed disbursement of funds and reduction in the One UN funding, which affected the overall ability to implement planned activities. Internal agency procedures, and IPs' capacity in terms of staffing has also had negative implications for programme delivery.

Effectiveness of management arrangements

ILO Country Office Dar es Salaam works closely with the Decent Work Support Team (DWT) in Pretoria, South Africa and specialists based in headquarter. These have worked with tripartite partners in a number of policy developments.

The management and governance arrangement of the ILO programme are quite adequate in terms of its contribution to the United Nations Delivering as One (DaO) and Decent Work Country Programme (DWCP). The ILO Office in Dar es Salaam established strong partnerships with tripartite constituents in Tanzania mainland and Zanzibar in the development of policy frameworks necessary for the implementation of the DWAA.

The roles and responsibilities for all parties involved are clearly defined through Programme Working Groups, where each agency is responsible for the delivery of a set of key actions that cooperatively contribute to the shared outcomes. For instance, ILO-

UNDAP incorporates the four pillars of decent work across the MKUZA and MKUKUTA clusters which are economic growth, social welfare, and governance.

UN leadership and technical inputs have led to the adoption of social security guidelines and regulations which are geared toward enhancing compliance with social security regulations and regulations which are geared toward enhancing compliance with social security regulations.

Overall, the impression gained from a number of sources including interviews with the key members of UNDAP reveal that despite the established monitoring framework for ILO-UNDAP, there is a serious issue of concern with weak data collection, monitoring, evaluation and management oversight of the JP activities.

ILO has received adequate administrative and technical and political support. For instance, it has received adequate political support through working with government institutions on a number of issues and political support has been very positive. For example, the greatest achievement during the 2011/12 had been the amendment of the SSRA Act, 2008 in 2012, the adoption of Social Security, Fund's Act No. 5 of 2012, the development of social security reform program, (including the drafting of the new Social Pension Scheme for Tanzania).

ILO developed a single, overarching *Action Plan for Gender Equality 2010-15*, which operationalizes the 1999 ILO policy on gender equality. Through this Action Plan, gender responsive delivery of the Decent Work Agenda was achieved in line with the June 2009 Resolution concerning Gender Equality, which is the main fulcrum of Decent Work.

The Value addition to DaO

The primary means by which the ILO contributes to UNDAP at the country is through the Decent Work Country Programme (DWCP). According to ILO, DWCPs are programming tools to deliver on a limited number of priorities over a defined period" in order to "increase the impact of the ILO's work" and to be "more visible and transparent". In addition, the DWCP for Tanzania transform the existing national priorities into a coherent country level response aligned with MKUKUTA and MKUZA II 2011-15.

Under the UNDAP, and through the Programme Working Groups (PWGs), each participating UN agency is responsible for implementation of a set of key actions that jointly contribute to the shared outcomes of UNDAP. In the same vein, the four pillars of the Decent Work have been incorporated into UNDAP framework across the MKUZA II and MKUKUTA II clusters (i.e. economic development, social welfare, and governance).

The experience gained from the implementation of UNDAP has also shown that while the UN agencies plan together and develop joint work-plans, and therefore meant to be jointly implemented, monitored and reported, the actual work-plans are mainly the outcome of agency work-plans which again are essentially implemented and managed by each individual agency. However, according to some interviews with UNDAP team, although agencies are collaborating and working together, this collaboration has to be

further improved, especially on the need for agencies to work together i.e. ILO could work jointly with FAO on mainstreaming employment and decent work.

It was also observed that UNDAP has created and encouraged synergies among agencies, optimal results and avoided the duplication of activities. For example, there has been more focus on the building a stronger analytical base in partner institutions in order for the policies to be driven by evidence and concerns for promoting human development. However, in as much as DaO has created an overall framework for the joint programmes through the various principles and policies of the One UN, some documentary review indicate that more effort still needs to be made in designing a more comprehensive, interlinked and coherent One Programme.

A number of challenges have limited the effective and efficient delivery of planned results under the one programme. These include the existence of a single business plan, the United Nations Development Assistance Plan (UNDAP) 2011-2015 which is far better and more focused and strategic, and able to deliver greater development results. Some of the critical factors which have adversely impacted upon implementation and commitment to the DaO approach include the following:

> *Different funding mechanisms at work, the proportion of funds outside the One Fund and the various differing aspects of the financial management systems are constraints for further harmonization and therefore working directly against the principles of the Paris Declaration.*
> *Reduction in the One UN funding, which affected the overall ability to implement planned activities.*
> *Internal agency procedures, and IPs' capacity in terms of staffing have also negatively impacted on the programme delivery.*

With respect to joint planning and implementation, the evidence gained from the secondary data indicates that there is more need for greater convergence in the preparation and implementation of AWP. This means that implementation of activities can be made more standardized by preparing joint plans and at times around common themes, with the main aim of encouraging more collaboration with other WGs.

It was also observed from interviews with ILO-UNDAP key stakeholders that the UNDAP One Fund resources seem to be rather scattered across many sectors under different agencies, which therefore calls for the UN to re-prioritize and re-focus on a limited number of issues. This also means that a more user-friendly M&E system could be developed to address issues of transparency and accountability.

Partnerships
With regard to setting the partnerships with the stakeholders, these stakeholders were consulted regarding the identification of the DWCP priorities through meetings that were both organized on the mainland and Zanzibar to discuss and agree on the DWCP priorities. The interviews made with some UNDAP team members show that the ILO unique tripartite structure (Ministry of labour, workers and employers organizations) has enabled effective participation of important stakeholders in the programme design and implementation which include sectoral ministries, local government, youth organizations, NGOs etc. for efficient and optimal results.

It was also noted from the documentary review that ILO expanded its partnerships beyond tripartite partners to include other key stakeholders. Nonetheless, there is a general feeling among some stakeholder interviewed that ILO should strive to establish a continuous dialogue with other key ministries such as the Ministry of Finance, the Planning Commission and the Ministry of Agriculture, Food Security and Cooperatives) on areas of common interest regarding decent work and job creation.

Governance

The ILO-UNDAP programme structure is quite comprehensive in terms of detailing the lines of responsibilities and reporting and more important in promoting delivery of the mandated functions. For example, the Inter-Agency Programme Committee (IAPC) has been created and composed of senior programme staff from all UN agencies which leads the development, implementation, monitoring and evaluation of UNDAP programmes.

However, some serious gaps exist in common human resources practices, especially in the harmonization of job descriptions and grading, finance and harmonized approach to cash transfers as far as ILO is concerned. In other words, the UNDAP management structure with its formalized arrangements and reporting requirements (i.e. PWGs and PMCs) "runs counter to a culture of "nimbleness" across staff and across agencies, that should result in practices of creating "time-bound/task based" interagency teams to tackle new and emerging programmatic needs and opportunities.

The results groups could have been better defined and operationalized by linking them with ILO policy frameworks. In addition, while the UNDAP and DCWP are quite multidimensional in nature, ILO could redefine and forge more effective partnerships with other key national actors who may be doing similar roles in the areas of decent work agenda. In addition, it was recommended that an institutional assessment to help define the nature of partnerships be undertaken.

Impact Orientation and Sustainability

The ILO-UNDAP contribution is steering towards impact and sustainability. The impact orientation of the programme is strong since the theory of change is basically fine and the implementation of most activities is on-course.

The ILO-UNDAP contribution is substantially building the capacity of stakeholders and national institutions as well as strengthening the enabling environment (laws, policies, people's skills, attitudes etc.).

To a significant extent the activities that are part of the ILO-UNDAP contribution are sustainable. Most of the activities have targeted: (a) strengthening of the enabling of policy/legal environment for example to enhance productive employment creation through pro-poor economic development policies and strategies; (b) capacity building of key institutions; (c) creation of National ownership of planned interventions (mainstreaming decent work principles and practices in the national budget guidelines and entering into declaration with implementing government agencies). The other approach, which is working, is the way some of the ILO-UNDAP activities are being targeted at mind-set change.

0.3   CONCLUSION AND RECOMMENDATIONS

Generally, ILO-UNDAP has substantial relevance, strategic fit and validity of design. It has largely been effective in its delivery and management. Overall, the contribution of UNDAP to ILO has been value adding in various ways including increasing the resources available for programme activities.

However, there are various issues raised in the main report that require further attention – looking at the future going forward. The main ones are presented in Table 0-1 along with recommendations to address them.

Table 0-1: Major Issues and Recommendations

S/N	Issue	Recommendation
1.	The rationale for having exactly similar priority outcomes for mainland and Zanzibar is doubtful reflecting weaknesses in the process of formulating UNDAP I.	Review the UNDAP planning to be better sensitive to the critical issue of Tanzania Mainland and Zanzibar.
2.	It is not logically clear how the UNDAP-outcomes were derived including the problem analysis behind them to logically come up with the underlying causes and factors.	Adopt a hybrid of logical framework analysis and outcome mapping as suggested to address the issue
3.	Given the diverse and expansive nature of ILO activities, leveraging on linkages, partnerships and collaborations need sounder direction	Develop a more elaborate framework and tools for guiding such collaborations to ensure maximum synergy and impacts. The framework should provide a clear guide on how the collaborations and ILO social partners in UNDAP should be linked for optimal benefits.
4.	A general lack of a comprehensive M&E framework and system for ILO-UNDAP	Develop a comprehensive M&E framework and tools for supporting the ILO-UNDAP component – so as to be able to quantify the impacts of the component.
5.	The constituencies see direct implementation of activities by ILO *as undesirable role of ILO*. Some activities could be delegated to the constituencies for direct implementation with added benefits including capacity building.	Work out a clear arrangement with sufficient safeguards as part of ILO-UNDAP to get the constituencies to participate more actively in activity implementation.
6.	Unreliable and limited resources for some interventions like HIV response especially from the One Fund supported interventions lowers confidence in planning and budgeting with constituents.	ILO should intensify efforts to mobilize resources for DC projects over and above those under the UNDAP umbrella (i.e. cross-cutting issues)
7.	Sustainability of some of the chief drivers (social partners) of the DW agenda is a challenge	Undertake a comprehensive study of the financial capacity and sustainability of the ILO and its social partners considering the still huge effort needed to create a meaningful and lasting change in terms of all decent work priorities - followed by development of befitting strategies, which should be integrated in ILO-UNDAP II.
8.	The pace of achieving decent work objectives in the country is still rather slow – implying the need to go beyond capacity building and creation of enabling policy environments to incentives and other mechanisms that will directly change individual and collective behavior	Promote strategies that directly change individual and collective behavior
9.	Limited structured analysis and management of risks in ILO-UNDAP	Establish risk management framework and programme for ILO-UNDAP
10.	Some activities were not implemented due to low capacity of Implementing Partners (IPs)	ILO to undertake a comprehensive capacity assessment of the Implementing partners before engaging them in programme implementation. This would enable identifying areas of weakness and strategies to address

S/N	Issue	Recommendation
		them for to ensure better delivery of the programme activities
11.	The change in Government priorities (e.g. more focus to BRN) left some activities unimplemented	Include mid-term reviews and updating of ILO-UNDAP to provide room to respond to such major shifts
12.	Limited dissemination of programme outputs with key stakeholders	Strongly share with stakeholders programme impacts (evidence-based) to build a case for programme relevance and hence more support
13.	There are some conflicting demands that lead to weak understanding of the roles and responsibilities of some partners in the implementation process; hence less participation in the implementation process.	Remove conflicting demands through making the roles and responsibilities of each participating partner in the planning and implementation processes
14.	ILO unique structure of tripartite (Ministry of labour, workers and employers organizations) has enabled effective participation of these important stakeholders in the programme design and implementation including sectoral ministries, local government, youth organizations, NGOs etc. for efficient and optimal results	• Some drastic measures need to be taken to maintain this strategic partnership including making funds available in time to the key partners to enable them fulfill their expected activities and outcomes.
15.	Some structures and components under the UNDAP design have not been fully operationalized as envisaged in the philosophy of DaO i.e. HR, HACT etc.	• Harmonize job descriptions, grading, finance and cash transfers as far as ILO is concerned • Elevate the status of National Programme Coordinators (NPCs) from the current Scale 'B' to Scale 'C/D'. • Give more decision making and implementation powers to the coordinators.
16.	The results groups have been clearly developed and operationalized. However, the existing structure is quite difficult to distinguish between the DCWP and UNDAP activities in terms of operations.	• The role of committees at the agency level, should be made clearer. • The DCWP and other ILO Programmes should share information in the implementation of activities related to UNDAP with effective representation of these committees in the DCWP architecture.
17.	The UNDAP and DCWP are quite multidimensional in nature.	• ILO could redefine and forge more effective partnerships with other stakeholders who may be doing similar roles in the areas of decent work agenda. • An institutional assessment should be carried out to help define the nature of partnerships to be undertaken

1 INTRODUCTION

1.1 Background

This study was implemented within the UN Development Assistance Plan (UNDAP) 2011-2016 framework. The UNDAP is designed to support the achievement of the Internationally Agreed Development Goals, the Millennium Development Goals (MDGs) and the realization of international human rights in the country, including the right to humanitarian assistance for refugees. It reflects inputs from representatives of the Government of Tanzania (GoT), as well as Resident and Non-Resident Agencies, Civil Society and Development Partners. The UNDAP aims to enhance national ownership and UN accountability by articulating the precise UN contribution to the national priorities outlined in the MKUKUTA II (mainland) and MKUZA II (Zanzibar) 2011-15.

The Plan is nationally executed and managed by the Joint Government of Tanzania and UN Steering Committee (JSC), which is co-chaired by the Permanent Secretary of the Ministry of Finance (MoF) and the UN Resident Coordinator. Members from central and line ministries (including Zanzibar) sit on the JSC, with rotating representation by UN Heads of Agencies and the Chair of the Friends of the UN as the Donor Representative.

The ILO interventions contribute to nine UNDAP outcomes, in line with ILO strategic objectives, namely employment, social protection, social dialogue and standards/rights at work and linked to the Decent Work Country Programmes (DWCP).

As the UNDAP nears completion of the programme cycle, the United Nations Country Team (UNCT) and national partners have agreed to undertake an evaluation to further promote accountability for results and learning. ILO management, on the hand has decided to undertake this internal evaluation of its components in UNDAP to inform ILO future plans and programmes. This ILO internal evaluation therefore provides detailed information on the implementation of ILO components.

1.2 Objectives and Scope of the Study

1.2.1 Objectives

The overall objective of the internal evaluation was to analyze progress made towards achieving established outcomes, to identify good practices and lessons learnt so far and to propose recommendations for improved delivery of quality outputs and achievement of outcomes in the formulation of UNDAP II. The evaluation provides the opportunity for taking stock, reflecting, learning and sharing knowledge regarding how the ILO components could improve the effectiveness of its operations in the coming phase.

The ILO internal evaluation had the following main purposes:
   a. Focusing on ILO components, support learning regarding the value of interventions: what has worked, what has not worked and why in the context of DaO. The evaluation had to provide clear recommendations for strengthening programming and operational results of ILO components, specifically informing the planning and decision-making for the next UNDAP programme cycle and for improving ILO coordination at all levels.

b. Give an assessment of progress to date of the ILO components across the outcomes ILO is contributing to; assessing performance as per the foreseen targets and indicators of achievement at output level; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities in Tanzania;

c. Provide strategic and operational recommendations as well as highlight good practices and lessons learned that will contribute to the formulation of the next generation of UNDAP; and

d. Review the theory of change robustness and realism underpinning the program

1.2.2 Scope of the study

The evaluation has covered all outcomes ILO is contributing to in the UNDAP, with particular attention to synergies across components within ILO and UN. The evaluation has assessed all key outputs that have been produced since the start of the programme – with a thrust on what has worked, not worked and ways of improving future performance. More specifically, the internal evaluation has focused on the following broad issues with their respective specific issues presented in Appendix 1:

- ➢ Validity of design
- ➢ Programme effectiveness
- ➢ Efficiency of resource use
- ➢ Effectiveness of management arrangements
- ➢ The value addition to DaO
- ➢ UN Programming Principles
- ➢ Partnerships
- ➢ Risk Analysis
- ➢ Governance
- ➢ Impact orientation and sustainability
- ➢ Lessons learned

1.3 Methodology

Implementation of the ILO internal evaluation had four major steps: Review of programme and other relevant documents, survey interviews, qualitative data analysis and report writing. The literature review included DCWP and UNDAP programme documents. Survey interviews included structured and semi structured tools for assessment interviews at three levels to include ILO management and staff, implementing partners, and stakeholders. This was followed by a one day validation workshop which was conducted drawing participants from key stakeholders of the ILO/UNDAP programme. The list of external stakeholders interviewed is provided as Appendix 2.

2 FINDINGS

2.1 Introduction

ILO has a noble objective of supporting women and men including young women and men to access decent and productive work in conditions of freedom, equity, security and human dignity. The Decent Work Country Programmes (DWCPs) that operationalize the Decent Work Agenda are the guiding framework for ILO support to poverty reduction programmes and other national development initiatives and are developed and implemented in cooperation with ILO constituents. DWCPs have been established as the main vehicle for delivery of ILO support to countries. Each DWCP is organized around a limited number of country programme priorities and outcomes. DWCPs are time-bound and identify a limited number of priorities that are encapsulated in the four objectives of Decent Work, with gender as a crosscutting issue – creating jobs; guaranteeing rights at work; extending social protection; and promoting social dialogue. They focus on the respective country's priority areas, which includes Poverty reduction through creation of decent work opportunities for young women and men; reducing the incidence of child labour; and mitigating the socio-economic impact of HIV and/AIDS at the workplace; entrepreneurship for disabled women; labour laws; HIV/AIDS at the workplace and gender equality at work.

ILO is currently guided by the second generation DWCP being implemented for the period 2013 to 2016. The DWCP for Tanzania was prepared with a clear thrust to *reflect the ILO and the tripartite constituents' priorities that contribute towards the national goals.* The ILO priorities mandatorily are in accordance with the Organization's founding mission of promote social justice as a basis for universal and lasting peace and its to focus its assistance to member States on achieving decent work objectives through the Decent Work Country Programmes (DWCPs) as guided by the Decent Work Agenda for Africa (DWAA) in case of Tanzania.

Table 2-1: Alignment of ILO-UNDAP & ILO/DWCP Objectives

ILO Strategic Objectives	UNDAP Outcomes	ILO Thematic Areas	Key UNDAP Outcomes
Employment: Create greater opportunities for women and men to secure decent employment and income	Economic growth and reduction of income poverty	➢ Employment Policies ➢ Skills Development ➢ Sustainable Enterprises	Outcome 1: Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies Outcome 2: Local Government Authorities (LGAs), agriculture support organizations and small-holder farmers increase agricultural productivity, access to markets and food security Outcome 3: Relevant MDAs, LGAs and Non State Actors enhance structures and policies for promoting viable pro-poor business sectors and SMEs Outcome 5: Key MDAs and Non-State Actors enhance skills and entrepreneurship programmes to improve labour productivity and employment creation Outcome 6: MDAs and non-state actors improve implementation of labour standards in an effort to promote decent work and productivity benefits for employers and workers
Social Protection: Enhance coverage and effectiveness of social protection for all	Improvement of Quality of life and social well-being	➢ Social Security ➢ Occupational health and safety, ➢ HIV/AIDs at work ➢ Working conditions	Outcome 1: Government to coordinate a multisectoral social protection response to the needs of economically deprived and insecure groups Outcome 3: Relevant ministries, departments, agencies, local government authorities and non-state actors increasingly mainstream HIV/AIDS Workplace Programmes (WPP)
Social Dialogue: Strengthen tripartism and social dialogue	Governance and accountability	➢ Labour administration ➢ Industrial relations ➢ Workers and employers organizations ➢ Tripartism	Outcome 4: GoT advances fulfilment of its international treaty obligations
Standards and fundamental principles and rights at work	Governance and accountability	➢ Collective bargaining ➢ Freedom of association ➢ Non-discrimination at work ➢ Labour standards	UNDAP Outcome 4: GoT advances fulfillment of its international treaty obligations

2.2 Relevance and Strategic Fit

Assessment of the relevance and strategic fit of the ILO-UNDAP focuses to the extent to which the ILO contribution in UNDAP targets priority national development concerns and complements and is in harmony with the objectives of major national, regional and international (UN and non-UN) development frameworks.

The ToRs thus rightly requires relevance and strategic fit to be assessed in terms of relevance to MKUKUTA, MKUZA and DWCP outcomes, to DWAA & MDG targets, to advancing gender equality and equal opportunity between women and men, young women and young men complementarity with other ongoing ILO programmes/projects, linkages with other activities of the UN or non-UN international development aid organizations at local level and the efficacy of the theory of change.

2.2.1 Relevance to the achievements of the outcomes in the national development plans

The alignment of ILO-UNDAP with the national developments frameworks is analyzed in **Table 2-2**. The key word is *alignment* - meaning the extent of harmony so as to pull in the same direction and not for ILO-UNDAP to directly import the targets and activities in the national plans.   Apparently, the three clusters of UNDAP are basically similar to those of MKUKUTA and MKUZA. Furthermore, each of the ILO-UNDAP outcomes is (broadly) linked to/aligned with at least one goal in MKUKUTA and MKUZA. Through UNDAP, all UN Agencies in Tanzania work together as one to contribute in the realization of national development goals, as outlined in the MKUKUTA and MKUZA.

For example under the UNDAP HIV and AIDS outcome, ILO is mandated with workplace HIV and AIDS response in outcome *3: Relevant MDAs, LGA and NSAs increasingly mainstream HIV and AIDS Workplace Programmes (WPP) and under DWCP under Priority area 3 – Socio-economic impact of HIV/AIDS at the workplace mitigated* which falls under Cluster *2: Social Protection and Well-being of Vulnerable Groups*. This is in turn aligned with MKUKUTA: Goal3, 6 & MKUZA Goal 2 & 6.

Upon reviewing the UNPAP document, *UN Tanzania (2011): United Nations Development Assistance Plan: 2011-2015*, one sees a comprehensive effort of deriving the priority outcomes of UNDAP within the framework set in MKUKUTA II and MKUZA II and the MDGs. The Tanzania Mainland Development Vision 2025 and Zanzibar Vision 2020 respectively informed the development MKUKUTA and MKUZA.

Table 2-2: Alignment of ILO-UNDAP with MKUKUTA II/MKUZA II Outcomes

CLUSTER	MKUKUTA II CLUSTERS AND GOALS	MKUZA II Outcomes	ILO-UNDAP Outcomes aligned to MKUKUTA AND MKUZA Clusters and Goals
I	**Growth for Reduction of Income Poverty** 1. Pursuing sound macroeconomic management 2. Reducing income poverty through promoting inclusive, sustainable, and employment-enhancing growth 3. Ensuring creation and sustenance of productive and decent employment, especially for women, youth and people with disabilities 4. Ensuring food and nutrition security, environmental sustainability and climate change adaptation and mitigation 5. Leveraging returns on national resources (both within and outside) for enhancing growth and benefits to the country at large and communities in particular, especially in rural areas enhanced.	**Economic Growth and Reduction of Income Poverty** 1. Create an Enabling Environment for Growth 2. Promote Sustainable and Equitable Pro-Poor and Broad Based Growth 3. Reduce Income Poverty and Attain Overall Food Security 4. Create a Vibrant Private Sector for Economic Growth	**Economic growth and reduction of income poverty** Outcome 1: Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies **[MKUKUTA: Goal1 & MKUZA Goal 1]** Outcome 2: Local Government Authorities (LGAs), agriculture support organizations and small-holder farmers increase agricultural productivity, access to markets and food security **[MKUKUTA: Goal1, 2 & 5; & MKUZA Goal 1,2,3 &4]** Outcome 3: Relevant MDAs, LGAs and Non State Actors enhance structures and policies for promoting viable pro-poor business sectors and SMEs **[MKUKUTA: Goal1, 2 & 5; & MKUZA Goal 1,2,3 &4]** Outcome 5: Key MDAs and Non-State Actors enhance skills and entrepreneurship programmes to improve labour productivity and employment creation **[MKUKUTA: Goal 2 & 3 & 5; & MKUZA Goal 1,2,3 &4]** Outcome 6: MDAs and non-state actors improve implementation of labour standards in an effort to promote decent work and productivity benefits for employers and workers **[MKUKUTA: Goal 3; & MKUZA Goal 3]**
II	**Improvement of Quality of Life and Social Well-being** 1. Ensuring equitable access to quality education at all levels for males and females, and universal literacy for adults, both men and women; 2. Ensuring expansion of vocational, technical, polytechnics, and higher education, and improving non-formal and continuing education; 3. Improving survival, health, nutrition and well being, especially for children, women and vulnerable groups; 4. Increasing access to affordable clean and safe water; sanitation and hygiene; 5. Developing decent human settlements while sustaining environmental quality; 6. Providing adequate social protection and rights to the vulnerable and needy groups.	**Quality of Life and Social Well Being** 1. Ensure equitable access to quality education 2. Improved health delivery systems particularly to the most vulnerable groups 3. Improved access to water, environmental sanitation and hygiene 4. Provide decent and adequate shelter and sustainable human settlement 5. Improved nutritional status of children and women with focus on the most vulnerable groups 6. Improved safety nets and social protection for poor and vulnerable groups 7. Promotes sports culture and preserve historical and cultural heritages	**Improvement of Quality of life and social well-being** Outcome 1: Government to coordinate a multisectoral social protection response to the needs of economically deprived and insecure groups **[MKUKUTA: Goal6 & MKUZA Goal 6]** Outcome 3: Relevant ministries, departments, agencies, local government authorities and non-state actors increasingly mainstream HIV/AIDS Workplace Programmes **[MKUKUTA: Goal3, 6 & MKUZA Goal 2 & 6]**
III	**Good Governance and Accountability** 1. Ensuring systems and structures of governance uphold the rule of law and are democratic, effective, accountable, predictable, transparent, inclusive and corruption-free at all levels 2. Improving public service delivery to all, especially to the poor and vulnerable 3. Promoting and protecting human rights for all, particularly for poor women, children, men and the vulnerable, including people living with HIV/AIDS 4. Ensuring national and personal security and safety of properties 5. Promoting and preserving culture of patriotism, hard work, moral integrity, and self-confidence	**Good Governance and National Unity** 1. Ensure Greater Citizens Participation in Democratic Governance 2. Strengthen the Rule of Law, Respect for Human Rights and Access to Justice 3. Goal 3: Improve Democratic Institutions and National Unity	**Governance and accountability** Outcome 4: GoT advances fulfillment of its international treaty obligations **MKUKUTA: Goal1, 2 , 3, 4 & MKUZA Goal 1, 2 & 3]**

Looking closely at MKUKUTA II and MKUZA II documents one sees a lot of coherence but also some significant difference between the two in their outcomes & strategies. This is to be expected due to the differences between the two sides. *Therefore expectedly there should have been some differences in between the priority outcomes for mainland viz. those of Zanzibar. This is an issue reflecting weaknesses in the process of formulating UNDAP I.*

Most of the study responded indicated that the process of formulating UNDAP based on national development frameworks in this case MKUKUTA and MKUZA has worked in making UNDAP relevant to the national aspirations and in creating national ownership. As one Government respondent remarked:

> *"The ILO activities in UNDAP were developed based on Government Plans and active involvement of the Government."*

It is however noted at this time that the number of documents articulating national priorities has expanded to include the Five year Development Plan and the Big Results Now initiative. It is therefore important that UNDAP II preparation is also informed by these other national plans.

We have seen in the earlier discussion that the ILO-UNDAP outcomes are generally aligned with national development plans, *yet it is not very clear from the UNDAP document how these outcomes were logically arrived at including the problem analysis behind them to logically come up with the underlying causes and factors. It is thus important in subsequent generations of UNDAP that such an analysis is done/made clear.* It is proposed that a hybrid of logical framework analysis and outcome mapping be used in subsequent UNDAPs to assist in the comprehensive logical identification and analysis of the priority problems/issues and causes and outcomes and in evolving the most appropriate outcomes to target.

Outcome mapping focuses on one particular category of results - changes in the behavior, decisions and actions of key stakeholders (e.g., the Government, constituent partners, etc.) with whom a programme works directly. These changes are called "outcomes." Through the Outcome Mapping approach, the programme can claim contributions to the achievement of outcomes rather than claiming the achievement of development impacts which are very difficult to directly and separately attribute to the Programme's activities. Although these outcomes, in turn, enhance the possibility of development impacts, the relationship is not necessarily one of direct cause and effect. Instead of attempting to measure the impact of the programmes on development, Outcome Mapping concentrates on monitoring and evaluating its results in terms of the influence of the programme on the roles these partners play in development. This said, some outcomes and even impacts could only be fairly gauged by end line studies because of the time lag in causing tangible changes.

There is a tendency for both UNDAP and DWCP to take the national development frameworks (MKUKUTA II & MKUZA II) as source of the most important priorities to pursue. **But one could ask: are there any other priorities that are not captured in the national documents but are important to pursue?**

2.2.2 Relevance to the Decent Work Agenda for Africa (DWAA) and other relevant regional and global commitments

It is generally accepted that decent work is a Global goal, an African priority, and tripartite responsibility"[1]. DWCPs generally address unemployment, underemployment and poverty – guided by the Human Rights and Gender Equality approach. The goals of DWAA which are: *Full and productive employment and enterprise development; Social protection for all; and improving governance in the world of work and the labour market* The Tanzania's ILO-UNDAP contribution is reasonably well aligned with the Decent Work Agenda for Africa (DWAA) as analyzed in **Table 2-3**. It is thus highly relevant to the DWAA and the DWCP for Tanzania for the period 2013- 2016 which has prioritized: (1) Extending social protection coverage for all; (2) Promote the creation of productive employment; (3) Improved compliance with labour standards and right at work; and (4) Strengthening social dialogue mechanisms at national and sectoral level.

This finding that there is high coherence between the ILO-UNDAP outcomes and the Tanzania DCWP 2013- 2016 raises the question as to whether we still need to have the DWCP especially considering that the ILO-UNDAP 2011-2015 is an integrated business plan for all, the UN agencies and national partners – with formal approval from all sides. The considered view of this evaluation is that a new DWCP should first be prepared and available in time to inform the UNDAP II process otherwise new DWCP will not be well aligned with the new UNDAP.

At any rate, most of the DWCP 2013-2016 aspirations are already being achieved through the ILO UNDAP activities. To illustrate, for ILO-UNDAP outcome 1: *Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies,* in the case of employment policies, the focus has been on capacity building of key actors including MDAs and LGAs to mainstream employment in the MTEFs. Under outcome 5, *Key MDAs and Non-State Actors enhance skills and entrepreneurship programmes to improve labour productivity and employment creation,* the activities have included strengthening the labour market information, development of a web-based labour market information, support implementation of the ILFS through capacity building and access to equipment.

Table 2-3: Alignment of ILO-UNDAP with DWAA Goals

S/N	DWAA Goal	ILO-UNDAP Outcomes
1	Full and productive employment and enterprise development	**Outcome 1:** Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies **Outcome 2:** Local Government Authorities (LGAs), agriculture support organizations and small-holder farmers increase agricultural productivity, access to markets and food security **Outcome 3:** Relevant MDAs, LGAs and Non State Actors enhance structures and policies for promoting viable pro-poor business sectors and SMEs

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[1] ILO (2007): The Decent Work Agenda in Africa: 2007–2015; Eleventh African Regional Meeting-Addis Ababa, April 2007

S/N	DWAA Goal	ILO-UNDAP Outcomes
		Outcome 5: Key MDAs and Non-State Actors enhance skills and entrepreneurship programmes to improve labour productivity and employment creation
2	Social protection for all;	**Outcome 1:** Government to coordinate a multisectoral social protection response to the needs of economically deprived and insecure groups **Outcome 3:** Relevant ministries, departments, agencies, local government authorities and non-state actors increasingly mainstream HIV/AIDS Workplace Programmes **Outcome 4:** GoT advances fulfillment of its international treaty obligations
3	Improving governance in the world of work and the labour market	**Outcome 1:** Key national institutions develop/enhance evidence-based pro-poor economic development policies and strategies **Outcome 3:** Relevant MDAs, LGAs and Non State Actors enhance structures and policies for promoting viable pro-poor business sectors and SMEs **Outcome 5:** Key MDAs and Non-State Actors enhance skills and entrepreneurship programmes to improve labour productivity and employment creation **Outcome 4:** GoT advances fulfillment of its international treaty obligations

The study has established that given the global perspective involving all UN agencies, *UNDAP has structures separate from those of the ILO, making it tricky to directly align its outcomes, objectives and indicators to those of the ILO as stipulated in its global, regional and sub-regional support delivery frameworks like DWAA.* This is an issue that will require a clear integration framework. *It is important that the concept of Delivering as One starts at the global level (with clear guiding framework) in order to provide an enabling environment for seamless integration of the visions, goals, strategies, budgets and governance structures to make the ideal of Delivering as One more effective and efficient*.

While waiting for an all encompassing framework for the UN to Deliver as One at the Global level, considering the strategic value of DWCPs, any proposed integration framework has to be both informed by DWCP process (which is constituents' driven) and the top down approach – informed by overarching global frameworks such as the MDGs. **The evaluation team suggest that there be a three-stage planning process that will make the DWCPs still useful in the face of UNDAP:**

STAGE 1: At UN Tanzania level, there be an agreed vision and broad key result areas (KRA) with broad budgetary frameworks

The UNDAP vision and broad KRAs for Tanzania should be more forward looking – like for at least 10 years. They should be designed to address critical stumbling problems facing socio-economic development, based on in-depth assessment of problems on the ground, in line with Internationally Agreed Development Goals, realization of international human rights and the broad long-term development frameworks – Vision 2025 Mainland and Vision 2020 (Zanzibar). The analysis underlying the UNDAP vision and broad KRAs should ensure high involvement of key stakeholders – led by the Government and with the active participation of the social partners, amongst others.

The broad aspirations of global, regional and national decent work agenda should be integrated at this stage.

For each KRA– the implementing UN agencies would be shown. It should be quite possible for more than one agency to contribute a KRA. The stage-one output would be what we can call *UNDAP-core.*

STAGE 2: Medium-Term Development of Outcomes for each KRAs

The second stage will be detailed planning at the UN agency – level to have specific objectives, outcomes, indicators and action plans. The detailed planning of DCWP should take place in Stage2. It will entail detail planning of UNDAP core and coming up of, of example, ILO-UNDAP non-core. An up-to-date DCWP of available should involve both UNDAP core and UNDAP non-core. Furthermore, other programmes and projects can also be considered.

All respective UN agencies, MDAs, tripartite partners and stakeholders for each KRA from Stage 1 will work together, facilitated to undertake a comprehensive logical problem and outcome mapping (UNDPAP core). The output of this process will be a set of high impact outcomes, outputs and key actions for each KRA.

For the KRAs directly relevant to the mission of ILO, the above problem analysis and outcome mapping should readily embrace the framework, process and lessons of preparing and implementing DWCPs. In this way the value of decent work agenda can be effectively integrated into the UNDAP process. This is fine since, on the basis of the literature review and consultations, it is established that the ILO's approach to the development of DWCP: 2013-2016 was largely underlined by the desire to ensure coherence and responsive to MKUKUTA and MKUZA, DWAA[2], the MDGs, the priorities of key tripartite constituents. Upon reviewing the process used, the evaluation team is convinced that DWCP: 2013-2016 is indeed means by which the relevant national priorities and international, continental and regional commitments can be operationalized.

Based on the outcome of Stage 2, ILO can then compile its DWCP. It should be noted that if the DaO permits; it is possible for DWCP to have some activities that are not necessarily part of ILO-UNDAP. ***The point here is that DWCP needs to be prepared as part of the process of facilitating the formulation of ILO – UNDAP contribution and not vice versa as it is the case now. This means that DWCP process needs to be well aligned with the Government Plans and UNDAP formulation timetables and processes.***

The consultations with the ILO constituents and external stakeholders have indicated a lot satisfaction with the way the DWCP: 2013-2016 was prepared and underscored the need for DWCP preparation process to remain the main input for the ILO's contribution into UNDAP. Further, the DWCP's principal thrust of creating positive impacts on decent

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[2] ILO (2007): The Decent Work Agenda in Africa: 2007–2015; Eleventh African Regional Meeting-Addis Ababa, April 2007

work through enhancing policy coherence, greater role of public policies, stimulating the private sectors, assuring more effective and competent ILO constituents' participation in the design and formulation of national development policies and strategies and using more evidence-based or M&E driven decent work supportive policies, plans and structures should be continued but with greater emphasis and coverage. Although there have been significant improvements in terms of these thrusts, much more still needs to be done.

STAGE 3: Integration of the Outputs to Produce a Complete UNDAP

Stage 3 will entail compiling the outputs from State 2 for all KRAs into a complete plan document – outlining one Vision, One Set of Outcomes, One Programme, One Budgetary Framework and One Set of Business Practices. This stage will entail careful harmonization and alignment of the outputs from the UN Agencies for each respective KRAs. Harmonization and alignment will also be done across KRAs. Both UNDAP core and UNDAP non-core should be integrated under on One **composite** Plan, One Budget Framework, One M&E and One *management arrangement when engaging with the Government and other stakeholders*.

2.2.3 Contribution to advancing gender equality and equal opportunity between women and men

The ILO-UNDAP contribution has prioritized advancing gender equality and equal opportunity between (young) women and men. The following illustrative observations show the commitment of ILO towards advancing gender equality and equal opportunities between women and men.

The ILO-UNDAP contribution focuses on poverty reduction through creation of decent work opportunities for young women and men and mitigating the socio-economic impact of HIV/AIDS at the workplace. In the ILO-UNDAP AWPs provision is made on cross consideration including gender, amongst others i.e., programmes officers are required to indicate how gender equality will be addressed during implementation, hence it is a commitment and accountability to promotion of gender equality. In addition, the ILO M&E framework provides for sex-disaggregated indicators which are in most cases taken into account when reporting.

For example, the ILO/Sida HIV reduction through Economic Empowerment project that target the vulnerable population in the informal sector work with social economy organizations (SEO's) *(cooperatives, mutual benefit societies, burial societies, producer and trade associations, foundations)* to facilitate economic empowerment of affected populations, particularly women, young girls and men. The project offers entrepreneurial development training to strengthen the knowledge and skills of members of the social economy organizations to do businesses that bring premier profit. As such jobs are being created through new business start-ups and improved businesses through financial linkages. Through Entrepreneurship and HIV and AIDS training the vulnerable groups engage in profitable IGAs that increase the horizon of choices of the livelihood options and finally decrease survival option which could lead them in the risk of contracting HIV. Also the ILO recognizes that stigma and discrimination against persons affected by HIV or AIDS are barriers to knowing one's

HIV status and increase the vulnerability of workers to HIV. The ILO Recommendation concerning HIV and AIDS and the World of Work, 2010 (No. 200) affirms Key Human Rights principles that address HIV-related Stigma and Discrimination in the context of the workplace. These requires non-discrimination on the basis of real or perceived HIV status in accessing employment opportunities (i.e. no mandatory HIV testing, no screening and no mandatory disclosure of HIV status. The principles further provide for the need to promote non-discrimination on the basis of real or perceived HIV status in accessing employment-related terms and conditions during the employment. The recommendation also requires non-discrimination on the basis of real or perceived HIV status in retention of employment (i.e. no unfair termination of the employment relationship and provision of reasonable accommodation). Also emphasis on confidentiality of personal HIV-related information should be maintained and there should be no mandatory testing or disclosure of HIV status at the workplace.

These principles have in turn been adopted and implemented in Tanzania through various national policies, laws, strategies, guidelines and other documents which regulate and prohibit stigma and discrimination. . Within various workplaces, some employers have already established HIV and AIDS workplace programmes where about 32 SEO's in the informal work settings were supported to develop work places policies and 15 workplace policies being developed in 15 companies, These workplace programmes not only provide HIV and AIDS interventions, but also contribute towards national efforts to address HIV-related stigma and discrimination among workers.., the national strategies and tools to address HIV and AIDS were also developed these includes Manual for HIV and AIDS both formal and informal sectors; The Code of Conduct on HIV and AIDS for Mainland, the National Multi-Sectoral Strategic framework on HIV and AIDS, 2013, the Regulations on sexual harassment at workplace in Zanzibar, manuals for Coordination of Work Place Programme for HIV and AIDS and Health Promotion for ATE and ABCZ, HIV and AIDS Strategic Plans for ATE and ABCZ, ZATUC and ZANEMA.

Reportedly, programme officers in most cases use gender sensitive language in the situational analysis, in the development of concept notes and in report writing. A good illustrative example is the Zanzibar youth employment action plan.

ILO has been assisting constituencies and partner organizations in promoting enterprise development among women who want to start or are already engaged in small-scale business[3].

Furthermore, ILO, under UNDAP Outcome 3: "*Relevant MDAs, LGAs and Non State Actors enhance structures and policies for promoting viable pro-poor business sectors and SMEs*" has been promoting the economic and social empowerment of women alongside men in enterprises. In this regard, it has developed very popular tools over years like the GET AHEAD (Gender and Entrepreneurship Together) to assist in achieving this objective.

Furthermore, ILO has is working successfully on mainstreaming gender in the financial institutions particularly the community banks using gender check tool like the Female

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[3] See ILO's UNDAP Contributions at a Glance 2013/14; ILO's UNDAP Contributions at a Glance 2012/13; and ILO's UNDAP Contributions at a Glance 2011/12.

and Male Operated Small Enterprises (FAMOS) Check. The idea is to help financial institutions improve they way "they target and serve women entrepreneurs, their needs and their potentials."

There is evidence that ILO's contribution to advancing gender equality and equal opportunity between women and men are working. For example, through participation in the WED programme membership in women entrepreneurs' associations increased by 60%[4]

In the view of some study respondents, an approach that could readily enhance the impact of ILO-UNDAP contribution to advancing gender equality and equal opportunity between women and men is *by promoting the use of technologies to transform the productivity and value additions of productive activities by women and men*. This is an area that has not received sufficient emphasis as part of ILO's interventions. *It is therefore proposed for ILO to have clear strategic guidelines for advancing gender equality and equal opportunity between women and men through an approach of capacitating them in the use of technology to enhance productive activities.*

2.2.4 ILO-UNDAP in relation to other ILO programmes and projects in the country

Apart from ILO-UNDAP activities, ILO is implementing other programmes and projects. The most notable ones are the summarized in Table 2-4.

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[4] ILO's UNDAP Contributions at a Glance 2011/12

Table 2-4: Other ILO Programmes and Projects Outside ILO-UNDAP

Other ILO Programmes	Programme Overview	Complementarities and Synergies with ILO-UNDAP Outcomes
Youth Entrepreneurship Facility (YEF)	To enable African youth to turn their energy and ideas into business opportunities thereby increasing their incomes and creating employment. Key Components: Training and assisting future entrepreneurs; Embedding entrepreneurship education in the school system; running business plan competitions; access to finance for young entrepreneurs; strengthening evidence based advocacy; youth opportunities fund	YEF is very compatible with ILO-UNDAP –*Outcome 5: Key MDAs and Non-State Actors enhance skills and entrepreneurship programmes to improve labour productivity and employment creation.* The UNDAP main outputs for this outcome include development and implementation of skills development strategy; apprenticeship training pragrammes and entrepreneurship training programmes. Clearly there are obvious complementarities and synergies between YEF and the outputs of ILO-UNDAP. While the ILO-UNDAP has greater thrust on the enabling institutional framework for entrepreneurship, YEF is more focused on skills and mindset change. Thus the two are complementary.
The Women's Entrepreneurship Development and Economic Empowerment (WEDEE)	Economic empowerment of women and promotion of gender equality: Existing women led business increase their performance; Increased number of women led business start ups; Increased acceptance of entrepreneurship as a career option for women; and Increased evidence of what works and what doesn't in Women's Entrepreneurship Development	WEDEE has a sharp focus on women's entrepreneurship development. It complements and has synergies with the ILO-UNDAP –*Outcome 5: Key MDAs and Non-State Actors enhance skills and entrepreneurship programmes to improve labour productivity and employment creation.* While the ILO-UNDAP has greater thrust on the enabling institutional framework for entrepreneurship, WEDEE is directly focused on empowering women to change their mind to appreciating entrepreneurship as careers and to actually take the necessary steps to engage it. It also focused on building the skills of women entrepreneurs. The project also works closely with UNDAP's Economic Growth Programme Working Group in implementing its goals.
The Millennium Goal Acceleration Framework (MAF) Project	To strengthen the capacity of young men and women in enterprises to access business development services, inputs and markets and with a particular focus placed on the cooperative form of enterprise	MAF's thrust on the livelihood improvement- through capacitating MSMEs to access business development services, inputs and markets. It is therefore complementary to the UNDAP Outcome 2: *Outcome 2: Local Government Authorities (LGAs), agriculture support organizations and small-holder farmers increase agricultural productivity, access to markets and food security* & ILO-UNDAP –*Outcome 5: Key MDAs and Non-State Actors enhance skills and entrepreneurship programmes to improve labour productivity and employment creation.*
Domestic Workers Project	Working conditions: women and men have better and more equitable working conditions	The project complements and contributes to *ILO-UNDAP-Outcome 6: MDAs and non-state actors improve implementation of labour standards in an effort to promote decent work and productivity benefits for employers and workers.* It is seeking to have national awareness-raising strategy for advancing decent work for domestic workers designed and implemented. This is expected to enable women and men have better and more equitable working conditions.
ILO/Sida HIV and AIDS	Aims at economic empowerment of men and women working in the informal economy in order to reduce their vulnerability to HIV: *1.Policy makers and promoters make evidence based decisions to mainstream the economic empowerment model into HIV and AIDS,* *2.To economically empower targeted men and women along selected transport corridors by increasing the availability of HIV and AIDS economic services.* *3. Effective HIV and AIDS prevention and impact mitigation and social services provided by targeted operators (members organizations such as cooperatives, informal associations, MSMEs) along selected transport corridors.*	Without too much observation, one easily notes that the ILO-Sida HIV and AIDS is significantly complementary to *ILO-UNDAP-Outcome 3: Relevant ministries, departments, agencies, local government authorities and non-state actors increasingly mainstream HIV/AIDS Workplace Programmes.*

It is quite clear from the few ILO other programmes assessed above, *there has been good attention placed on selecting other programmes and programmes that are in harmony, complementary to and have synergies with ILO-UNDAP Outcomes. This is good as the Organization seeks to pursue a focused direction within the context of DaO. It hoped that this practice will be formalized into a policy that requires the pursuit of complementary and synergistic programme and projects to the main plan in this case UNDAP.*

It is also noted that there are few other programmes related to Cluster III on Governance and accountability. *Given the crucial problems and challenges of governance and accountability across levels and sectors in the country, there is need to see more and well targeted high impact interventions in this areas. Equally, notable is the very limited lLO-UNDAP outcomes, outputs and key interventions in this area*. *Going forward, ILO needs to have a clear framework for integrating other programmes with ILO-UNDAP.*

2.2.5 Links with other activities of the UN or non-UN international development aid organizations

UNDAP was conceived to ensure coherence and reduction in the duplication of efforts among UN agencies and, where practical, Non-UN agencies. It thus links activities between UN and Non-UN Agencies. It also aims at enhancing national ownership and thus delivers services through national coordination and implementing partners. In line with this spirit, through ILO-UNDAP links have been with other activities of the UN or non-UN international development aid organizations at the local level through a combination of approaches including public-private partnerships. The following are few illustrative cases:

The tripartite plus forum on HIV and AIDS

The forum, which meets quarterly, brings national and bilateral stakeholders to discuss and share experience in the national response to HIV and AIDS particularly in the work places. Engender Health under the CHAMPION project (funded by USAID) has been supporting the forum's meetings and now the Swedish Workplace HIV and AIDS Programs (SWHAP). Among the activities of the forum is the development of work place policies and programmes in the selected work enterprises under the coordination of TUCTA & ATE. *The tripartite partners interviewed indicated the forum to be providing as a platform to collect and discuss views for advancing response against HIV and AIDS at the workplace. Such forums should be promoted across all ILO-UNDAP components.*

ILO - GIZ Health Programme for the Private Sector

This linkage is between ILO and GIZ to support the Association of Tanzania Employers (ATE) on the coordination of private sectors' response to HIV and AIDS and wellness programme in terms of resources for coordinator's salary and development of training materials on HIV & AIDS.

ILO – UNAIDS Joint Initiatives

ILO and UNAIDS have had collaboration in two major initiatives. One is the VCT@Work initiative towards getting to zeros campaign. UNAIDS being part of the ILO VCT@Work initiative task force team has been working closely with ILO to plan for VCT activities in the country. The VCT Task Force Team is Co-Chaired by the Association of Tanzania Employers and the President Office Public Service Management. The other collaborative initiative is the active participation of UNAIDS in all stages including provision of technical support conducting a study on the manifestation, magnitude and impact of HIV-related stigma and discrimination at selected formal sector workplaces in the country.

Given the diverse and expansive nature of ILO activities, leveraging on linkages, partnerships and collaborations is a fundamental strategy. *Thus, there is a need to have a more elaborate framework for such collaborations to ensure maximum synergy and impacts. The framework should provide a clear guide on how the collaborations and ILO activities in UNDAP should be linked for optimal benefits.*

2.2.6 ILO-UNDAP theory of change robustness and links with expected results and impacts

The UNDAP document has a programme results matrix which in a way is a summary which presents the essential details of the Plan. The Matrix is structured into three clusters, which are closely related to the Clusters in MKUKUTA and MKUZA. For each cluster there are a number of outcomes, which have been aligned to specified MDGs and goals in MKUKUTA and MKUZA.[5][6]. The evaluation has established that basically the ILO-UNDAP components were built on MKUKUTA II/MKUZA II and to contribute to their implementation.

Generally, it is evident that the Plan has used a Results Based Management strategy that articulates selected outcomes and links them to selected outputs and selected key actions. *While the logic between these elements has a lot of face validity, it is not crystal clear, how the selection of the outputs, outputs and actions was done and which scientific evidence guided the selection*. Did we leave out other important outcomes, outputs and key actions that could have given us better value for money? Do we have sufficient outcomes for the Plan to make a significant impact on the MDG goal say of "eradicating extreme poverty and hunger?" Do we have enough and relevant outputs to result in a desired outcome?   As one respondents said:

"As for the ILO-UNDAP there wasn't an explicit theory of change, except for the efforts of the ILO to try and link with the DWCP and its other support delivery frameworks."

<u>*These kinds of questions on the efficacy of a chosen theory of change should continue to be asked when developing UNDAP II.*</u> To show why this is quite important, this evaluation has observed that the current thrust of UNDAP I on strengthening the policy, regulatory and institutional framework in order to promote growth for reduction of income poverty as important as it is, there are other alternative probably more effective ways of

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[5] ILO (2010): Vision and priorities 2010 – 2015- Making Decent Work Happen
[6] ILO (2013): Promoting Decent Work for Domestic Workers in Tanzania

achieving substantial impacts on   growth for reduction of income poverty. One could investment more in the promotion of a culture of innovation within a bottom up approach – supporting mechanisms for direct skills development, innovative practices and mind-set change management among potential and existing entrepreneurs and employees -for example.

As one respondent noted" The Country has a lot of good policies, laws and strategic frameworks – *the real issue is why are these not rapidly and substantially resulting into tangible positive behavioral change at the individual level?*

At any rate on the face of it, the current theory of change as captured in the programme matrix is expected to make some significant changes on the expected national outcomes given the "perceived congruence" between outcomes and the interventions being implemented. Considering HIV and AIDS as an example, illustrative interventions include:

a. The ILO Recommendation 200 on HIV and AIDS and the World of Work 2010 provide guidance in the implementation of HIV and AIDS in the work places. HIV and AIDS activities implemented through work place programmes and policies including review of bipartite agreements to include HIV and AIDS clauses are being done through ILO constituents.

b. Discrimination and stigmatization against women and men living with HIV threaten fundamental principles and rights at work, and undermine efforts to provide prevention, treatment, care and support. The ILO worked in partnership with constituents, UNAIDS and other development partners, organization of people living with HIV and other actors to develop work place policies and programmes to protect workers' rights and through VCT@Work initiative facilitated equal access to HIV Testing and Counseling and established referrals for workers who tested positive to further access Care, Treatment and Support.

c. Through the tripartite plus forum, constituents made significant contributions in revision and development processes of the new National Multispectral Strategic Framework on AIDS (NMSF III). The NMSF III recognizes the role of tripartite partners and ministry responsible for labour in overseeing the development and implementation of workplace related HIV interventions.

d. ILO annual reports indicated that more than 15 enterprises and 32 social economy organizations have established and implemented HIV and AIDS workplace programmes and developed policies that guarantee employees with equal employment opportunity and benefits regardless of their HIV status.

e. Delivery of comprehensive HIV education, information and HIV prevention, treatment, care and support services were implemented through peer education and VCT campaigns and referrals were done to both workers in the formal and informal work settings to increase access to care treatment and support.

f. ILO Tanzania implemented interventions which address the social and economic challenges which have been identified as among the drivers of the epidemic in the country. Activities were geared to reduce economic vulnerabilities that

increase the likelihood of men and women to be more or less exposed to the risk behaviours. As such The ILO Corridor Economic Empowerment Innovation Fund (CEEIF) amounting to USD 140,000 has been issued to SCCULT as soft loans for access by the identified women, men and young girls who are vulnerable to contract HIV due to their difficulties.

g. The ILO continued with the technical support to its constituents both Mainland and Zanzibar in developing and dissemination of tools and curriculum on HIV and AIDS and Wellness programs for workplace coordinators.

h. ILO supported the constituents in Tanzania mainland to revise and develop a new Code of Practice on HIV and AIDS at Workplace in line with the ILO code and the Employment and Labour Relations Act no 6, 2004.

i. The ILO supported the development and dissemination of the National guideline on non-communicable diseases and HIV and AIDS for workers in the Public Service Management in Tanzania mainland.

The evaluation has also noted that the process of drawing up UNDAP I had to fit within a number of "jackets" – for example – alignment with MKUKUTA and MKUZA, International Development Goals and Agency strategic objectives. That is fine, and to a large extent, UNDAP I has done well in this. _But it is still important to have a room to " explore out of box issues" in the design of UNDAP._ For example, greater thrust to assist young girls and boys interested in technology-based innovation and enterprises can create a lot of economic impacts. Or greater attention to support emerging technologies in the way work is organized like working collaboratively through on-line plat forms.

2.3   Validity of Design

This subsection assesses the validity of the ILO-UNDAP design.   It addresses the adequacy and realism of the design, the horizontal and vertical logic of the design, the extent to which stakeholders were involved in the development of the programme and the extent to which crosscutting issues have been addressed.

2.3.1   Adequacy of ILO UNDAP Design

We have already mentioned that UNDAP comprises of a Programme Results Matrix which captures the essence of the Plan. The Plan is complemented by a Monitoring and Evaluation (M&E) Matrix and is implemented through a set of Annual Work Plans (AWP) - developed in consultation with partners, with final approval by the JSC. Additionally, there is web-based monitoring system and Mid-Year Review & Annual Reviews for assessment of progress made.

The adequacy of ILO UNDAP is judged in terms of its coherence with MKUKUTA II and MKUZA II. As already indicated a lot of care was taken to ensure that UNDAP was linked to MKUKUZA II/MKUZA II. Since these latter national development frameworks were prepared through extensive national consultative processes, it is fair to say that they substantially reflect the priority needs of Tanzanians.

Further, it is fair to say the promotion of decent work is fairly well reflected in UNDAP. This has a lot of strategic relevance given the well-established links between decent work practices and promotion of inclusive economic growth and poverty reduction[7]. As discussed under Section 2.2.6, all the ILO-UNDAP Outcomes (see **Table 2-2**) are quite well aligned with the decent work priorities as encapsulated in DWCP: 2013-2016 which are (1) Extending social protection coverage for all; (2) Promote the creation of productive employment; (3) Improved compliance with labour standards and right at work; and (4) Strengthening social dialogue mechanisms at national and sectoral level.

However, consultations with internal and external stakeholders have pointed to a number of internal and external factors that should continue to receive attention in order to further enhance the success of ILO-UNDAP design and its implementation arrangements (Table 2-5).

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[7] See for example - ILO (2007): The Decent Work Agenda in Africa: 2007–2015; Eleventh African Regional Meeting- Addis Ababa, April 2007

Table 2-5: Programme Design Factors & Implications

No	Factors	Interpretation	Recommendations
Facilitating Internal and External Factors			
	❖ Integrating other TC projects in the UNDAP document like CEEP complement the achievement of the ILO-UNDAP outcomes.	Integration enhances coherences, removes duplications and enhances complementarities and synergies	*Develop guidelines for integrating/aligning other TC projects with ILO-UNDAP in a structure way*
	❖ Synergy and inter-collaboration among TC projects within ILO has facilitated the realization of the ILO-UNDAP outcomes	For example, collaboration between the HIV and AIDS project and YEF, WEDEE and UNDAP through MAF to mobilise and train young girls and women in Chalinze on entrepreneurship and HIV and AIDS which led in the formulation of Chalinze Women SACCOS	*Develop formal procedure for ensuring synergy and inter-collaboration between TC projects with ILO-UNDAP in a structure way*
	❖ The design and structure of the ILO-UNDAP makes fully engagement of the UN agencies and social partners from the planning and implementation, which influence ownership. ❖ Alignment of the UNDAP with the National Development Frameworks making it easy for buy in by the National Partners ❖ The integrated Nature of the UNDAP itself facilitates collaboration among UN agencies ❖ Stakeholders involvement in defining the problem, planning and implementation ❖ Government ownership of the programme/intervention ❖ Resource availability to ILO ❖ Political will and commitment from ILO and Government	All these factors support the value addition by UNDAP to the country. Certainly, the conscious effort to integrate all activities of the UN in Tanzania is paying-off significantly, indicating that UNDAP is here to stay – of course with continuous refinements. Unfortunately, UNDAP is still viewed a "project" within ILO. This should not be so as it undervalue its significance!	*Re-orient the positioning of UNDAP within the ILO and re-align all projects, activities and institutional structures and processes to work towards UNDAP outcomes. The recommendations wrt to positioning of DWCP relative to UNDAP have already been given. However, during UNDAP II preparation advocate for a fuller integration of ILO Vision and Strategic Goals.*
➢ **Constraining Internal (within the ILO) factors**			
	❖ Decision-making process sometime takes unduly long!	The internal systems and procedures and implementation capacities on the part of partners may be to blame. Furthermore, apparently staff are also extremely busy suggesting a certain degree of overloading	*Undertake formal review of the internal systems and procedures as well as staffing capacity.* *Engage collaborating partners on the need to speed up the way certain things are done. Have effective mechanisms for close follow-up with partners (incentives and sanctions).*

No	Factors	Interpretation	Recommendations
	❖ Unclear formulation of targets and performance indicators.	Section 2.2.2 has proposed improvement to the process of preparing UNDAP – based on the blended logical framework and outcome analysis model. This process should lead to more realistic outcome and performance indicators/targets. It should also allow incorporation and quantification of external risks that might influence achievement of desired targets[8]. Additionally, a challenge has been that ILO's M&E system is not yet adequate for its UNDAP Contribution.	*Introduce a comprehensive blended logical framework and outcome mapping based process for planning UNDAP II* *Develop a comprehensive M&E framework and tools for supporting the ILO-UNDAP component.*
	❖ Inadequate follow up of the implemented programs to assess the results/change for example trainings, implementation of workplace policies and programmes and other developed HIV and AIDS tools for our constituent's.	This is attributed partly to the general lack of a comprehensive M&E framework and system for ILO-UNDAP.	*See above*
	❖ A general lack of a comprehensive M&E framework and system for ILO-UNDAP ❖ Lack of effective follow-up mechanisms to measure application of knowledge picked from the capacity building and other interventions	See above	*See above*
Constraining external (outside ILO) factors			
	❖ See Tanzania Mainland and Zanzibar as one and the same	The overarching approach of ILO-UNDAP seems to have taken MKUKUTA II and MKUZA II as being very similar. However, a close assessment reveals big differences. Even the goals vary to some extent. The issue here is the approach used for developing UNDAP which does show a clear of identifying the prioritized problems and linking them to interventions.	*Review UNDAP process as suggested.*
	❖ Delayed feedback from social partners ❖ The ability and capacity of the implementing partners (timely response and ability to implement some activities)	This is a challenge that is difficult to solve. It is firmly rooted in the way the social partners work and their institutional cultures and bureaucracy. ILO can at best be persuasive and establish internal working groups involving its partners on the ILO-UNDAP components.	*Establish internal working groups involving the partners to work and share progress related to the ILO-UNDAP components.* *Capacity building of the socio-partners as appropriate*

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[8] See for example: Logical Framework Approach and Outcome Mapping-A Constructive Attempt of Synthesis, A Discussion Paper by Daniel Roduner and Walter Schläppi, AGRIDEA Walter Egli, NADEL (ETH Zurich), 2008

No	Factors	Interpretation	Recommendations
	❖ Higher expectations from beneficiaries than what the ILO can provide especially in financial support.	When beneficiaries are not provided with adequate information on what is available in terms of planned activities and the available resources to finance those activities they may tend to have unrealistic expectations.	*For each activity prepare a proper communication that helps to adequately level expectations between ILO and the targeted beneficiaries*
	❖ The constituencies see direct implementation of activities by ILO as undesirable role of ILO. Some activities could be delegated to the constituencies for direct implementation with added benefits including capacity building	This was a major issue raised against the way ILO-UNDAP is designed and implemented. The constituencies want to be more involved in planning and implementation for obvious reasons including local capacity building. As we do this – we need to address the observed problem of delays on the part of the social partners.	*Work out a clear arrangement with sufficient safeguards as part of ILO-UNDAP to get the constituencies to participate more actively in activity implementation.*
	❖ Unreliable and limited resources for some interventions like HIV response especially from the One Fund supported interventions lowers confidence in planning and budgeting with constituents.	Within DaO there are arrangements to mobilize resources to support UNDAP implementation. Yet, there is need for more resources considering the magnitudes of the issues being addressed. ILO on its part should	*ILO should also have separate efforts to mobilize resources and TC projects over and above those under the UNDAP umbrella*
	❖ Conflicts of priorities from ILO constituents lower commitment to achieve a desired result.	Conflicts are inherently due to the varying interests of the social partners. However, they can be managed through effective dialogues and exchanges.	*As proposed above, establish internal working groups involving the partners to work and share progress related to the ILO-UNDAP components.*

2.3.2 Causal Links between Outputs and intended outcomes & Performance Indicators

The evaluation has examined whether ILO-UNDAP outputs are causally linked to the intended outcomes and in turn link to the broader development objectives. It has also assessed whether clearly defined performance indicators with baselines and targets with a gender perspective were set for the programme.

As already established, the UNDAP AWP is based on a reasonably "clear" theory of change – with some reservations as mentioned. On reviewing the whole range of AWPs one is convinced that the Plan has a "some" solid vertical logic. That is, there is ample coherence between the targeted outcomes, planned outputs and planned key actions. In addition, the Plan has somehow defined its horizontal logic. By horizontal logic we mean meaning for each level of results that is outcome and output, we need to have logically relevant SMART indicators, means of verifications and assumptions. However, in many cases the indicators are missing in the AWPs. In addition, one would have like to see greater use of evidence to support hypothesized linkages between key actions and outcomes.

2.3.3 Realism of the Programme Design

Considering the results that have been achieved so far, the programme design is realistic at least for the ILO-UNDAP contribution – that is it is able to realize some important outcomes based on delivery of planned outputs. For example for the employment component, the following notable achievements (outputs) have been realized and thus indicating that of the programme design is realistic:

> Employment has successfully been mainstreamed in MTEFs of selected ministries and LGAs. Furthermore, a provision in the national budget guidelines of 2012/13 requires MDAs and LGAs to mainstream and report on employment outcomes.
> Capacity of key institutions such TAESA has been strengthened to provide effective employment services
> Key facilities have been provided to strengthen LMIS.
> Zanzibar youth employment action plan is in place
> A signed national declaration for promoting youth employment is in place

The planned ILO backstopping support has been important is ensuring a realistic programme. Box 2.1 illustrates the kind of backstopping that is being provided to ILO-UNDAP. *The respondents admitted that such technical backstopping is crucially an element that works well for ILO-UNDAP and therefore should be continued.*

Box 2.1: ILO Backstopping Support for UNDAP

ILO Regional Office
Technical support and advice. For example, the youth employment specialists worked with ILO Dar es Salam in developing the Zanzibar youth employment action plan.

The evaluation has established that ILO has adequate capacity to implement the planned activities under the ILO-UNDAP as indeed, it has managed to implement most of the activities in its AWPs. This was achieved through good planning and commitment. At the beginning of the Plan's implementation, efforts to ensure adequate implementation arrangements including staffing were taken. Furthermore, most the Plan's activities have had earmarked funding. Thus, the Plan as designed has very good chances of being fully implemented.

Some of the views of study respondents cautioned the ILO on the need to remain focused on its core mandates of promoting decent work by working directly through the tripartite constituencies. Apparently, there are signs of the Organization implementing some activities that could be done by the constituents.

Efficacy of the M&E Programme

The evaluation has not seen ample evidence that from the onset of the ILO-UNDAP, there had not been significant and adequate consideration given to the design and development of a comprehensive results-based M&E system to support the programme. This view is supported by the findings that even the annual reports[9] have not been driven by powerful SMART analytics. As such, the actual magnitude of ILO impact cannot be readily and tangibly quantified.

2.3.4   Programme accounting for risks of blockage

It is established that the ILO-UNDAP does face some risks of blockage as follows:

> ➢ Inadequate resources availability
> ➢ Inadequate stakeholder's participation during implementation
> ➢ Delayed response from implementing partners

These are all crucial issues. The ILO is therefore advised to have an explicit strategy for mobilization of resources. Furthermore, it needs to rethink its strategy of engaging stakeholders and implementing partners for enhanced responsiveness.

2.3.5   Integration of a sustainability strategy

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[9] See ILO's UNDAP Contributions at a Glance 2013/14; ILO's UNDAP Contributions at a Glance 2012/13; and ILO's UNDAP Contributions at a Glance 2011/12.

The ILO-UNDAP was designed with sustainability in mind. A number of sustainability mechanisms can be seen around each thematic area. A detailed discussion of the sustainability of ILO-UNDAP is given in Section 2.11. However, the evaluation team would have liked to see a much more pronounced strategy put forward as part of ILO-UNDAP formulation and implementation. Of importance also, is the sustainability of some of the chief drivers of the DW agenda. As the agenda is a long-term one the drivers must be strong financially to drive the agenda. *Thus a comprehensive study of the financial capacity and sustainability of the ILO and its constituents considering the still huge effort needed to create a meaningful and lasting change in terms of all decent work priorities is needed and to be followed by strategies that should also be integrated in ILO-UNDAP II.*

2.3.6 Consultation and involvement of tripartite constituents during the DWCP/ILO-UNDAP planning, implementation and monitoring

Interviews with the constituents and other stakeholders indicated adequate consultations especially during the planning stage. Thus the Decent Work Country Programme priorities are indeed result of intensive tripartite consultations, as well as with other key national stakeholders in the world of work. And as we have seem, the ILO-UNDAP is well-aligned with these.

The social partners, however, complained substantially on the extent of their involvement during implementation and monitoring processes. They want to have a greater role in the actual implementation of some of the activities including undertaking monitoring visits "not only to be invited as participants in workshops!!"

Furthermore, it is not very clear how the Government and the Social Partners have participated actively to mobilize resources for implementing ILO-UNDAP as initially envisaged. It is still crucially important to establish a bankable resource mobilization framework for ILO-UNDAP that will be jointly implemented by ILO, the Government and the Social Partners.

2.3.7 Addressing cross-cutting issues in the ILO components

The evaluation based on the review of the documents and interviews with key informants has established that to a significant/satisfactory level cross cutting issues including gender, human rights, environment etc. are being addressed in the ILO components and are being reported regularly. Situational assessments and reports are gender sensitive-describing the situation of women and men, young women and young men.

It is noted that in the ILO-UNDAP AWP provision is made on cross consideration including gender, amongst others i.e. programmes officers are required to indicate how gender equality will be addressed during implementation, hence it is a commitment and accountability to promotion of gender equality. In addition, the M&E reports require sex-disaggregated data. These are all taken into account when reporting.

Further, always gender sensitive language is used in the situational analysis, in the development of concept notes and in report writing i.e. for example, the Zanzibar youth employment action plan.

2.4   Programme effectiveness

Programme effectiveness is commonly measured by the extent to which the planned objectives/outputs were realized. ILO participates in UNDAP in four Programme Working Groups - Economic Growth and Economic Governance; Governance; HIV and AIDS; and Social Protection. Evaluation findings show that the planned activities were satisfactory **implemented** and significant achievements realized during the 4 years implementation period of ILO-UNDAP Programme**.** This shows a satisfactory level of programme effectiveness in most of the planned objectives/outputs as would be shown next. However, a number of challenges were also observed as shown in each programme's KRA in the following sections. To some extent, these challenges limited the extent to which the programme effectiveness could otherwise achieve.

2.4.1   Economic Growth and Economic Governance

2.4.1.1   Introduction

Under Economic Growth and economic Governance Key Result Area, the following outcomes were to be achieved: **Outcome 1:** Key national institutions developed/enhance evidence based pro-poor economic development policies and strategies; **Outcome 2**: Local Government authorities (LGAs), agriculture support organizations and smallholder farmers increase agricultural productivity, access to market and food security; **Outcome 3:** Relevant MDAs, LGAs and NSAs enhance structures and policies for promoting viable pro-poor business sectors and SMEs; **Outcome 4:** Relevant institutions improve national capacities to promote regional integration and international trade; **Outcome 5:** Key MDAs and Non-State Actors enhance skills and entrepreneurship programmes to improve labor productivity and employment creation; **Outcome 6:** MDAs and NSA improve implementation of labor standards in an effort to promote descent work and productivity benefits for employers and workers.

Again, to achieve the said outcomes, the following outputs were to be achieved:
Output one: Select national policies incorporate strategies for enhancing job-rich dividends and poverty reduction; **Output 2:** Farmer organizations provide affordable and quality services and goods to their members; **Output 3:** SMEs and social economy organizations (Cooperatives, associations etc.) in selected sub-sectors have improved access to Business development services; **Output 4:** Relevant institutions and MDAs harmonize trade related instruments, services, standards and policies to smoothen EAC integration and competitiveness; **Output 5:** Skills development strategy formulated and implemented by key MDAs and the private sector; **Output 6**: Apprenticeship training programmes implemented in key growth sectors with high potential for job creation; **Output 7:** Entrepreneurship training introduced in formal and non-formal education; **Output 8:** Employers and workers have increased awareness of applicable labor laws and

the services provided by the relevant labor institutions; **Output 9:** The labor institutions have increased capacity to provide services and to enforce compliance with the labor laws; **Output 10:** Tripartite dialogue among government employers and workers is strengthened through a forum for parties to engage on key policy matters and adherence to international standards

2.4.1.2 Key activities implemented under Economic Growth and Results Achieved

Outcome 1: Key national institutions develop/enhance evidence-based pro poor economic development policies and strategies

Under this outcome, the broad activity was to capacitate MDAs to mainstream employment in the national plans and budgets. Since 2011/12, ILO-UNDAP supported a number of interventions to achieve the outcome.

ILO supported capacity building programmes to various stakeholders. For example, by June 2012, a total of 288 planning and budgeting officers From MDAs and LGA in Mainland and Zanzibar have been trained on mainstreaming of employment and DW in the national plans and budgets. In 2012/2013, 150 (25% females) members of District Employment Creation and Empowerment Committee were trained on mainstreaming employment in the District plans and budgets; also 32 (30% females) planning and budgeting officers from the Central government were trained while another 10 MDAs successfully mainstreamed employment in the sectoral plans and budgets. In Mainland Tanzania, 106 planning and budgeting officers from 10 MDAs and 24 LGAs have been trained on application of the domesticated UN CEB toolkit while in Zanzibar In Zanzibar, 32 planning and budgeting officers from 16 Ministries and 150 members of employment creation and empowerment committees from the 10 districts were trained on mainstreaming employment and DW in the national plans and budgets.

As can be seen in UNDAP activity reports, a good number of staff were trained on data analysis. For example in 2012/13, two (2) officials from the Ministry of labor and National Bureau of Statistics attended training on Macroeconomic and Labor Market Modeling held in Turin. In May 2013, three senior VETA officials were invited by ILO to attend a global Conference on Expert and Knowledge Sharing on Upgrading Informal Apprenticeship and Apprenticeship Initiatives in a Global World in South Africa. Also a number of study tours and field visits were implemented. In 2012/2013, thirteen (13) officials (of which four females) from the Ministries of Labour, statistical institutions, PMO-RALG attended training on Labor Market Information and Analysis in Zanzibar. Table 3-6summarizes some of the trainings provided under ILO-UNDAP Support.

Table 2-6Trainings support by ILO-UNDAP for mainstreaming employment in plans and Budgets

Training type	Number of participants	Coverage
Mainstreaming of employment and DW in the national plans and budget	288	MDAs and LGAs in Mainland and Zanzibar
Mainstreaming employment in the district plans and budgets	150	District Employment Creation and empowerment Committees

Training type	Number of participants	Coverage
Mainstreaming employment in the national plans and budgets	32	Planning and budgeting officers from central Government
Mainstreaming employment in the sectoral plans and budgets	10	Planning and budgeting officers from central Government
Macroeconomic and labor Market Modeling (Turin)	2	Ministry of Labor and Employment (MoLE) and National Bureau of Statistics (NBS)
global Conference on Expert and Knowledge Sharing on Upgrading Informal Apprenticeship and Apprenticeship Initiatives in a Global World in South Africa.	3	VETA
Labour Market Information and Analysis (Zanzibar)	13	MoLE

Source: Extracted From ILO-UNDAP Annual Reports

Other technical support provided by ILO-UNDAP involved the development of the Monitoring and Evaluation Framework for MLEC's Strategic Plan (2011/12-2013/14); development and piloting of CEB toolkit and successfully supported initiatives to the same in assessing employment and descent work in inclusion in 31 policies, plans strategies and programmes.

Results
Following the activities implemented under outcome one, important achievement were realized as follows:
  i.   Establishment of a National Centre for Employment Studies officially launched in 2012
  ii. Review of the Zanzibar Youth employment Action Plan (ZYEAP)
  iii. Development of the National Strategy for the implementation of Zanzibar Cooperative Development Policy
  iv. Development of the actionable plan to support youth employment
  v.   Development of Labour Market Information System (MIS)

Outcome 2: Local Government authorities (LGAs), agriculture support organizations and smallholder farmers increase agricultural productivity, access to markets and food security

One of the broad activities implemented to achieve the second outcome, was to provide *support to small scale farmers through a challenge fund mechanism.* A challenge fund is a mechanism through which social economy organizations particularly cooperatives obtain funds through competitive process for innovative ventures, training or services. Some of the activities implemented under ILO-UNDAP are include: Proposals were invited for the fund and 28 of them were received; out of these 6 grantees were selected and grants awarded by June 2011. Additionally, in 2012/2013, six grantees representing about 20,500 members were selected for funding (targeting agriculture). The total budget for the

challenge proposals from the six grantees amounted to US$ 161,000.00 of which ILO funding amounted to US$ 112,500 (70%) with the recipients contributing the rest. Further, ILO Coop Challenge funds enabled disbursement of 250 loans to finance business activities of new types of cooperative members. In 2013/14 over 120 women entrepreneurs and cooperative leaders have received training services of the TOT recruits to start and improve their businesses. In Zanzibar, ILO-UNDAP is piloting a drip irrigation system in three youth agricultural cooperatives to test and demonstrate how the enhanced agricultural productivity, awareness on post-harvest management techniques and improved markets access can create incomes and jobs for youth farmers as well as attracting youth into farming and cooperatives.

ILO-UNDAP under **Financial support to small-holder Farmers through Grants programme in** partnership with AgriCord-MTK Finland is assisting two women's dairy cooperatives (Kilimanjaro) in establishing a profitable dairy business (milk processing, packaging etc.). Also, ILO s**upports beekeepers and Carpenters for Pre- and Post-Production Services in which SIDO has been an important beneficiary. For example, efforts to** developing the apiary industry in Tanzania in 8 regions under SIDO has benefited under this programme through provision of modern facilities.

Under My. Coop Training Package, ILO in collaboration with MUCCoBS organized a National Academy on "Managing Your Agricultural Cooperative" (My. COOP) aimed at strengthening management of agricultural cooperatives to provide efficient services to their members, an event which drew 39 participants. ILO's UNDAP is supporting International Year of Cooperatives (IYC) National Coordinating Team for Tanzania, in the development of the Cooperative Data Analysis System (CODAS) to be piloted in Arusha and Manyara.

Study tours were also organized for leaders and farmers of some cooperatives societies to learn from successful cooperatives. For example, leaders and farmers cooperatives In Rungwe District visited Kenya in 2012 while another tour to Japanese Consumer Cooperatives Union was done in 2012.

Results
   i. Capacity and access to business development services has been increased; over 20,000 members of cooperatives benefited from BDS
  ii. 450 jobs direct employment created from the cooperatives and indirectly
 iii. About 600 members of dairy cooperatives members' will benefit from efficiency in milk (produce) collection in terms of reliability of markets and better prices
  iv. Capacity and access to BDS improved
   v. Increases and improves access to cooperatives BDS not only to participants, both to others through training of trainers programmes offered
  vi. Direct communication and collaboration between the Kenyan Cooperatives and their Tanzanian counterparts was established, knowledge sharing is elevated

vii.   Best practices picked from the study tours from the advanced developed cooperative structures and movement outside the country improves management practices; with consequent improvement in members services and productivity

viii.   The study tour in Kenya helped to change outlooks of the Tanzanian leaders, broadening their insights and provide them with ideas that contribute to the improvement of production within the Union of 22 farmers organizations they were represented

Outcome 3: Relevant MDAs, LGAs and NSAs enhance structures and policies for promoting viable pro-poor business sectors and SMEs

Broadly, ILO-UNDAP intervention were centered on three key activities to achieve this outcome: **Ensuring Entrepreneurship through Financial Access for Youth; Promotion of Women Entrepreneurship Development; and Operationalization of Youth to Youth Fund (Y2Y).**
Some of the key activities on ensuring Entrepreneurship through Financial Access for Youth included promotion of preferential access to finance for youth in which 13 community banks officials were targeted to be trained on ILO entrepreneurship training packages. Also, three (3) trainings (training of trainers workshop) were done, in each 22 representatives from 11 financial institutions (community banks) participated. On **Women Entrepreneurship Development (WED) which is geared** to increase economic opportunities for women entrepreneurs, ILO organized an annual event *"Month of Woman Entrepreneur"* in which over 100 women entrepreneurs attended. In addition, in 2012/2013, a total of 26 participants (representing over 1000 members and owners of enterprises) participated and qualified in the training in which over 90% of them were women (women empowering in supporting them to start and operate their enterprises). Recently, a total of 500 women trainers, entrepreneurs and cooperative members were also reached through training and other services under the WED Programme.

Under Youth to Youth Fund, ILO-UNDAP supported Youth to Youth (Y2Y) Fund which runs business plan competition on implementable project ideas. In 2011/12, a total of 242 project business plans were submitted of which 15 won and funded to the tune of $ 150,000 in total. Moreover, a total of 14 projects were selected for application following the launching of the Replication Fund through media statements/announcements.

Other entrepreneurship Development initiatives included the following:
   i.   Kazi Nje Nje –in which District Youth officers are trained in entrepreneurship (TOT) to further train youth in their respective Districts on Entrepreneurship

   ii.   The entrepreneurship culture promotion model for Tanzania (Kazi Nje Nje and Operation Wild Fire) was developed and field tested in 12 districts for 9 months

   iii.   Since 2011/12, 150 SIYB trainers have been trained through KNN apprenticeship program and 70 other SIYB trainers were trained through an SIYB Training of Trainers (TOT) approach

iv. There were 37 media appearances in print, radio and media for awareness creation on entrepreneurship developments
v. 12 partnership in the Start and Improve Your Business (SIYB) were developed
vi. 2 development networks and 108 rural/village level business clubs were established
vii. 1,741 business ideas were submitted by contestants with a total of 74,500 youth reached.

Results
i. Membership in women entrepreneurs associations increased by 60% after participation in ILO WED programme
ii. The fund has been able to facilitate the formation of 85 new individual businesses in round I of the call for proposals, and more than 105 in round II, plus 350 and 299 jobs created in round I and II respectively
iii. A study commissioned by YEF in to assess the impacts of the SIYB interventions had the following findings:
   ➢ Out of 650 young entrepreneurs surveyed, 347 started new businesses (average two trained participants to one business star up)
   ➢ Approximately 2.4 jobs were created per business started
   ➢ About 70% of entrepreneurs involved in the survey reported that they are now more confident in business planning, general business management and financial management to before attending SIYB programmes
   ➢ Trainings also improved access to finance by these young entrepreneurs as there was an average of 66.5% success rate in application for external financing

Outcome 4: Relevant institutions improve national capacities to promote regional integration and international trade

One major intervention under this outcome was the Study on Labor Laws (and Employment Policies) Inconsistent with the EAC Common Market Protocol-With financial support from the UNDAP Programme on Labor Laws, ILO engaged the consultant to conduct the study on labor laws in the United Republic of Tanzania inconsistent with the provisions of the EAC Common Market Protocol. The study was commissioned to review the provisions of labor laws and policies that are inconsistent with the EAC Common Market Protocol and propose ways of addressing such inconsistencies. A number of policies and statutory provisions were reviewed and useful recommendations provided.

Outcome 5: Key MDAs and Non-State Actors (NSA) enhance skills and entrepreneurship programmes to improve labor productivity and employment creation

The capacity building interventions, technical skills support and efforts to support key institutions responsible for Skills development under ILO-UNDAP support, lead to important results as follows:

Results
i. Finalization of Draft Technical and Vocational Education and Training (TVET) Policy and its Implementation Framework (Mainland Tanzania)
ii. Develop a framework for Informal Apprenticeship and Institutionalize Recognition-of-Prior-Learning (RPL) (Mainland Tanzania)
iii. Recognition-of-Prior-Learning Assessment (RPLA) was finalized and published
iv. MES was finalized for four selected occupations/trades Carpentry and Joinery (C&J), Masonry and bricklaying (M&B), Food Production (FP) and Food and Beverage Services (FBS)
v. Tailor made skills Upgrading Courses developed and implemented

Outcome 6: MDAs and NSAs improve implementation of labor standards in an effort to promote descent work and productivity benefits for employers and workers

ILO-UNDAP supported three main activities to achieve this outcome: Enhanced capacity of labor institutions to implement labor laws, Strengthened labor inspection system, an increased public awareness and knowledge of labor laws and an strengthened framework for labor law compliance in URT. In each, a number of interventions were achieved:

Enhanced capacity of labor institutions to implement labor laws
i. ILO supported the CMA training on labor dispute resolution in Morogoro in June 2012 attended by 81 participants
ii. Case/dada management capacitated: ILO supported Dispute Handling Unit (DHU) with two (2) computers and training its registry officials on case/data management
iii. ILO technically supported training of 33 judges of the high Court on international labor standards and their applications in national courts
iv. DHU was evaluated twice and tripartite committee was trained on labor dispute resolution
v. Labor Court (LC) and Industrial Court (IC) were supported with some equipment including computers for data management
vi. 67 people trained on national trade senior leadership and international labor standards Dar es Salaam and Bagamoyo
vii. Two seminars on promoting freedom of association and effective recognition of the rights to collective bargaining; and on improving communication strategies of trade unions attracted 42 participants;
viii. ILO provided the technical support for the development, publication and dissemination of the regulations and rules for the implementation of the labor laws both in Mainland and Zanzibar

Strengthened labor inspection system

i. ILO has supported for trainings of labor officers from both mainland and Zanzibar. At least four labor inspection trainings were conducted involving 93 participants
ii. Training on prosecution was conducted in Kibaha, drawing a total of 26 labor prosecutors from Zanzibar and Mainland
iii. ILO supported the Ministry of labor and employment for the development and publication of the Annual Labor Administration and Inspection Report 2011/12

iv. ILO-UNDAP supports the labor departments in implementing their mandates e.g.
  - In mainland the support was for reprinting of Labour administration and inspection Report for 2011/12
  - In Zanzibar, will support for compilation and dissemination of labor law regulations
  - Training on Labour laws
  - Provide technical and financial support to the Ministries f Labour in building capacity of its officials on inspection skills and techniques of prosecuting offenders of labor laws

An increased public awareness and knowledge of labor laws
i. With the ILO support, the CMA trained 642 participants (453 men, 189 women) on labor laws
ii. Training of trainers (TOT) workshops were also organized for the employers and workers representatives the result of which is:
iii. ATE trained 266 employers (202 men, 64 women), particularly in the SME and private security sectors
iv. TUCTA trained 81 trade union members (184 men, 96 women), ZATUC trained 535 trade union members (71 men, 264 women).
v. ZATUC and ZANEMA also provided joint bipartite training for an additional 240 participants (131 men, 109 women)…. (In Zanzibar, a total of 1,055 participants were trained by ZANEMA and ZATUC).
vi. ILO supported the translation, publications and dissemination of the Kiswahili versions of labor laws and regulations; in mainland Labor Regulations Act, 2004 and Labor Institutions Act, 2004 and their relevant regulations were translated into Swahili. In Zanzibar, the Employment At, 2005 and the labor relations Act, 2005were also translated

A strengthened framework for labor law compliance in URT
i. Launching of the DHU in Zanzibar and operationalizing its activities
ii. Trainings conducted on CMA and DHU officials, judges of the High court and other social partners

Results
- Efficiency of labor institutions has improved. For example, DHU has received a total of 141 since its establishment, of which 95 have been successfully resolved; for CMA

a total of 46,357 complaints have been filed from 2008 up May, 2013 of these, 44362 complaints have been successfully resolved

2.4.2   Social Protection

2.4.2.1   Introduction
Under social Protection, only one outcome is to be achieved i.e. *GOT coordinates a multi-sectoral social protection response to the needs of economically deprived and insecure groups.* The outputs to be achieved are two: **Output 1:** Key decision makers and relevant stakeholders are sensitized on the importance of investing in social protection; **Output 2:** A coherent policy, legislative and regulatory framework on social protection is in place

2.4.2.2   Key activities implemented under Social Protection and Results achieved
Outcome 1: GOT coordinates a multi-sectoral social protection response to the needs of economically deprived and insecure groups
   i.   Amendment of SSRA Act, 2008 in 2012
  ii.   The adoption of Social security Fund's Act No. 5 of 2012
 iii.   The development of social security reform program, including the drafting of social Pension Scheme for Tanzania
  iv.   Drafting of three regulations and three guidelines report
   v.   Stakeholders' consultative meeting to finalize the Social Security Reform Programme and to develop action plan for its implementation in Bagamoyo, Feb, 2012
  vi.   Consultative meeting in March, 2012 in Bagamoyo to review and finalize regulations to complement the SSRA Act, 2008
 vii.   Capacity building of its constituents in terms of i) seminars for members of parliament of the URT jointly organized by ILO and its constituents to address the implications of early withdraw of social security benefits on the entitlements of a future beneficiary ii) training on labor laws and compliance practices as well as social protection reforms in Tanzania was conducted for leaders workers' unions iii) Several stakeholders' consultative workshops to review and develop Social Protection regulatory instruments in both mainland and Zanzibar have been conducted –two senior staff from SSRA were trained under ILO's financial support at Diploma level from the Wits University (South Africa) with qualifications in Social Security and administration
viii.   Training of two SSRA staff under ILO financial support geared at contributing to the capacity building of ILO partners. This was on Diploma level on Social Security Administration
  ix.   ILO supported the review of the current policies, legislative and regulatory frameworks to identify existing gaps and propose remedial actions
   x.   Technical meeting on social Protection floor in Tanzania which was meant to provide participants with the information and knowledge on the floor of social protection and designing a roadmap for implementation of the nationally defined

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FSP and ratification of C.102; building capacity of the MOLE as an important implementing partner and making policy recommendations that are fundamental towards achieving an inclusive social protection systems for Tanzania that is gender sensitive and better managed

Results
In view of the above activities, the following achievements have so far been realized:

i. Social security Fund Bills has been adopted
ii. Social Security Reform Program is drafted
iii. Universal Pension Scheme design is drafted
iv. Amendment of SSRA Act, 2008 in 2012
v. The adoption of Social security Fund's Act No. 5 of 2012
vi. A set of social security regulations and guidelines drafted, which include: portability of Pension Rights Regulation; Social Security Benefit Harmonization Regulations; Actuarial Valuation Guidelines; Home Mortgage Facility Regulations; Conduct of Affairs of the Board of Trustees Regulations
vii. Implementation of the following finalized Social Security Regulations and Guidelines
   ➢ Data management guidelines
   ➢ Actuarial valuation guidelines
   ➢ Investment guidelines
   ➢ Levy Regulations
   ➢ Scheme Membership Registration Regulation
   ➢ Conduct of Affairs of the Board of Trustees Regulation

2.4.3 Governance (social dialogue and International Labor standards)

2.4.3.1 Introduction
The perceived outcome under this KRA is ensure: GoT advances fulfillment of its international treaty obligations. The expected output is to ensure: Adherence to key treaties and the Universal Periodic Review (UPR) is continuously monitored, reported on and relevant commissions' observations are followed up.

2.4.3.2 Key Activities implemented under Governance (social dialogue and International Labor standards)

Outcome 4: GoT advances fulfillment of its international treaty obligations

The interventions focused on fulfilling of Reporting obligations and strengthening the social dialogue in the country. In terms of reporting obligations, during September 2012, two workshops were organized in Zanzibar and Dar es Salaam focusing the recommendations that were made by the CEACR on Tanzania's reporting obligations on issues of Child labor and forced labor under ILO conventions.
On strengthening social dialogue, the following key activities were carried out:

i. Capacity building: ILO supported training for the national trade Union leadership on freedom of association and social dialogue attended by 41 participants in Dar es Salaam; same attended 26 participants from employers' management Board in Bagamoyo
ii. Seminar on promotion of freedom of association and effective recognition of the rights to collective bargaining (27 participants)
iii. Improving communication strategies of trade Unions, employers' organizations and government officials (attended by 15 participants)
iv. ILO in collaboration organized a high level training workshop in Arusha on labor law compliance and social security reforms (involving leaders from all 13 trade unions all over the country which are affiliated with TUCTA)
v. In 2012/2013 a total of 27 participants from ATE, TUCTA and MOLE (mainland) and 25 participants from ZANEMA, ZATUC and MLEEC (Zanzibar) were trained on industrial relations and labor dispute resolutions
vi. In 2013/14 TUCTA affiliates from Southern highlands were trained on labor laws (35 participants)
vii. Supported the formulation of workers' Council Regulations

Results
i. Launching of the Tripartite plus Users Committee
ii. ILO in collaboration of with the Ministry of Labour and Employment (MOLE), ATE and TUCTA launched the tripartite plus plan of action to promote descent work for domestic workers in Tanzania mainland
iii. Drafting of the Workers' Council Regulations

2.4.4 HIV/AIDS

2.4.4.1 Introduction

The HIV/AIDS Key Result Area (KRA) has one **outcome** i.e. *Relevant MDAs, LGAs and NSAs increasingly mainstream HIV/AIDs Workplace Programmes (WPP).* The outcome has to be realized by achieving two outputs*:* **Output 1:**Selected public, private and informal sector institutions operationalize WPP for HIV/AIDS; **Output 2:**Technical AIDS Committees (TACs) and budget committees of selected MDAs and LGAs have the capacity for HIV/AIDS WPP and external mainstreaming in their respective MTEFs.

2.4.4.2 Key activities implemented under HIV/AIDS and Results Achieved

Through ILO-UNDAP initiatives, the following have been done:
i. In order to create a body of knowledge and inform planning and programming interventions addressing HIV related stigma and discrimination at workplace, the ILO commissioned a study. The study examined the manifestation, magnitude and

impact of HIV related stigma and discrimination in selected public and private sectors in both Tanzania Mainland and Zanzibar.

ii. ILO supported a private sector consortium in Zanzibar which constitutes AIDS Business Coalition for Zanzibar (ABCZ), Zanzibar Trade Union Congress (ZATUC) and employers' associations to develop coordinators/trainers manual on HIV and health promotion at work place. The manual is a tool to guide WPP coordinators on how to establish workplace programs, plan, implement and conduct health awareness sessions/health days.

iii. Continued to support and facilitate the running of the tripartite plus forum for the HIV Workplace Programme where constituents got the liberty to discuss issues on HIV and AIDS; openness and transparency on plans and resources mobilization to advance partners objectives; get to know what is happening in the country from different partners, including NGOs and Donors and networking among different stakeholders. The forum serves as a platform to collect and discuss views of HIV WPP on the revision of the National Multispectral Strategic Framework on AIDS and communicate them to the relevant authority for action. All stakeholders have been very positive on this forum.

iv. Supported Association of Tanzania Employers (ATE) to train 10 enterprises on development and implementation of HIV Workplace policy and programmes. The main objective of the training was to impart knowledge and skills to representatives from member companies on developing HIV and AIDS policy and its management that defined company's position and practices for prevention of transmission of HIV, treatment, care and support for people living with HIV in companies and surrounding communities.

v. The ILO provided technical support to ATE in the general coordination of the private sector response to HIV and AIDS in the country. ILO as the agency responsible for mobilizing private sector and workplace HIV interventions worked with ATE to ensure that private sector is involved in the HIV response. The range of support was provided including organizing meetings, training, advocacy events and technical advice in various aspects of policy and programmatic on HIV response for the private sector.

Results

i. Development of Code of Practice on HIV and AIDS at Workplace for Tanzania Mainland;
ii. Development of Regulations on sexual harassment at workplace in Zanzibar a
iii. Development of National Multi-sectoral Strategic Framework on AIDS for Tanzania Mainland (NMSF III)

2.4.5 Summary of Key achievements by Components

Table 2-7 presents a summary of the main milestones achieved by ILO-UNDAP. The achieved milestones are impressive when compared against what was planned. **It is quite evident that the answer to the question: Is ILO's participation in the UNDAP worth it?, is outstandingly YES.**

Table 2-7: Summary of Key Programme Milestones by Key PWG

PWG	Outcomes	Milestones
Economic Growth and Economic Governance	**Outcome 2: Local Government authorities (LGAs), agriculture support organizations and smallholder farmers increase agricultural productivity, access to markets and food security**	i. Capacity and access to business development services has been increased; over 20,000 members of cooperatives benefited from BDS ii. 450 jobs direct employment created from the cooperatives and indirectly iii. About 600 members of dairy cooperatives members' will benefit from efficiency in milk (produce) collection in terms of reliability of markets and better prices iv. Capacity and access to BDS improved v. Increases and improves access to cooperatives BDS not only to participants, both to others through training of trainers programmes offered vi. Direct communication and collaboration between the Kenyan Cooperatives and their Tanzanian counterparts was established, knowledge sharing is elevated vii. Best practices picked from the study tours from the advanced developed cooperative structures and movement outside the country improves management practices; with consequent improvement in members services and productivity viii. The study tour in Kenya helped to change outlooks of the Tanzanian leaders, broadening their insights and provide them with ideas that contribute to the improvement of production within the Union of 22 farmers organizations they were represented

	Outcome 3: Relevant MDAs, LGAs and NSAs enhance structures and policies for promoting viable pro-poor business sectors and SMEs	i. Membership in women entrepreneurs associations increased by 60% after participation in ILO WED programme
		ii. The fund has been able to facilitate the formation of 85 new individual businesses in round I of the call for proposals, and more than 105 in round II, plus 350 and 299 jobs created in round I and II respectively
		iii. A study commissioned by YEF in to assess the impacts of the SIYB interventions had the following findings:
		  ➢ Out of 650 young entrepreneurs surveyed, 347 started new businesses (average two trained participants to one business star up)
		  ➢ Approximately 2.4 jobs were created per business started
		  ➢ About 70% of entrepreneurs involved in the survey reported that they are now more confident in business planning, general business management and financial management to before attending SIYB programmes
		  ➢ Trainings also improved access to finance by these young entrepreneurs as there was an average of 66.5% success rate in application for external financing

	Outcome 4: Relevant institutions improve national capacities to promote regional integration and international	➢ *the Study on Labor Laws (and Employment Policies) Inconsistent with the EAC Common Market Protocol*

PWG	Outcomes	Milestones
	trade	
	Outcome 5: Key MDAs and Non-State Actors (NSA) enhance skills and entrepreneurship programmes to improve labor productivity and employment creation	i. Finalization of Draft Technical and Vocational Education and Training (TVET) Policy and its Implementation Framework (Mainland Tanzania) ii. Develop a framework for Informal Apprenticeship and Institutionalize Recognition-of-Prior-Learning (RPL) (Mainland Tanzania) iii. Recognition-of-Prior-Learning Assessment (RPLA) was finalized and published iv. MES was finalized for four selected occupations/trades Carpentry and Joinery (C&J), Masonry and bricklaying (M&B), Food Production (FP) and Food and Beverage Services (FBS) v. Tailor made skills Upgrading Courses developed and implemented
	Outcome 6: MDAs and NSAs improve implementation of labor standards in an effort to promote descent work and productivity benefits for employers and workers	• Efficiency of labor institutions have improved. For example, DHU has received a total of 141 since its establishment, of which 95 have been successfully resolved; for CMA a total of 46,357 complaints have been filed from 2008 up May, 2013 of these, 44362 complaints have been successfully resolved

Social Protection	GOT coordinates a multi-sectoral social protection response to the needs of economically deprived and insecure groups	i. Social security Fund Bills has been adopted
		ii. Social Security Reform Program is drafted
		iii. Universal Pension Scheme design is drafted
		iv. Amendment of SSRA Act, 2008 in 2012
		v. The adoption of Social security Fund's Act No. 5 of 2012
		vi. A set of social security regulations and guidelines drafted, which include: portability of Pension Rights Regulation; Social Security Benefit Harmonization Regulations; Actuarial Valuation Guidelines; Home Mortgage Facility Regulations; Conduct of Affairs of the Board of Trustees Regulations
		vii. Implementation of the following finalized Social Security Regulations and Guidelines
		  ➢ Data management guidelines
		  ➢ Actuarial valuation guidelines
		  ➢ Investment guidelines
		  ➢ Levy Regulations
		  ➢ Scheme Membership Registration Regulation
		  ➢ Conduct of Affairs of the Board of Trustees Regulation

Governance (social	GoT advances fulfilment of its international treaty obligations	i. Launching of the Tripartite plus Users Committee ii. ILO in collaboration of with the Ministry of Labour and Employment (MOLE), ATE and

PWG	Outcomes	Milestones
dialogue an International Labour Standards)		TUCTA launched the tripartite plus plan of action to promote descent work for domestic workers in Tanzania mainland iii. Drafting of the Workers' Council Regulations
HIV/AIDS	Relevant MDAs, LGAs and NSAs increasingly mainstream HIV/AIDs Workplace Programmes (WPP)	iv. Development of Code of Practice on HIV and AIDS at Workplace for Tanzania Mainland; v. Development of Regulations on sexual harassment at workplace in Zanzibar a vi. Development of National Multi-sectoral Strategic Framework on AIDS for Tanzania Mainland (NMSF III)

2.4.6 What has worked and what has not worked

2.4.6.1 Introduction

Assessment of the initiatives undertaken so far is SATISFACTORY as most of the activities were undertaken and output realized. Also, *stakeholders positively perceive the outputs of the programme* as they were part of planning, they participate in the implementation and own results. For, example, the Zanzibar youth employment action plan is fully owned by government and social partners, RCs signed a declaration with commitment to promote youth employment. In terms of effectiveness of the programme, interviews with stakeholders revealed that it has the greatest impact on employment issues. For example, Youth employment action plan/youth employment programme finalized and endorsed by stakeholders; mainstreaming of employment in the national plans and budgets including reporting requirement; Commitment to support and promote youth employment at regional and district levels and development of a functional labor market information system. The key success factor or this was fully commitment of implementing partners in terms of timely response to agreed issues/plans.

Sustainable enterprises have proved to be major tools for achieving decent work, sustainable development and innovation, as they are sources of growth, income and employment creation. Packaged intervention seem to work perfectly for example packaging of training with material support, e.g. entrepreneurship with a linkage to access to finance for capital, business development with equipment support and market access etc. More focused interventions- geographical and sectoral – work better that generalized one. Holistic Approach - Value Chain approach to holistically address challenges across all value additions stages of any selected agricultural value chain have proven to be useful especially when we have effective criteria for selection of beneficiaries and focus – e.g. scaling up, potentials & availability of IPs, collaborators and strategic partnerships. Furthermore, access to finance is overarching in enterprise development work. Not least, linkage and collaborations between and among UN agencies and linkages within ILO projects and components have been especially effective as they promote complementarities, synergies and the sharing of lessons and information.

The *effectiveness of the backstopping support provided so far by ILO* (regional office, DWT Pretoria and Geneva) to the programme was also perceived as satisfactory. For example, technical support and advise by the youth employment specialists was very helpful in developing the Zanzibar youth employment action plan. Also, the DWT team in Pretoria, through the labor market and employment specialists provided technical support on labor market information: website development, training on data analysis in general and for 2014 ILFS.

In terms of *Gender balancing*, ILO has been very keen to ensure that women are benefiting from the Programme. For example, ILO pursues women economic empowerment and gender equality through cooperatives and entrepreneurship development through collaboration of a number of its projects. The Women Entrepreneurship Development (WED) project, the HIV/AIDs Corridor Economic Empowerment Project and UNDAP together have developed a gender strategy to ensure

enhanced equality for men and women in the cooperative movement. Through the formation of SACCOS and VICOBA women largely benefit out of the programme. Additionally, through **Gender and Entrepreneurship Together (Get Ahead) Trainings, women are targeted by** promoting enterprise development among women in poverty reduction through enterprise development.

However, the following specific aspects were not satisfactory:

2.4.6.2   On Economic Growth and Economic Governance

Harmonization of labor laws within EAC has created a big challenge because implementation has been very slow. The big reason for this is that Government has been very slow to act on recommendations put forward for harmonization of labor laws and regulations. For example, one study "*the Study on Labor Laws (and Employment Policies) Inconsistent with the EAC Common Market Protocol*" was done and forwarded to the government but so far the response is negative.

Another area which has not been doing well is on enforcement of labor laws (MDAs and NSAs improve implementation of labor standards in an effort to promote descent work and productivity benefits for employers and workers). This is largely because of weak labor administration. In turn, this is attributed to low capacity of Labour Commission Unit of the MoLE in terms of number of staff, staffing quality and budget constraints which impair availability of working facilities such as transport for labor inspection officers. The Unit also lacks good strategy for conducting inspection.

2.4.6.3   On Governance

The area of concern under Governance, was on social Dialogue. The performance of tripartite bodies have not been effective. In Mainland, LESCO do not do the meeting as required, blaming the budget constraints; it works only when problems arise. In Zanzibar weak social dialogue among partners is attested by the lack of Collective Bargaining Agreements (CBA). This has been attributed to, among other factors, different legal frameworks governing issues of social dialogue and collective bargaining; poor understanding of the principles of social dialogue and collective bargaining as enshrined in international labour standards and national labour laws; lack of consultation and effective communication among the social partners; lack of proper implementation of the agreed activities among the social partners; lack of trust and transparency - during the tripartite meetings, leaders of employers' and workers' organizations do not raise their issues for discussion with the government; and lack of effective utilization of the social dialogue mechanism.

2.4.6.4   On Social Protection

On social protection, high informality practices even among the perceived formal employers, has been limiting acceptance of the interventions under ILO-UNDAP supported programmes. Other challenges include inadequate institutional capacity including financial resources to implement the reform instruments for the administration of extended social protection for all. Also low awareness among partners on importance to invest on social protection progammes has been constraining the efforts to implementing social protection systems.

2.4.6.5 On HIV/AIDS

HIV and AIDS fatigue was noted as one of the biggest implementing change especially for private sector partners who seem to be tired to continue working on HIV and AIDS.

2.4.7 Other implementation challenges

The major challenges experienced were delayed disbursement of funds and reduction in the One UN funding, which affected the overall ability to implement planned activities. Internal agency procedures, and IPs' capacity in terms of staffing has also had negative implications for programme delivery.

2.5 Efficiency of Resource Use

The total funding allocated for the programme from 2011/12 to 2013/14 was US$ 743,089. The realized outputs as discussed in section 2.4 of this report, highly justifies the the invested resources by the opinion of this evaluation findings. Generally, resources were efficiently used. With limited resources, consultations were made with IPs for re-prioritization. Use of financial resources was strictly based on ILO financial rules and procedures that focus on value for money i.e. ensuring effective use of resources to deliver results.

The principles are gender budgeting were highly observed, as the interventions are planned to benefit both women and men, young women and men and always involvement of both are ensured. However, the final outcomes depend on the number of women and men in the unit/institution in which the intervention is implemented.

Overall, the programme activities/operations are in line with the schedule of activities as defined by the programme team and work plans. There, however are few cases which were normally addressed through consultations, re-prioritization and re-budgeting.

Evidence in the efficient use of resources is presented in Table 2-8. With the exception of the first year of the programme implementation, financial utilization efficiency was 100% in all KRAs except HIV/AIDS which achieved 95.5% in 2012/13. The key ***success factor for such impressive efficiency in the use of resources is the strict use of ILO financial rules and procedures. The adherence to ILO financial rules therefore need to be sustained.***

Table 2-8: *Efficiency of Financial Utilization (Amounts in US$)*

Working Group	2011/12		% utilization	2012/13		% utilization	2013/14		% utilization
	Resources Allocated	Resources Spent		Resources Allocated	Resources Spent		Resources Allocated	Resources Spent	
Economic Growth	2,482,555	1,326,722	53.4	441,474	441,474	100.0	318,328	318,328	100.0
Governan	-	-		10,429	10,429	100.0	211,860	211,860	100.0

Working Group	2011/12		% utilization	2012/13		% utilization	2013/14		% utilization
	Resources Allocated	Resources Spent		Resources Allocated	Resources Spent		Resources Allocated	Resources Spent	
ce									
HIV/AIDS	172,748	157,664	91.3	66,636	63,598	95.4	83,695	83,695.00	100.0
Social Protection	204,587	161,150	78.8	518,539	515,501	99	19,963	19,963	**100.0**

As for human resources, further take up regarding a voluntary set of guidelines regarding integration of DaO into relevant staff's performance assessments encouraged across UN Tanzania. This was coupled with the renewal of pledges by the UN Country Management Team to ensure their staff fully commit and contribute to the delivery of UNDAP results as determined by their capacities and agency portfolios.

2.6 UN Programming Principles

The assessment has established that the UNDAP programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) were considered and mainstreamed in the chain of results.

This has been through provision of cross-cutting consideration in the planning and development of Annual Work Programmes (AWPs) and reporting accountability including M&E framework.

2.7 Effectiveness of management arrangements

This section assesses the effectiveness of management arrangement of the ILO –UNDAP contribution. In assessing this aspect, the evaluation study was guided by the organizational philosophy which pays attention on the organizational functions. In principle, effectiveness of management arrangements is shaped by a set of core organizational features that need to be present and functioning together effectively in a given institution or program. This framework defines five primary functions of an organization or a network as: a) mission, vision, and strategy; b) structure; c) management systems; d) Partnerships, external relations networking; e) leadership and governance. Through conceptualizing organizational life in this manner, *local organizations, governments, donors, and capacity building providers* can establish with some exactness where to target their interventions.

All these components are important but leadership and governance seems to be critical and often serve as the glue that binds and promotes the effectiveness of all the other

functions. Accordingly, the principal guiding evaluation question in this evaluation study was to assess the e*xtent to which any of the intended objectives of ILO-UNDAP were met based on the management arrangements.* To be able to achieve this, a number of evaluation questions related to effectiveness of management arrangements were asked and responses summarized in the next sub-sections.

2.7.1 Adequate availability of technical and financial resources to fulfill the programme plans

The need for the availability of both technical and financial resources is essential in implementing UNDAP. In other words, the assurance of technical and financial resource sis is key to the effectiveness of and sustainability of any intervention programme. A programme like UNDAP needs quite a substantial amount of these resources. Under this aspect, the guiding evaluation question was whether there were adequate technical resources available to fulfil the implementation of ILO-UNDAP. Interviews with some members from ILO-UNDAP team in Tanzania generally suggest that both technical and financial resources were adequately provided to fulfil the implementation of the components of ILO in UNDAP.

The available evidence shows that the UN leadership and technical inputs to ILO have enabled to the adoption of social security guidelines and regulations in Tanzania which are aimed at enhancing compliance with social security regulations. This is well captured in the recent report: Evaluation of Tanzania UNDAP (2011-2016):

> The UN has played an instrumental role in the development of a communication strategy for awareness raising on social protection as well as the formulation of the recently approved Zanzibar Social Protection Policy. The SP PWG now serves as the main coordinating mechanism for social protection and meets regularly. SP indicators are now tracked in national surveys because of the raised visibility of SP issues. Local providers have been empowered to provide support to women and children who suffer from abuse.

The same report notes further that support from UN was instrumental in laying down the high level Child Advisory Committee and in operationalizing regulatory and policy changes such as the Law of the Child.

At the national level, ILO Country Office Dar es Salaam works closely with the Decent Work Support Team (DWT) and receives support from DWT Pretoria, South Africa. For example, in the Financial Year 2012/13 a number of ILO specialists from the DWT Pretoria worked with social partners in a number of policies developments including Mr. Ashwani Agarwal (TVET policy) Mr. Franklin Muchiri (OSH Policy for Zanzibar), Mr. Michael Mwasikakata (National Youth Employment Action Plan, Mr. Coffi Ogussou (Labour Market Information System) and Ms. Mwilla Chigaga (Gender Mainstreaming)[10]
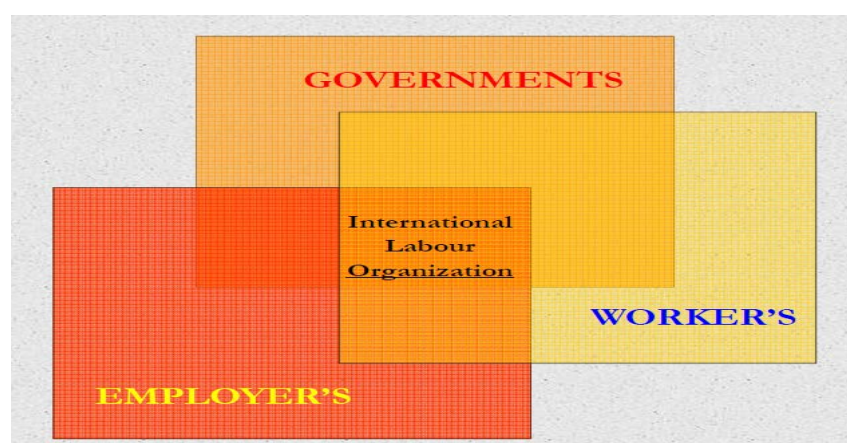
2.7.2 Adequate management and governance arrangement of the ILO programme components

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[10] ILO's UNDAP Contributions at a Glance 2012/13

The management and governance arrangement of the ILO programme is quite adequate in terms of its contribution to the United Nations Delivering as One (DaO) and Decent Work Country Programme (DWCP). The ILO Office in Dar es Salaam has established strong partnerships with tripartite constituents in Tanzania mainland and Zanzibar in the development of the legal and political framework required for the implementation of the DWAA.

The tripartite structure include the Government of Tanzania, employers and workers organizations. This makes ILO the only tripartite United Nations agency in Tanzania. For example, the tripartite partners for the case of Tanzania Mainland include the Ministry of Labour and Employment (MoLE); Association of Tanzania Employers (ATE); and Trade Unions Congress of Tanzania (TUCTA). For the case of Zanzibar, the tripartite partners include the Ministry if Labor, Economic Empowerment and Cooperatives (MLEEC); Zanzibar Association of Employers (ZANEMA); and Zanzibar Trade Union Congress (ZATUC).

Figure 2-1: ILO's Tripartite Structure

The management and governance arrangement of the ILO-UNDAP in Tanzania was also indicated to be adequate from the interviews with some members from ILO-UNDAP. The respondents clearly pointed out some activities carried in support of the good arrangement and governance. For instance, AWPs are being reviewed and approved prior to implementation; calendar of activities are developed each month/quarter to reflect planned interventions; and mid-year and annual progress reports are regularly shared.

However, it was noted that delayed approval of funding seems to pose some challenges to the effectiveness of the management and governance arrangements.

2.7.3 Clear understanding of roles and responsibilities by all parties involved

It is important that there is a clear understanding of roles and responsibilities for effective implementation of a program. In this way, it was essential that the UN System pushed towards for development of UNDAP and a Common Country Programme Document derived from it, in order to maximize on the thrust that exists at the country level. Through such arrangement, it was possible to obtain a consistent and coherent plan to reduce duplication in planning requirements for the UN and partners. This has

also improved the transparency of the UN's work in Tanzania, and has enhanced the UN's accountability to the Government and Development Partners.

In addition, through Programme Working Groups, each agency is responsible for the delivery of a set of key actions that cooperatively contribute to the shared outcomes. For instance, UNDAP incorporates the four pillars of decent work across the MKUZA and MKUKUTA clusters which are economic growth, social welfare, and governance. Specifically, ILO participates in four Programme Working Groups - Economic Growth and Economic Governance; Governance; HIV and AIDS; and Social Protection. Clearly, as indicated by some interviews with members from the UNDAP team, the roles and responsibilities for all parties involved are clearly defined.

However, it was noted that there are some conflicting demands that lead to weak understanding of the roles and responsibilities of some partners in the implementation process; hence less participation in the implementation process.

2.7.4 Targets and indicators sufficiently defined for the ILO programme components

Indicators are the metrics often used to monitor and measure progress in meeting the standards for the desired outcome. Measuring any short or long term impact of programme intervention requires a systemic approach with metrics that assess efficiency, effectiveness and impact. In this sprit, it was important for the ILO and its implementation partners to set clear targets and indicators. The findings indicate that the targets and indicators have been sufficiently defined for the ILO programme components. What seems to be lacking is the existence of monitoring and evaluation framework to which the targets and indicators could be measured.

There was also a strong feeling from some of the respondents interviewed who expressed the need to improve linkages among ILO development frameworks such as P&B, DWCP, ACIs, and CPOs. This observation was corroborated by some documentary review which indicate that there has been an improvement in the logical linkages among the projects within the current DWCP and with the other DaO - JPs. For example, progress has been made towards better alignment with outside external partners. Similarly, ILO participation in the DaO has helped the programme to have a better alignment with the Government's Joint Assistance Strategy for Tanzania (JAST)'s objectives to strengthen Government core's processes for planning, budgeting and monitoring through the DaO.

2.7.5 Programme management, Programme performance and results

It is essential for any intervention to develop and use indicators to measure progress towards addressing capacity building gaps. An organization should also set performance standards to be achieved over a given timeframe.

Generally, the evaluation team had found it difficult in obtaining a coherent set of medium-term performance indicators or a sound monitoring and evaluation system which could help to determine the effectiveness of the ILO's Programme in Tanzania. The documentary review, for example, reveals that the Country Programme in Tanzania

has not been supported by an effective M & E framework. An evaluation Report of ILO programme in Tanzania[11] which was conducted just before the launch of UNDAP shows that the sources and the data of the selected indicators for project monitoring and outcome measurement were not clearly identified and specified in the appraisal reports. Likewise, the collection of information by the implementing partners has not been covered by appropriate conditions in the project documents which are regularly monitored by the ILO. The Evaluation Report further argued that:

> *... the lack of a sound monitoring and evaluation system in the ILO Country Programme was a design defect in the development of the DWCP guidelines, which it is hoped will be remedied in the new RBM and DWCP (p.21)*

The observations made by the report above seems to be supported by some interviews with the key UNDAP team in Tanzania who provided a lukewarm response to the question which asked: *Is relevant M&E information systematically collected and collated on the ILO-UNDAP?* In a related question which asked whether the data collected is disaggregated by sex (and by other relevant characteristics), the response was *somehow*, meaning that in the reporting, data, it is not always sex-disaggregated.

Nonetheless, an independent Evaluation Report conducted by ILO (2012) revealed that most of the pilot countries including Albania, Mozambique, Pakistan, Rwanda, United Republic of Tanzania, Uruguay and Vietnam have established a joint monitoring mechanism, and monitoring and evaluation task force for the case of delivering as one. The report notes further that:

> In the United Republic of Tanzania, the US$777 million UNDAP has 369 key actions, undertaken by 20 UN organizations, generating 182 outputs and 58 outcomes. The development of a system to assess the results of a programme of this complexity has been a major task, and was only approaching completion at the time of the country mission by the evaluation team, when the UNDAP had in principle already started. The task of generating baseline data and of regularly monitoring progress towards 58 outcomes seems was extremely daunting. Adequate expertise and capacity to succeed were not yet apparent during the field mission (ILO, 2012:42)[12]

Overall, the impression gained from a number of sources including interviews with the key members of UNDAP reveal that despite the established UNDAP monitoring framework there is a serious issue of concern with weak data collection, monitoring, evaluation and management oversight of the JP activities.

Accordingly, the UN should learn from the principle of diminishing returns of seeking complementarities and synergies under an all-inclusive results-based programme management framework. This will provide more opportunities for maximizing returns by a concentration of efforts and resources through a combination of planning together and implementing programme interventions of UN agencies, which seem to have the greatest prospects for producing notable results.

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[11] See Independent Evaluation of the ILO's Country Programme for the United Republic of Tanzania: (2004-2010)
[12] ILO (2012) Independent Evaluation of Delivering as One: Main Report

2.7.6 Adequacy of administrative, technical and political support from the ILO office and specialists in the field

Various sources generally indicate that the programme does not receive adequate administrative and technical support from the participating partners. According the *Independent Evaluation of Delivering as One Report* (2012) resident coordinators and country teams in the pilot countries, including Tanzania, perceived support from headquarters and the inter-agency system as insufficient. The report further notes that systemic support has not been timely in addressing issues on which countries must make decisions. Similarly, support to the pilot countries by regional offices and the UNDG regional teams did not go significantly beyond that provided to other countries. For example:

> The different geographical locations of the regional offices of organizations and of the regional teams presented a challenge to coordinate and coherent regional support. The teams' functions and capacities are still evolving, with some hubs having greater operational and technical support structures than others, but all will require additional time and resources, and consistent engagement of all organizations, to become effective.

However, for the case of ILO, it has received some technical support from the ILO Decent Work Team (Pretoria), ILO's International Training Centre (ITC-Turin) and the ILO Country Office Dar es Salaam. This support has enabled, for example, the Ministry of Labour and Employment to organize a high level sensitization workshop for decision makers at the level of Permanent Secretaries and Directors from various government ministries. These decision makers were targeted from those with direct social protection interventions. The workshop served as a national dialogue and provided participants with information and knowledge about the floor of social protection and designing a road map for implementation of the nationally defined FSP. Thus, the outcome of this workshops has been the building capacity of the MoLE as an important implementing partner toward achieving the DWCP and UNDAP outcomes (See ILO's UNDAP Contributions at a Glance 2013/14).

As far as political support is concerned, ILO has received adequate political support through working with government institutions on a number of issues that has been very positive. For example, one of the greatest achievements during the 2011/12 has been the amendment of the SSRA Act, 2008 in 2012, the adoption of Social Security Fund's Act No. 5 of 2012, the development of social security reform program, (including the drafting of the new Social Pension Scheme for Tanzania), and the drafting of three regulations and three guideline reports. All these were made possible through public sensitization and political will from the part of the government.

In addition, the relationship between the regional teams and the United Nations regional commissions has also needed clarification to ensure effective complementarities and synergies. The commissions have two functions. They are intergovernmental forums for regional policymaking and standard-setting. They also carry out regional technical cooperation programmes as requested, and provide some limited country-level support on regional and cross-border issues as non-resident agencies. They potentially complement the regional teams, which are mainly structures

for internal management, oversight and support of United Nations organizations at the country level. However, the challenge has been poor participation in technical working group meetings (PWG) and programme management committee (PMC), according to some interviews held with the UNDAP team members.

2.7.7 Gender accountability mechanism in-built and applied

According to ILO's UNDAP Contributions at a Glance Report (2012/13), the ILO policy on gender equality and mainstreaming emphasizes the need to have a mutually reinforcing action to promote gender equality which should take place in staffing, substance and structure. The policy further states that implementation of the gender equality strategy is the responsibility of all ILO staff at all levels - while accountability should rest with senior managers, regional directors and programme managers. In achieving this, the ILO has two approaches in promoting gender equality. The first approach emphasizes that all policies, programmes and activities must aim to systematically and formally address the specific and often different concerns of both women and men, including women's practical and strategic gender needs. The second approach focuses on targeted interventions which are based on analysis that takes into account these concerns and needs[13].

On the government side, it is clearly stated in the constitution that all forms of discrimination against any person on the grounds of gender are prohibited and must be eradicated. The national frameworks such as the National Vision 2025 and MKUKUTA also echo the need to redress gender imbalances by also recognizing the fact that gender issues are cross-cutting in nature. Accordingly, the Tanzanian government has even gone further into putting some institutional mechanisms in place to facilitate gender equality, including the Gender Policy of 2000.

As for the ILO programme components, the findings show that a gender accountability mechanism was in built and applied in the DWCP. The programme components recognize gender as a cross-cutting consideration when developing AWPs and a checklist for mainstreaming gender was developed and shared with the implementing partners in line with raising awareness and capacity building to PWGs.

Thus, the ILO's goal is to promote equal opportunities for women and men to realize the Decent Work objectives. The various documents reviewed clearly show that ILO considers gender equality as a critical element in efforts to achieve its four strategic objectives which are also consonant with the ILO Declaration on Social Justice for a Fair Globalization. Consequently, ILO has developed a single, overarching *Action Plan for Gender Equality 2010-15*, which operationalizes the 1999 ILO policy on gender equality. Through this Action Plan, gender responsive delivery of the Decent Work Agenda is being achieved in line with the June 2009 Resolution concerning Gender Equality, which is the main fulcrum of Decent Work[14].

### 2.8 The Value addition to DaO

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[13] ILO's UNDAP Contributions at a Glance - 2012/13
[14] ILO's UNDAP Contributions at a Glance 2011/12

Tanzania was given the rare opportunity for being selected as one of eight countries to pilot the new United Nations (UN) reform initiative known as 'Delivering as One' in January 2007. The major objective of the reform initiative was for *the UN as an organization to achieve better results within its work in Tanzania by becoming more efficient through closer cooperation and coordination both internally, among the UN agencies, and externally with government, civil society, and the private sector and development partners[15].* Similarly, UNDAP Annual Report (2012-2013) notes that the Government of the United Republic of Tanzania (GoT) formally signaled its interest to become one of eight countries to pilot DaO in 2007 and UN Tanzania was therefore mandated to innovate and experiment with ways of planning, implementing and reporting as One for enhanced coherence, effectiveness and efficiency across four pillars: One Programme, One Leader, One Budget and One Office (harmonization of business practices). Figure 2-2 presents a generic theory of change for delivering as one embedded in the UNDAP framework.

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[15] See Policy Forum Secretariat (2008:1) Brief Report on the 7:30 Breakfast Debate "Delivering As One: Un Reform in Tanzania", – April 24th
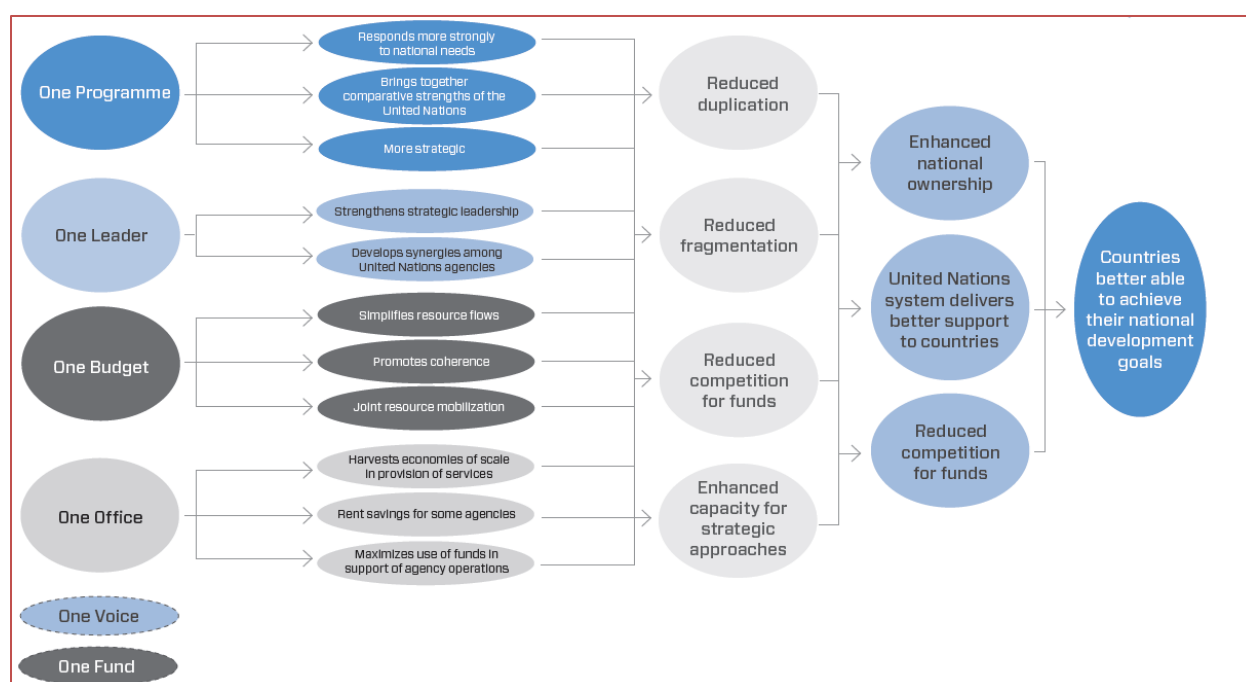
Source: ILO (2012) Independent Evaluation of Delivering as One, Main Report

The primary means by which the ILO should contribute to UNDAP at the country is the DWCP. According to ILO, DWCPs are programming tools to deliver on a limited number of priorities over a defined period" in order to "increase the impact of the ILO's work" and to be "more visible and transparent". In addition, the DWCP for Tanzania transforms the existing national priorities into a coherent country level response aligned with MKUKUTA and MKUZA II 2011-15.

In this section, four areas are assessed which are related to the value addition to DaO:

a) The extent to which DaO created or encouraged synergies among agencies, optimal results and avoidance of duplication;
b) The extent to which harmonization measures at the operational level – including the Business Operation Strategy - contribute to improved efficiency and results;
c) The actors that facilitated or adversely impacted upon implementation and commitment to the DaO approach; and
d) The extent which the One UN Fund eligibility and performance assessment process incentivize delivery and encourage a joint UN approach to programme planning and implementation.

2.8.1   The extent to which DaO created or encouraged synergies among agencies, optimal results and avoidance of duplication

The evaluation study was interested to assess the value addition of DaO in Tanzania by looking at the extent to which DaO has created or encouraged synergies among agencies, optimal results and avoidance of duplication. According to Tanzania One UN Report (2011), between 2008 and 2011, the UN Tanzania initiated nine Joint

Programmes (JPs) under the auspices of the One Programme and two Joint Programmes related to the One Office and the One Voice. As a result, these initiatives encouraged the 14 Participating UN agencies (PUNs) to work together, creating a coherent and holistic approach to programming in areas of common interest.

Under the UNDAP, and through the Programme Working Groups (PWGs), each participating UN agency is responsible for implementation of a set of key actions that jointly contribute to the shared outcomes of UNDAP. In the same vein, the four pillars of the Decent Work have been incorporated into UNDAP framework across the MKUZA II and MKUKUTA II clusters.

That being the case, ILO clearly participates in four Programme Working Groups - *Economic Growth and Economic Governance; Governance; HIV and AIDS; and Social Protection* as summarised further in Textbox 1.

Textbox 1: **ILO participation in four Programme Working Groups**

- **Economic growth and economic governance:** This includes the integration of national, sectoral or local policies and programmes in development frameworks and key components for job creation, namely skills development, youth entrepreneurship and sustainable enterprises and labour law compliance.
- **Social protection**: ILO's contribution includes the extension of social security and using social dialogue to develop and monitor national strategies for the extension of social security.
- **Governance Outcomes:** is notably on the promotion of social dialogue and on building the capacities of government and other social partners to ratify and apply international labour standards.
- **HIV/AIDS outcomes**- the ILO contributes to the operationalization of workplace programmes in public, private and informal sector institutions and enhancing capacity of AIDS Committees to mainstream HIV/AIDS in budgets

Source: Tanzania Decent Country Programme (Final Draft, 2013-2016)

Similarly, under the JP modality, agencies were required to collaborate on joint work plans and budgets, adhere to an agreed division of labour and a common results and accountability framework. JPs thus enhanced synergies across UN Tanzania's development contributions. This in return has helped to achieve optimal results and avoidance of duplications.

It should be noted that one positive feature of the DaO is the fact that PWGs, which are regarded as fora for joint planning, are not meant for joint implementation. In this regard, the majority of Outputs are therefore single-agency driven, meaning that "integration" of the many and various activities of UN agencies in the PWGs is achieved from UN agencies working towards a common outcome.

The experience gained from the implementation of DaO has also shown that while the UN agencies plan together and develop joint work-plans, and therefore meant to be

monitored and reported, the actual work-plans are mainly the outcome of agency work-plans which again are essentially implemented and managed by each individual agency

However, according to some interviews with UNDAP team, although agencies are collaborating and working together, this collaboration has to be further improved, especially on the need for ILO to work closely with FAO on mainstreaming employment and decent work. In addition, a synergy matrix which was developed and filled by agencies for enhanced collaboration has to be sustained. In practical terms, the four tiered governance structure with multiple WGs gives 'everyone' a chance to lead[16].

The evaluation study further notes that the Working Group Summary Reports across several programming areas reveal that synergies among UN Agencies have been further strengthened. For example, there has been more focus on the building a stronger analytical base in partner institutions in order for the policies to be driven by evidence and concerns for promoting human development. This means that the UN Agencies have been increasingly developing common approaches in striving for capacity development. In addition, through working jointly, it has been productive to integrate the technical support received. A good example is the improving management information systems and survey capacity in key ministries by FAO, ILO and UNIDO to make it possible for the developing and implementing economic policies with a more pro-poor orientation[17].

Likewise, skills and entrepreneurship which have been areas in which Tanzania has faced some shortfalls, ILO, UNESCO, and UNIDO have joined hands to support training material and institutional capacity of training providers. A good example of synergy building (inter-agency collaboration) can be drawn from:

The East Usambara, Serengeti, Manyara and Zanzibar where UNESCO and ILO support innovative cultural and creative enterprises at the interface of environmental conservation, sustainable agricultural production and tourism. These enterprises are linked "Man and biospheres" initiative and more than 435 farmers have been trained to develop sustainable economic activities which include mushroom farming, fish pond farming, bee keeping, butterfly farming (export of packed larvae to research centers in the northern hemisphere)[18].

More examples on synergy building can be drawn from the activities to promote value chains in the country. For instance, while UNDP has been playing an important facilitative role to build capacities, UNCTAD, ITC, UNIDO, and ILO are working on different technical aspects of trade and private sector development.

However, while these positive aspects of the synergy creation have been noted, there are some challenges observed. For example, previous JP member agencies with expertise in economic growth and the productive sector (UNIDO, ILO) have been identified as "missing links" in the ideal response to the existing challenges that are in many ways of a developmental nature (integration of comparatively well-educated

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[16] See Sorensen J.S. et al UNDAP 2011-2016 Tanzania: Independent Evaluation
[17] ibid
[18] ibid

generation of thousands of at least tri-lingual secondary school graduates into society and the economy).

More specifically, the Results of Inter-Agency Collaboration and/or Synergies observed for the year 2012/13 are summarized below:

1. ICT, ILO, UNCTAD UNDP and UNIDO are under the SECO Trade Cluster Programme, and in support of EIF Tier 1, 5 jointly supporting the preparation of the logframe and project document to enhance the capacity of the GoT to mainstream trade and to strengthen linkages between the hotel and horticultural industries, strengthening the competitiveness of both. Joint implementation will start during the 2013-2014 AWP.
2. FAO and WFP: on improved food and nutrition security information and early warning systems.
3. ILO and UNIDO have worked together to develop the entrepreneurship education materials for integration in the curriculum for secondary school and trainings to teachers has been conducted. Collaboration will continue in this area for adult education.
4. FAO, ILO,UNDP, UNIDO, UNWOMEN are working together to integrate an embedded common youth development programme in the current implementation of UNDAP activities
5. UNDP and UNV support capacity development of Tanzania Chamber of Commerce, Industry and Agriculture (TCCIA) and its regional branches in organizing and programming activities to support their membership (SMEs) productivity[19]

Thus, pulling these examples together, it can be seen that DaO has created and encouraged synergies among agencies, optimal results and avoided the duplication of activities[20]

2.8.2 The extent to which harmonization measures at the operational level contribute to improved efficiency and results

UNDAP is regarded as a business plan for all the UN agencies in setting forth the contribution of the UN System to the national priorities[21]. In the past, the UN agencies developed individual plans using UNDAF as their framework.

ILO has been successful in fostering harmonization measures aimed at improving efficiency and results. For example, ILO in collaboration with workers and employers' organizations and the Ministry of Labour and Employment has developed a strategy towards harmonization of labour and employment policies. This involved harmonizing labour laws and employment policies to be consistent with the EAC Common Market Protocol.

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[19] 19 Working Group Summary Report for Annual Review Year : 2012/13
[20] Working Group Summary Report for Annual Review Year : 2011/12
[21] URT and ILO (2013) Tanzania Decent Work Country Programme (2013-2016)

ILO also commissioned a study to identify the key labour laws which were seen important to be harmonized which has resulted into 1,000 farmers to be trained and equipped with easy (Kiswahili version). Similarly, Good Agriculture Practice Manuals for horticulture production in the mainland and Zanzibar have been harmonized and implemented. These manuals have been good source for the provision of the information and technology on efficient horticulture practices[22].

However, in as much as DaO having created an overall framework for the joint programmes through the various principles and policies of the One UN, some documentary reviews[23] indicate that more efforts still need to be made in designing a more comprehensive, interlinked and coherent One Programme. In other words, there is a need to have a more comprehensive and strategic 'definition' of a Joint Programme.

2.8.3 Factors that facilitated or adversely impacted upon implementation and commitment to the DaO approach

A number of challenges have influenced the effective and efficient delivery of planned results under the one programme. This include the existence of a single business plan, the UNDAP (2011-2015) which is far better and more focused and strategic, and able to deliver greater development results. Predictability for funding has improved but there is scope for further progress to ensure better long term planning. Other facilitating factors for the implementation and commitment of DaO include the fact that there is a process of planning together and joint resource mobilization, which has enabled the JPs to be owned by the implemented by the UN agencies.

On the constraining factors, the evaluation study found that there is no robust logical framework developed to allow systematic reference to a set of targets and indicators. Again, the theory of change seems to be ill-defined during the initial stages of the programme design. A theory of change should have been more robust to describe how the UNDAP is supposed to deliver the desired results. It should have also described the causal logic of how and why programme components would/would not have achieved their intended outcomes. Thus, a well-defined theory of change is a key underpinning of any impact evaluation, and this would have given the evaluators a basic starting point for assessing the cause-and-effect focus of the programme components. This presupposes that each of the participating partner in the DaO clearly understood the logic of theory change in the UNDAP set up.

Some other critical factors which have adversely impacted upon implementation and commitment to the DaO approach include the following:

- Different funding mechanisms at work, the proportion of funds outside the One Fund and the various differing aspects of the financial management systems are constraints for further harmonization and therefore working directly against the principles of the Paris Declaration.
- Reduction in the One UN funding, which affected the overall ability to implement planned activities.

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[22] Working Group Summary Report for Annual Review Year : 2013/14
[23] Nordic Consulting Group A/S (2011) Country-led Evaluation of the Delivering as One UN Pilot Initiative in Tanzania – Final Draft Report

- Internal agency procedures, and IPs' capacity in terms of staffing have also negatively impacted on the programme delivery.
- As already noted elsewhere in this report, changing of government's priorities has created some more difficulties in the implementation process especially the introduction of BRN the middle of midst of UNDAP implementation created some problems in refocusing and realignment of the programme activities, hence, resulting into some delays in deliverables or cancellation of some of the activities.
- While adequate guidelines had been provided for implementation of the UNDAP, more time was needed for programme working group to develop an internal mode of operation. In other words, the complexity of working with a large number of implementing partners required more time in developing business processes which were streamlined and could minimize workload especially for the counterparts.

Accordingly, these constraints or challenges have in fact helped in the learning process of ILO-UNDAP. For example, after short period of experimentation with the DaO, some clusters such as the PWG for Economic Growth have become *'more coherent in managing tasks, seeking greater collaboration in joint implementation, and it has created a platform for analyzing policy dimensions of UNDAP programmes and facilitating knowledge sharing'*

2.8.4 The extent which the One UN Fund eligibility and performance assessment process incentivize delivery and encourage a joint UN approach to programme planning and implementation

The One Fund is a key source of funding for the implementation of UN programmes in Tanzania. Since the creation of this fund, donors have made significant contributions and actively engaged in the DaO process. For example, the *Tanzania Delivering as One in Tanzania: Annual Report (2011)*[24] shows that for the 2011, contributions to the One Fund which totaled $31,863,230, including $13,780,000 (42%) which is an increase of about 12% compared to approximately 30% by end December 2010. In addition, out of the funds received in 2011, $21,468,184 was transferred to PUNs, representing approximately 67% of the funds received. The report notes further that by means of UNDAP, work plans and budgets for all UN agencies have been jointly developed, fully aligned with the specialized strengths and competencies of results, activities, resources and future targets to ensure the UN's continued its relevance in Tanzania.

However, despite these improvements, some interviews made with the UNDAP team members suggest that there is a lot which is done on joint planning but a number of challenges remain on the joint implementation aspects. This seems to water down the idea of the One UN funding which aims at streamlining accountability, simplifying and reducing transaction costs and fostering harmonization of implementation processes.

With respect to joint planning and implementation, the evidence gained from the secondary data indicate that there is more need for greater convergence in the

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[24] United Nations –Tanzania Delivering as One in Tanzania: Annual Report 2011, Prepared By UNDP Tanzania On behalf of UNDP Multi-Donor Trust Fund Office & The Office of the UN Resident Coordinator in Tanzania

preparation of AWP. This means that implementation of activities can be made more standardized by preparing joint plans and at times around common themes, with the main aim of encouraging more collaboration with other WGs. This will make more sense, for example, if during the planning, all the concerned agencies allocate resources to jointly support activities[25].

It was also observed from interviews with ILO-UNDAP key stakeholders that the UNDAP One Fund resources seem to be rather scattered across many sectors under different agencies, which therefore calls for the UN to re-prioritize and re-focus on a limited number of issues. This means that a more user-friendly M&E system could be developed to address issues of transparency and accountability.

2.9   Partnerships

2.9.1   The ILO use its partnerships to improve performance

Generally, adequacy, coherence and complementarities of the ILO assistance programme in relation to those of other development partners, are key to developing strategic partnerships. Indeed, the ILO Tanzanian office has established strong partnerships with key stakeholders including the Government and other national constituents such as the employers and workers organizations; civil society organizations and local governments in Tanzania.

The two evaluation questions under this aspect were:

a) How well did the ILO use its partnerships (with civil society/private sector/local government/parliament/national human rights institutions/international development partners) to improve performance?
b) To what extent was the "active, free, and meaningful" participation of all stakeholders ensured in the UNDAP process?

With regard to setting the partnerships with the stakeholders, these stakeholders were consulted by the ILO regarding the setting of the three DWCP priorities through meetings that were both organized on the mainland and Zanzibar to discuss and sign the DWCP priorities. However, some documentary evidence[26] question the extent of effective participation of stakeholders in the identification and selection of priorities prior to finalizing the document. Nonetheless, the interviews made with some UNDAP team members show that the ILO unique structure of tripartite (Ministry of labour, workers and employers organizations) has enabled effective participation of these important stakeholders in the programme design and implementation which include sectoral ministries, local government, youth organizations, NGOs etc. for efficient and optimal results.

For example, the Association of Tanzania Employers has worked closely with the ILO from 2010 on the following areas of partnerships: improving working conditions for Domestic workers; Child labour; improving compliance with labour standards; and

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[25] Working Group Summary Report for Annual Review Year : 2012/13
[26] Independent Evaluation of the ILO's Country Programme for the United Republic of Tanzania: 2004-2010, Evaluation Unit

rights at work and social dialogue on Collective bargaining. This partnership has enabled the association to achieve a number of results including; dissemination of popular version of labour laws for SMES in Dar es Salaam, Dodoma, Arusha, Mbeya and Mwanza; launching of Domestic workers campaign; training of employers on collective bargaining and negotiations; advocacy on Convention 189; visibility; capacity building in the areas of cooperation; and strengthened our relationship.

However, there were a number of challenges involved in maintaining this strategic partnership including: absence of funding from ATE due to scarcity of resources, hence some planned activities failed to be implemented. A case at hand is on the elimination of child labour, where it ended up having the focal people who have never done the work due to absence of financial facilitation from ATE. Moreover, high informality practices among the perceived formal employers limited the acceptance of the interventions. Likewise, low capacity of staff in some of the areas and low motivation for staff was also noted.

Generally, the positive aspects of this aspect of partnership were also observed for the case of TAESA, TUCTA and the Ministries of Labour (for both Mainland and Zanzibar). Some of the most notable partnerships between ILO and various key stakeholders are summarized in Table 2-9 below.

Table 2-9: Summary of ILO-Key Stakeholders Partnership

SN	Name of Partner	Type of Partnership and results of such partnership
1.	MOLE	• ILO provided capacity building (2012/13) to MOLE which resulted into MOLE been able to conduct special labour inspections in two sectors, agriculture and mining, in which 37 children (16 boys, 21 girls) who were found engaged in hazardous work were rescued. • In 2013, Action plans were developed and implemented by UN service providers to facilitate concrete action to adhere to UN Global Compact and Duty bearers "audited" UN service providers, assessing adherence to UN-GC human/ labour rights. Audits were self-undertaken by service providers in line with compliance orders issued by MOLE with particular focus on core labour standards embodied in the UN Global Compact.
2.	TUCTA	• Capacity Building of TUCTA Affiliates on Labour Laws- for 2013/14 UNDAP supported for follow-up training of TUCTA affiliates in the Southern Highland Zone comprising the regions of Mbeya, Iringa, Njombe, Ruvuma, Rukwa and Katavi • ILO participated in a symposium organized by TUCTA to commemorate the International Women's Day. The symposium that was held at Peacock Hotel in Dar es Salaam on 7th March 2013 was attended by heads of women's departments/ units from TUCTA and affiliates. • The ILO, in collaboration with the Ministry of Labour and Employment (MOLE), the Association of Tanzania Employers (ATE) and the Trade Union Congress of Tanzania (TUCTA) launched the tripartite plus plan of action to promote decent work for domestic workers in Tanzania mainland. The event took place on 27th February, 2014 at ILO.

SN	Name of Partner	Type of Partnership and results of such partnership
		• TUCTA was member of the national steering committee for the review and development of the NMSF III on AIDS. • ILO supported the training of TUCTA members on social protection policies, labour standards and decent work which took place at Naura Springs, Arusha from Nov. 12 – 16, 2012.
3.	ATE	• The ILO, in collaboration with the Ministry of Labour and Employment (MOLE), the Association of Tanzania Employers (ATE) and the Trade Union Congress of Tanzania (TUCTA) launched the tripartite plus plan of action to promote decent work for domestic workers in Tanzania mainland. The event took place on 27th February, 2014 at ILO. • ATE was member of the national steering committee for the review and development of the NMSF III on AIDS. • ILO Tanzania worked with ATE toward contributing to getting to the global campaign of getting to zero at work. The campaign aimed at making significant contribution to the global target of ensuring 15 million people are in treatment by 2015.
4.	MLEEC	• ILO provided training (2012/13) to MLEEC on the ILO principles and standards on social dialogue, freedom of association, collective bargaining, and public service labour relations were covered. Participants also got a chance to discuss the institutions, methods and procedures of labour dispute resolution in Mainland Tanzania and Zanzibar respectively as well as the role of labour administration and labour inspection in the promotion of sound labour relations • From 8th to 11th April, 2014, ILO conducted a workshop that was attended by 30 representatives from President Office, Labour and Public Service, ZANEMA, ZATUC, CHODAWU-Zanzibar and ILO. The overall objective of the workshop was knowledge sharing and information dissemination.
5.	ZANEMA	• As part of knowledge sharing and awareness raising, UNDAP supported the Zanzibar Employers Association (ZANEMA) for designing and development of the website • ILO provided training (2012/13) to ZANEMA on the ILO principles and standards on social dialogue, freedom of association, collective bargaining, and public service labour relations were covered. Participants also got a chance to discuss the institutions, methods and procedures of labour dispute resolution in Mainland Tanzania and Zanzibar respectively as well as the role of labour administration and labour inspection in the promotion of sound labour relations • From 8th to 11th April, 2014, ILO conducted a workshop that was attended by 30 representatives from President Office, Labour and Public Service, ZANEMA, ZATUC, CHODAWU-Zanzibar and ILO. The overall objective of the workshop was knowledge sharing and information dissemination.
6.	ZATUC	• From 8th to 11th April, 2014, ILO conducted a workshop that was attended by 30 representatives from President Office, Labour and Public Service, ZANEMA, ZATUC, CHODAWU-Zanzibar and ILO. The overall objective of the workshop was knowledge sharing and information dissemination. • ILO provided training (2012/13) ZATUC on the ILO principles and standards on social dialogue, freedom of association, collective bargaining, and public service labour relations were covered. Participants also got a chance to discuss the institutions, methods and procedures of labour dispute resolution in Mainland Tanzania

SN	Name of Partner	Type of Partnership and results of such partnership
		and Zanzibar respectively as well as the role of labour administration and labour inspection in the promotion of sound labour relations
7.	TaESA	• In order to ensure effective development, use and management of the labour market information system (LMIS), TaESA and the labour market units in the ministries of labour in mainland Tanzania and Zanzibar were provided with computers, printers and scanners in 2011/12 • ILO furrter provided technical support for establishment of a web-based Labour Market Information System. The web-site was launched on 3rd December 2013 with web address: www.ajiralmis.go.tz

2.9.2 The extent to which active, free, and meaningful participation of all stakeholders ensured was in the UNDAP process

As already discussed above, meaningful participation of key stakeholders in programme design and implementation is the key to any success. The evaluation study found that the ILO Tanzania office performed well in relation to the tripartite stakeholder participation. The available documentary evidence show that the ILO facilitated a number of national constituents' participation in the consultative process of the UNDAP. The participation of key stakeholders was facilitated through meetings with national constituents during the programme design in order to foster client ownership.

It was also noted from the documentary review that ILO expanded its partnerships beyond the tripartite to include other key stakeholders. Nonetheless, there is a general feeling among some stakeholder interviewed that ILO should strive to establish a continuous dialogue with other key ministries such as the Ministry of Finance, the Planning Commission and the Ministry of Agriculture, Food Security and Cooperatives) on areas of common interest regarding decent work and job creation. However, while active, free and meaningful participation was envisaged in the UNDAP process, this motto has not been quite reflected in the implementation stage according some interviews made with both the UNDAP team members and constituents.

2.10 Governance

2.10.1 The extent to which the UNDAP Governance Structure promote or challenge delivery, with reference to the internal Division of Labour and GoT Dialogue Structure

The UNDAP (2011-2015) is 'One Plan' for Tanzania, which supports the achievement of the Millennium Development Goals (MDGs) and the realization of international human rights in the country. Since its inception, the UNDAP has been geared to enhance national ownership and UN accountability through asserting the UN contribution to national priorities defined in the national poverty reduction strategies (MKUKUTA II (Mainland) and MKUZA II (Zanzibar).

Organizationally, the programme is nationally executed under the coordination of the Joint Government of Tanzania and UN Steering Committee (JSC), which is co-chaired by

the Permanent Secretary of the Ministry of Finance and the UN Resident Coordinator (RC). Below this, there is the UN Country Management Team (UNCMT) which is comprised of the RC, Heads, Representatives or Country Directors of UN agencies. The UNCMT is responsible for managing and directing planning and implementation processes in fulfilment of the DaO Vision. The members of UNCMT are accountable to the RC.

**Figure 2-3: UNDAP Structure**
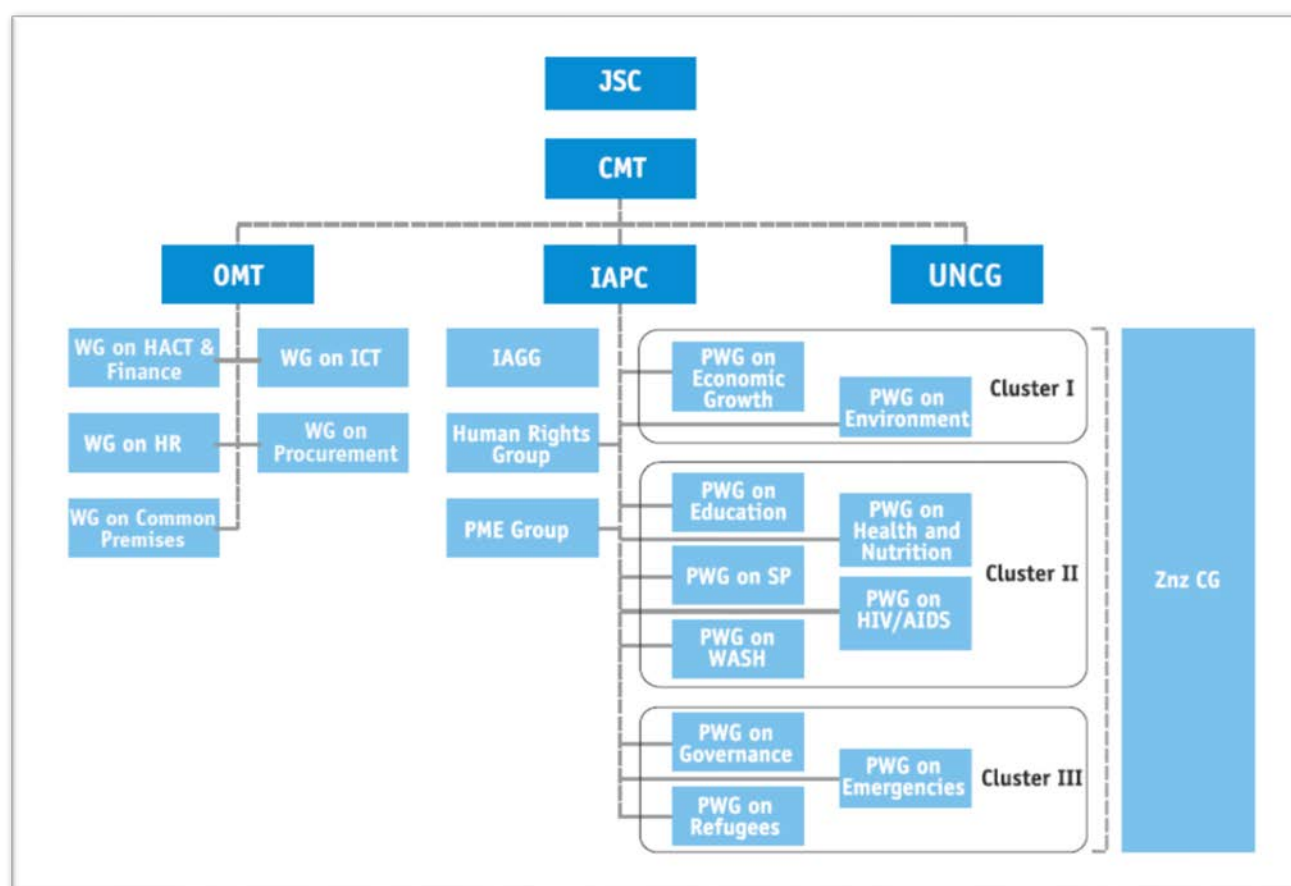
Thus, this programme structure is quite comprehensive in terms of detailing the lines of responsibilities and reporting and more important in promoting delivery of the mandated functions. For example, the Inter-Agency Programme Committee (IAPC) has been created and composed of senior programme staff from all UN agencies which leads the development, implementation, monitoring and evaluation of UNDAP programmes. It both reports to the UNCMT and oversees Programme Working Group's results and reporting. More importantly, the UN working groups on Gender, Human Rights and Planning, Monitoring and Evaluation work closely with the UNCMT's to achieve the results within the framework of the DaO reform process. Similarly, the UN agencies are accountable for agency-specific results and targets established in the PWG work plans. The PWG and the implementing partners are collectively accountable for the success of the Programme of Cooperation.

The UNDAP structure above also provide the ILO to make its contribution through the Decent Work Country Programme (DWCP). Through this structure ILO-UNDAP, ILO

contributes in promoting sustainable enterprises (SEs) and with its unique tripartite structure of working through representatives of employers' and workers' organizations.

In this way, ILO has been able to establish a culture of social dialogue and a normative framework for working with the GoT which is developed and shared at the beginning of the year. Accordingly, this structure in Tanzania has recorded progress for establishing a strong dialogue mechanisms between the government and the UN team through forming a joint task force and a joint steering committee.

Figure 2-4: current ILO-UNDAP Organogram and Portfolio
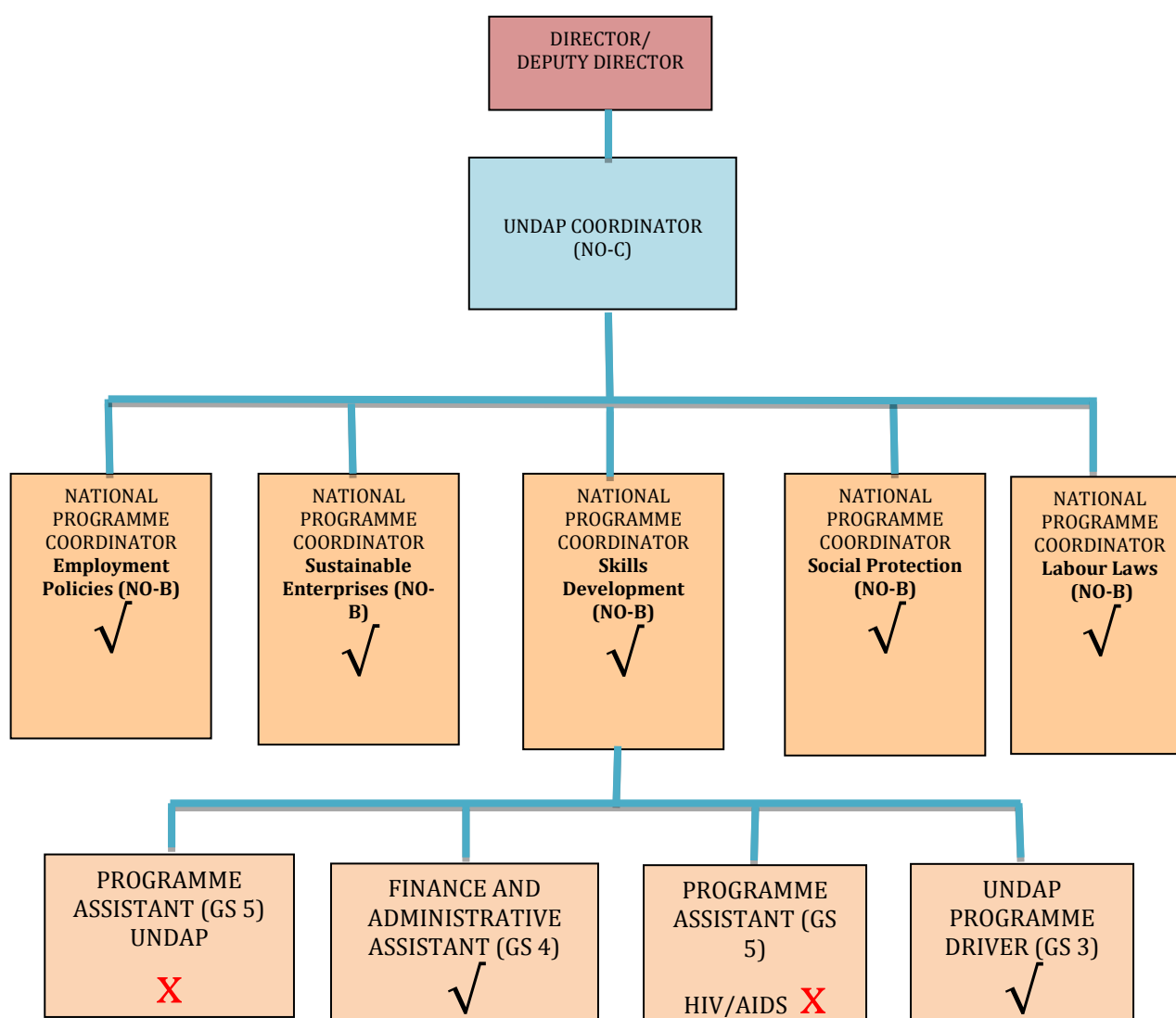
However, the current structure has some problems in terms of its effectiveness. For example, looking at the structure above, most of the National Programme Coordinators seem to have limited decision powers owing to levels of the cadres. For example, most of the National Officer are still at 'B' scale (NO-B) which means they have limited powers in terms of decision making as well as enforcing those decisions. This means that for these officers to execute their functions more effectively, they have to climb

further up the ladder before they become fully NO-A. Organizationally, these positions have some implications in terms of what these officers can do and what they can't do.

It was also surprising to note that to the majority of the ILO-UNDAP team, UNDAP is regarded as a project within ILO, which raises some questions with regard to its sustainability as well as focus. In other words, when UNDAP is seen as a project, this may imply that its time frame for implementation is quite limited.

Since the launch of UNDAP, some structures and components have been created or re-aligned with the new working modality but there are several areas that the degree of engagement in the envisaged philosophy of DaO has not been successfully implemented as depicted in the following Table 2-10.

Table 2-10: ILO's Structure and Components in the Delivering as One Philosophy

SN	Key Areas of Collaboration	Areas of Focus	Assessment of the Degree of Engagement/Establishment		
			Good	Very Good	Excellent
1.	One Leader	Resident Coordinator			√
		UN Country Team			√
		Results Group -11 PWG (ILO Participates in 6)		√	
		OMT –ILO is a member			√
2.	One Budgetary Framework	Budgetary Framework as reflected in RMS		√	
		Joint Resource Mobilization strategy (Work in Progress)		√	
		One Fund			√
3.	One Programme	UNDAP Team			√
		Joint Results +Plans (11 PWGs (ILO Participate in 6)		√	
		Monitoring–Mid year and annual reporting		√	
4.	Operating as One	Business Operations Strategy			√
		Finance and Audit		√	
		Human Resources	√		
		Logistics/Transport		√	
		Common Premises (Kazi House)			√
		HACT	√		
		ICT		√	
5.	Communicating as One	Joint Communication Strategy			√
		Common Tools:			
		• Teamworks	√		
		• Website			√
		• Umoja Newsletter		√	
		Common messaging and Advocacy			√

With the existence of such varied levels of engagements, the UNDAP management structure with its formalised arrangements and reporting requirements (i.e. PWGs and PMCs) "runs counter to a culture of "nimbleness" across staff and across agencies, that

should result in practices of creating "time-bound/task based" interagency teams to tackle new and emerging programmatic needs and opportunities" (Evaluation of Tanzania UNDAP 2011-2016:35). In addition, some serious gaps exist in common human resources practices, especially in the harmonization of job descriptions and grading, finance and harmonized approach to cash transfers as far as ILO is concerned.

2.10.2 How could results groups be better defined and operationalised in future

In principle, while the results groups have been clearly developed and operationalized, the existing structure is quite difficult to distinguish the DCWP and UNDAP in terms of operations. Some in-depth interviews held with UNDAP team members show that there has been some confusion with regard to how these results group work. For example, while the working groups have been created and technical committees established to oversee the implementation of these groups, at the agency level, the role of these committees is not very clear. Further observed that the DCWP and Working Programmes do not share information in the implementation of activities related to UNDAP as there is no representation of these committees in the DCWP decision making organs.

Still, while these results groups are said to be relatively working well, there is no feedback mechanism to share the information to the key stakeholders. For example, while ten agencies participate in the PWG under social protection in achieving the value of collaboration under the umbrella of DaO, there is a call to be further focused on how to achieve common results. In other words, *the PWG is more for meeting and sharing*. Put it differently, this group is not seen as the most practical in terms of themes and areas of focus. In this case, there is more to be achieved in terms of geographical convergence to achieve greater impact[27].

Thus, the results groups could have been better defined and operationalized by linking them with ILO policy frameworks. In addition, while the UNDAP and DCWP are quite multidimensional in nature, ILO could redefine and forge more effective partnerships with other key national actors who may be doing similar roles in the areas of decent work agenda. In addition, it was recommended that an institutional assessment to help define the nature of partnerships be undertaken.

2.11 Impact orientation and sustainability

Based on the achievements made so far and the views of the respondents interviewed, the ILO-UNDAP contribution is steering towards impact and sustainability. The impact orientation of the programme is strong since as discussed earlier the theory of change is basically fine and the implementation of most activities is on-course. As also noted, through ILO-UNDAP, there has been substantial emphasis on building capacities, changing attitudes, improving policies, laws and systems, mainstreaming decent work practices in government systems and addressing crosscutting issues which are all crucial for impact creation and sustainability. To illustrate, the mainstreaming of employment and decent work issues in the MTFEs and the provision in the national

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[27] See Evaluation of Tanzania UNDAP 2011-2016

budget guidelines is a sustainable way of ensuring centrality of employment in the national plans.

Another example is in the context of HIV and AIDS at workplaces. Through the intervention, work place policies and programemes at selected 15 workplaces/enterprises were developed; a pool of 30 trainers and 135 peer educators on HIV and AIDS was established; 31 SEOs drafted HIV and AIDS workplace policy and strategies to implement policy priorities along the Tanzania-Zambia Corridor; and training tools/manual for coordination of work place programs and health promotions both for mainland and Zanzibar. All these have elements of impact and sustainability embedded.

The ILO-UNDAP contribution is substantially building the capacity of stakeholders and national institutions as well as strengthening the enabling environment (laws, policies, people's skills, attitudes etc.). The programme has successfully built the capacities of various stakeholder institutions. Taking TAESA as an example, management and staff indicated that through the ILO-UNDAP contribution, the capacity of the agency has been strengthened through training, material and technical support. Capacity building of individuals and institutions is key for sustainability. In the case LMIS, key institutions following capacity building of individuals on system administration now manage the system. At institutional level, facilities have been provided for effective management of the system.

Taking yet another example, through ILO_UNDAP support, VETA is now able to effectively and sustainably implement RPLA. For sustainability, VETA and enterprises were capacitated through training and support to implement RPLA. Due to this training, at least three VET centres became able to facilitate small-scale RPLA processes. Based the skills and experience gained, VETA is able to continue with training of more facilitators and to strengthen the respective assessment tools.

To a significant extent the activities that are part of the ILO-UNDAP contribution are sustainable although there is room for improvement. Most of the activities have targeted: (a) *strengthening of the enabling of policy/legal environment* for example to enhance productive employment creation through pro-poor economic development policies and strategies; (b) *capacity building of key institutions*; (c) *creation of National ownership of planned interventions* (mainstreaming decent work principles and practices in the national budget guidelines and entering into declaration with implementing government agencies). Thus the principles of ensuring sustainability seem to be working as they target improvement to the frameworks for creating an enabling environment for decent work practices to thrieve.

The other approach, which is working, is the way some of the ILO-UNDAP activities are being targeted at _mind-set change_. This bottom-up approach, which is of course expensive, as it requires a lot of scaling-up to create substantial impact, is working. Taking one example, of the *Country Program Outcome 2.4 Increased access to financial and non-financial services by young men and women and respective outputs*, the notable interventions have been: skills and entrepreneurship (agriculture and other businesses) training programmes implemented for young men and women entrepreneurs, particularly in rural areas; national assessment of the business operating environment,

particularly for young women entrepreneurs undertaken; Capacity building activities for business development services, including training, study visits, provision of tools and equipment and financial assistance; provision of technical and financial support to organize small scale farmers into associations and cooperatives. *While these have been shown to create positive outcomes, it is recommended that ILO works more with boundary partners, empowering them to reach the ultimate targets – the entrepreneurs and farmer organizations.* As an example, the existence of networks, intermediary and umbrella organizations as well as non-profit, non- governmental organizations with interventions to address financial and non- financial services gaps should the primary targets for ILO-UNDAP activities. *In fact one of the most consistent wish by the social partners which were interviewed is for ILO to provide them with more opportunities to implement the UNDAP activities in the interest of strengthening the capacities and long-term sustainability.*

What is glaringly missing as part of ILO-UNDAP are guidelines and tools to assist planners to more tangibly design activities that are readily based on the principles of high impact and sustainability orientation and guidelines that effectively assist the subsequent implementation and M&E to have adequate focus on impact and sustainability issues.

The other critical issue, according to the social partners interviewed, is that capacity development needs are still huge despite the efforts being done through ILO-UNDAP and other efforts. As capacity development is expensive, the beneficiaries need to have capacity to mobilize resources on their own. This is an area that should be explored further in future activities.

Yet another concern is that although we are seeing improving capacities and enabling environments, the speed at which practices and performance towards achieving decent work objectives is still too slow. Therefore, there is need to go beyond capacity building and creation of enabling policy environments to incentives and other mechanisms that will directly change individual and collective behavior.

A final issue is that ILO-UNDAP does not have a comprehensive M&E system that continuously collects comparative and cumulative, quantitative and qualitative, data with which to confidently assess the impacts and sustainability results attributable to the programme interventions.

2.12 Risk Analysis

To ensure that the programme operates smoothly, risk analysis is critical at a planning stage. There are many factors which may negatively affect the programme-including political, economic, social, financial and other factors. One example of risk associated with this programme was the change in Government priorities, with more focus to implementing new initiatives like Big Results Now (BRN), a situation which left some government institutions fail to implement some programme activities as planned. Had a risk assessment done at the planning stage, appropriate risk management strategies would have been developed to address such and similar situations.

The evaluation notes that at ILO level, no risk assessment and management framework was done for ILO-UNDAP. Thus the current reporting on ILO-UNDAP does not have structured and analytical components of risks. *As a lesson to future programming work, there is a need to undertake risk analysis and develop appropriate Programme Risk Management Strategies.*

2.13 Lessons

In Chapter 2 various lessons can be seen in relation to various aspects of ILO-UNDAP. The most notable are the following:

Involvement: Effective and active consultation and involvement of programme stakeholders from planning, implementation and monitoring and evaluation is crucial for programme success.

Planning and implementing jointly with Social Partners: ILO-UNDAP has good chances of succeeding, among other things, because of the attention on promoting and ensuring national ownership through involvement of the social partners in joint planning and implementation.

Linkages: Linkages and collaborations between and among UN agencies, ILO projects and even within UNDAP components has been effective for the realization of project objectives.

Leveraging on partnerships: ILO has lots of opportunities to work with other partners for complementary benefits. The partnerships are proving to be quite useful and beneficial as long as they have significant synergies with ILO-UNDAP.

3   CONCUSION AND RECOMMENDATIONS

Generally, ILO-UNDAP has substantial relevance, strategic fit and validity of design. It has largely been effective in its delivery and management. Overall, the contribution of UNDAP to ILO has been value adding in various ways including increasing the resources available for programme activities.

However, there are various issues raised in Chapter 2 that require further attention – looking at the future going forward. The main ones are presented in Table 3-1 along with recommendations to address them.

Table 3-1: Major Issues and Recommendations

S/N	Issue	Recommendation
1.	The rationale for having exactly similar priority outcomes for mainland and Zanzibar is doubtful reflecting weaknesses in the process of formulating UNDAP I.	Review the UNDAP planning to be better sensitive to the critical issue of Tanzania Mainland and Zanzibar.
2.	It is not logically clear how the UNDAP-outcomes were derived including the problem analysis behind them to logically come up with the underlying causes and factors.	Adopt a hybrid of logical framework analysis and outcome mapping as suggested to address the issue
3.	Given the diverse and expansive nature of ILO	Develop a more elaborate framework and tools for

S/N	Issue	Recommendation
	activities, leveraging on linkages, partnerships and collaborations need sounder direction	guiding such collaborations to ensure maximum synergy and impacts. The framework should provide a clear guide on how the collaborations and ILO social partners in UNDAP should be linked for optimal benefits.
4.	A general lack of a comprehensive M&E framework and system for ILO-UNDAP	Develop a comprehensive M&E framework and tools for supporting the ILO-UNDAP component – so as to be able to quantify the impacts of the component.
5.	The constituencies see direct implementation of activities by ILO *as undesirable role of ILO*. Some activities could be delegated to the constituencies for direct implementation with added benefits including capacity building.	Work out a clear arrangement with sufficient safeguards as part of ILO-UNDAP to get the constituencies to participate more actively in activity implementation.
6.	Unreliable and limited resources for some interventions like HIV response especially from the One Fund supported interventions lowers confidence in planning and budgeting with constituents.	ILO should intensify efforts to mobilize resources for DC projects over and above those under the UNDAP umbrella (i.e. cross-cutting issues)
7.	Sustainability of some of the chief drivers (social partners) of the DW agenda is a challenge	Undertake a comprehensive study of the financial capacity and sustainability of the ILO and its social partners considering the still huge effort needed to create a meaningful and lasting change in terms of all decent work priorities - followed by development of befitting strategies, which should be integrated in ILO-UNDAP II.
8.	The pace of achieving decent work objectives in the country is still rather slow – implying the need to go beyond capacity building and creation of enabling policy environments to incentives and other mechanisms that will directly change individual and collective behavior	Promote strategies that directly change individual and collective behavior
9.	Limited structured analysis and management of risks in ILO-UNDAP	Establish risk management framework and programme for ILO-UNDAP
10.	Some activities were not implemented due to low capacity of Implementing Partners (IPs)	ILO to undertake a comprehensive capacity assessment of the Implementing partners before engaging them in programme implementation. This would enable identifying areas of weakness and strategies to address them for to ensure better delivery of the programme activities
11.	The change in Government priorities (e.g. more focus to BRN) left some activities unimplemented	Include mid-term reviews and updating of ILO-UNDAP to provide room to respond to such major shifts
12.	Limited dissemination of programme outputs with key stakeholders	Strongly share with stakeholders programme impacts (evidence-based) to build a case for programme relevance and hence more support
13.	There are some conflicting demands that lead to weak understanding of the roles and responsibilities of some partners in the implementation process; hence less participation in the implementation process.	Remove conflicting demands through making the roles and responsibilities of each participating partner in the planning and implementation processes
14.	ILO unique structure of tripartite (Ministry of labour, workers and employers organizations) has enabled effective participation of these important stakeholders in the programme design and implementation including sectoral ministries, local government, youth organizations, NGOs etc. for efficient and optimal results	• Some drastic measures need to be taken to maintain this strategic partnership including making funds available in time to the key partners to enable them fulfill their expected activities and outcomes.
15.	Some structures and components under the UNDAP design have not been fully operationalized as envisaged in the philosophy of DaO i.e. HR, HACT etc.	• Harmonize job descriptions, grading, finance and cash transfers as far as ILO is concerned • Elevate the status of National Programme Coordinators (NPCs) from the current Scale 'B' to Scale 'C/D'.

S/N	Issue	Recommendation
		• Give more decision making and implementation powers to the coordinators.
16.	The results groups have been clearly developed and operationalized. However, the existing structure is quite difficult to distinguish between the DCWP and UNDAP activities in terms of operations.	• The role of committees at the agency level, should be made clearer. • The DCWP and other ILO Programmes should share information in the implementation of activities related to UNDAP with effective representation of these committees in the DCWP architecture.
17.	The UNDAP and DCWP are quite multidimensional in nature.	• ILO could redefine and forge more effective partnerships with other stakeholders who may be doing similar roles in the areas of decent work agenda. • An institutional assessment should be carried out to help define the nature of partnerships to be undertaken

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APPENDIX 1: Broad and Specific Issues of the Evaluation

Key Broad Issue	Specific Issues
Relevance and strategic fit	➢ Is the project relevant to the achievements of the outcomes in the national development plans and the Tanzania DWCP? ➢ Is the project relevant to achieve the targets set in the Decent Work Agenda for Africa (DWAA) and other relevant regional and global commitments? ➢ Is the project contributing to advancing gender equality and equal opportunity between women and men including young women and men? ➢ How well does the programme complement and fit with other ongoing ILO programmes and projects in the country including the Youth Entrepreneurship Facility, WEDEE, HIV and AIDs etc. ➢ What links are established so far with other activities of the UN or non-UN international development aid organizations at local level? ➢ Is the theory of change of the intervention robust and realistic in achieving the expected results and impact?
Validity of design	➢ The adequacy of the design process (Is the programme design logical and coherent?). What internal and external factors have influenced the ability of the ILO to meet programme targets? ➢ Do outputs causally linked to the intended outcomes that in turn link to the broader development objective? Has the design clearly defined performance indicators with baselines and targets with a gender perspective? ➢ Considering the results that were achieved so far, was the programme design realistic? ➢ Has the programme adequately taken into account the risks of blockage? ➢ Has the programme integrated an appropriate strategy for sustainability? ➢ Has the ILO components carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring? ➢ How cross cutting issues including gender, human rights, environment etc. have been addressed in the ILO components and reported? i.e. did the design process identify a gender equality/HR objective?
Programme effectiveness	➢ To what extent have the expected outputs and outcomes been achieved or are likely to be achieved? ➢ Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women? ➢ In which area (geographic, component, issue i.e gender equality/Human Rights) does the programme have the greatest achievements so far? Why and what have been the supporting factors? ➢ To what extent gender balance in participation of the key stakeholders applied? ➢ How effective were the backstopping support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the programme? ➢ Are there any unintended results of the project?
Efficiency of resource use	➢ Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader programme components for ILO? ➢ Are the programme activities/operations in line with the schedule of activities as defined by the programme team and work plans? ➢ Are the disbursements and programme expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently? ➢ How efficient was the programme in utilizing programme resources to deliver the planned results? ➢ Were the principles of gender budgeting applied? Were resources

Key Broad Issue	Specific Issues
	allocated equally between women and men beneficiaries including young women and men?
Effectiveness of management arrangements	➢ Are the available technical and financial resources adequate to fulfil the programme plans? ➢ Is the management and governance arrangement of the ILO programme components adequate? Is there a clear understanding of roles and responsibilities by all parties involved? ➢ Have targets and indicators been sufficiently defined for the ILO programme components? ➢ How effectively has the programme management monitored programme performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)? ➢ Is the programme receiving adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (Dar es Salaam, Pretoria and Addis Ababa (ROAF)) and the responsible technical units and branches in headquarters? ➢ Is the programme receiving adequate political, technical and administrative support from its national partners/implementing partners? ➢ Was a gender accountability mechanism in built and applied?
The Value addition to DaO	➢ The extent to which DaO created or encouraged synergies among agencies, optimal results and avoidance of duplication ➢ The extent to which harmonisation measures at the operational level – including the Business Operation Strategy - contribute to improved efficiency and results ➢ Factors that facilitated or adversely impacted upon implementation and commitment to the DaO approach ➢ The extent which the One UN Fund eligibility and performance assessment process incentivise delivery and encourage a joint UN approach to programme planning and implementation
UN Programming Principles	➢ To what extent were the UNDAP programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) considered and mainstreamed in the chain of results? ➢ Were any shortcomings due to a failure to take account of programming principles during implementation?
Partnerships	➢ How well did the ILO use its partnerships (with civil society/private sector/local government/parliament/national human rights institutions/international development partners) to improve performance? ➢ To what extent was the "active, free, and meaningful" participation of all stakeholders ensured in the UNDAP process?
Risk Analysis	➢ Did the ILO undertake appropriate risk analysis and take appropriate actions to ensure that results to which it contributes are not lost? ➢ How adequately did the ILO respond to change (e.g. natural disaster i.e. floods) in planning and during the implementation of the UNDAP?
Governance	➢ To what extent did the UNDAP Governance Structure promote or challenge delivery, with reference to the internal Division of Labour and GoT Dialogue Structure? ➢ Could results groups be better defined and operationalised in future?
Impact orientation and sustainability	➢ Is the programme strategy and programme management steering towards impact and sustainability? ➢ Is the programme building the capacity of stakeholders and national institutions or strengthened an enabling environment (laws, policies,

Key Broad Issue	Specific Issues
	people's skills, attitudes etc.)? ➢ Assess whether programme activities are sustainable and identify steps that can be taken to enhance the sustainability of project components and objectives
Lessons learned	➢ What good practices can be learned from the programme that can be applied in the next phase and to similar future programmes? ➢ What should have been different, and should be avoided in the next phase of the programme?

APPENDIX 2: STAKEHOLDERS CONSULTED

No	Name	Institution
1	Fatma M. Urari	Ministry of Labour – Tanzania Mainland
2	Rehema Moyo	Ministry of Labour – Tanzania Mainland
3	Ayub Makaye	Ministry of Labour – Tanzania Mainland
4	Mr Ameir A. Ameir	Director of Employment Ministry of Labour - Zanzibar
5	Mr. Mustafa Hasan Makame	Ministry of Labour - Zanzibar
6.	Nasra Humoud Salum	Ministry of Labour - Zanzibar
7	Boniface Chandaruda	TAESA
8	Ruth Minja	NBS
9	Hashim Njowele	NBS
10	Saruni Njipai	NBS
11	Steven Kiwele	NBS
12	Mchola Mgaya	TUCTA
13	Edwin Mwakyembe	TUCTA
14	Suzane Ndomba	ATE
15	Aggrey Mlimuka	ATE
16	Ms.Justina Lyela	ATE
17	Selestine Leonard	ATE
18	Mr. Mkude	ATE
19	Dr. Flora Nyambo Minja	ILO
20	Mr. Albert Okello	ILO
21	Dr. Annamarie Kiaga	ILO
22	Mr Edmud Moshy	ILO