



International
Labour
Office
Geneva

Independent Evaluation of the ILO's Country Programme for the **United Republic of Tanzania: 2004-2010**



EVALUATION
UNIT

**Independent evaluation of the
ILO's Country Programme for the United Republic of Tanzania:
2004-2010**

International Labour Organization

August 2010

Prepared by
Ali Dastgeer
Francisco L. Guzmán

Copyright © International Labour Organization 2010

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to ILO Publications (Rights and Permissions), International Labour Office, CH-1211 Geneva 22, Switzerland, or by email: pubdroit@ilo.org. The International Labour Office welcomes such applications.

Libraries, institutions and other users registered with reproduction rights organizations may make copies in accordance with the licences issued to them for this purpose. Visit www.ifrro.org to find the reproduction rights organization in your country.

Dastgeer, Ali; Guzmán, Francisco L.

Independent evaluation of the ILO's Country Programme for the United Republic of Tanzania: 2004-2010 / prepared by Ali Dastgeer, Francisco L. Guzman; International Labour Office – Geneva: ILO, 2010

1v.

ISBN print: 978-92-2-123689-4

ISBN web pdf: 978-92-2-123690-0

International Labour Office

decent work / technical cooperation / ILO programme / programme evaluation / Tanzania

13.01.1

ILO Cataloguing in Publication Data

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

ILO publications and electronic products can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva 22, Switzerland. Catalogues or lists of new publications are available free of charge from the above address, or by email: pubvente@ilo.org

Visit our web site: www.ilo.org/publns

Printed by the ILO in Switzerland

Preface

Francisco L. Guzman, Senior Evaluation Officer in the ILO Evaluation Unit, with contributions by independent external consultant Ali Dastgeer, and in-country research coordinator Kidest Teklu, prepared this report. The evaluation benefited from contributions and guidance of Carole Logan, Chief of the Evaluation Unit, and internal peer reviews from the Evaluation Unit. Elina Gardaire of the Evaluation Unit provided administrative support.

Alexio Musindo, Director of the ILO Office in Dar es Salaam, Hopolang Phororo, Deputy Director in Dar es Salaam, Programme Managers, Chief Technical Advisers, and the Programming Unit of the Regional Office in Addis Ababa provided project and programme background information.

The report has benefited from helpful and constructive suggestions from numerous external stakeholders. The evaluation team is grateful to the United Nations (UN) Resident Coordinator and members of the Tanzania UN Country Team for their support and information, the Chairman of the Development Partners Groups in Tanzania, and the United States Department of Labor Representative in Tanzania. The Team also interviewed members of the UNDP Zanzibar sub-office who provided valuable information about the UN programme in Zanzibar.

Special thanks are due to the officials of Ministry of Labour of Tanzania (mainland) and Zanzibar for their valuable assistance and comments. The evaluation team also benefitted from the advice and guidance of the Tanzanian Federation of Trade Unions (TUCTA), the Zanzibar Trade Union Congress (ZATUC), the Association of Tanzanian Employers (ATE) and the Zanzibar Employers Association (ZANEMA), women's cooperatives, civil society organizations and donor representatives interviewed in the country.

MAP OF THE UNITED REPUBLIC OF TANZANIA



Base 802932AI (C00485) 3-03

Source: http://www.sscnet.ucla.edu/polisci/faculty/lofchie/tanzania_map_003.jpg

Contents

PREFACE	III
EXECUTIVE SUMMARY	IX
1. INTRODUCTION	1
1.1 CONTEXT: THE ILO'S COUNTRY PROGRAMME EVALUATION	1
1.2 PURPOSE OF THE EVALUATION	1
1.3 SCOPE AND METHODOLOGY	2
1.4 LIMITATIONS	2
1.5 REPORT LAYOUT	2
2. TANZANIA (MAINLAND) AND ZANZIBAR: COUNTRY BACKGROUND.....	3
2.1 HISTORICAL BACKGROUND.....	3
2.2 MACROECONOMIC OUTLOOK	3
2.3 EMPLOYMENT TRENDS.....	5
2.4 KEY FACTS ABOUT ZANZIBAR.....	6
2.5 NATIONAL FRAMEWORKS FOR POVERTY REDUCTION.....	7
2.6 PROGRESS MADE TOWARDS POVERTY REDUCTION IN TANZANIA	8
2.7 DEVELOPMENT ASSISTANCE COORDINATION	9
2.8 UNITED NATIONS DELIVERING AS ONE	11
2.9 GENDER DIMENSION	12
3. THE ILO'S COUNTRY PROGRAMME STRATEGY.....	13
3.1 THE ILO'S COUNTRY PROGRAMME FOR 2004-2005	13
3.2 THE MOVE TOWARD A DECENT WORK COUNTRY PROGRAMME 2006-2010	13
4. FINDINGS.....	17
4.1 THE ILO'S COUNTRY PROGRAMME IMPLEMENTATION.....	17
4.2 STRATEGIC AND POLICY SUPPORT	17
4.3 SUPPORT TO ZANZIBAR.....	19
4.4 ILO EXPENDITURES IN SUPPORT OF TANZANIA AND ZANZIBAR	19
4.5 APPROPRIATENESS OF PROJECT MIX AND SYNERGIC IMPACT.....	20
4.6 CONSTITUENT OWNERSHIP.....	20
4.7 STRATEGIC PARTNERSHIP	21
4.8 RESULTS FRAMEWORK (DWCP DESIGN)	21
4.9 PORTFOLIO PERFORMANCE	22
4.10 EVALUABILITY.....	23
5. COUNTRY PROGRAMME STRENGTHS AND CHALLENGES	25
5.1 RELEVANCE	25
<i>Strengths</i>	25
<i>Challenges</i>	27
5.2 COHERENCE.....	29
<i>Strengths</i>	29

<i>Challenges</i>	30
5.3 EFFICIENCY.....	32
<i>Strengths</i>	32
<i>Challenges</i>	33
5.4 EFFECTIVENESS	34
<i>Strengths</i>	34
<i>Challenges</i>	38
5.5 SUSTAINABILITY	38
<i>Strengths</i>	38
<i>Challenges</i>	39
6. CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS	41
6.1 CONCLUSIONS.....	41
6.2 RECOMMENDATIONS.....	43
7. COMMENTS FROM THE OFFICE.....	45
8. TRIPARTITE CONSTITUENTS' COMMENTS.....	46
ANNEXES	48
ANNEX 1. XBTC- LIST OF PROJECTS IMPLEMENTED DURING 2004-2009.....	48
ANNEX 2. RETROFITTED DWCP WORKPLAN	51
ANNEX 3. ILO UPSTREAM CONTRIBUTIONS AND POLICY SUPPORT	57
ANNEX 4. EVALUABILITY ASSESSMENT REPORT TANZANIA COUNTRY PROGRAMME EVALUATION	64
ANNEX 5. TANZANIAN PARTICIPANTS WHO HAVE ATTENDED ITC - ILO TRAINING ACTIVITIES 2005- 2010	65
ANNEX 6. TERMS OF REFERENCE	66
ANNEX 7 LIST OF PERSONS AND ORGANIZATIONS INTERVIEWED	78

LIST OF TABLES

TABLE 1: UNITED REPUBLIC OF TANZANIA	3
TABLE 2 SOME OBSTACLES TO POVERTY REDUCTION	8
TABLE 3 TANZANIA COUNTRY PROGRAMME FINANCIAL EXPENDITURES: (2004-2010).....	20
TABLE 4 MDG GOALS	26

LIST OF FIGURES

FIGURE 1: THE UNITED REPUBLIC OF TANZANIA: GDP GROWTH (ANNUAL %)	4
FIGURE 2: EMPLOYMENT BY SECTOR	5
FIGURE 3: YOUTH UNEMPLOYMENT 2006.....	6
FIGURE 4: THE UNITED REPUBLIC OF TANZANIA: HDI TRENDS	9
FIGURE 5: NET ODA RECEIVED PER CAPITA (CURRENT US\$).....	10
FIGURE 6: AVERAGE EVALUABILITY SCORE FOR TC PROJECTS AND UN JOINT PROGRAMMES	24
FIGURE 7: PREVALENCE OF HIV TOTAL (% OF POPULATION AGES 15-49)	25

List of abbreviations

AfDB	African Development Bank
ATE	Association of Tanzanian Employers
CEB	Chief Executives Board
CFSVA	Comprehensive Food and Security and Vulnerability Analysis
COOPAfrica	Cooperative Facility for Africa
CP	Country Programme
CSO	Civil Society Organization
DAC	Development Assistance Committee
DAO	Delivering as One
DfID	Department for International Development (UK)
DP	Development Partner
DPG	Development Partners Group
DPP	Directors of Policy and Planning
DWA	Decent Work Agenda
DWCP	Decent Work Country Programme
DWCPT	Decent Work Country Programme Team
EAC	East African Community
EC	European Community
ESMIS	Education Sector Management Information System
FAO	Food and Agriculture Organization
GBS	General Budget Support
GDP	Gross Domestic Product
GLO	Global operations
GNI	Gross National Income
HDI	Human Development Index
ID	Institutional Development
IMF	International Monetary Fund
INT	Intraregional operations
IPEC	International Programme on the Elimination of Child Labour
JAST	Joint Assistance Strategy for Tanzania
JP	Joint Programme
LFNIS	Livelihood and Nutrition Information Systems
LGAs	Local Government Agencies
LMIS	Labour Market Information System
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MIS	Management Information System
MKUKUTA	Tanzania Poverty Reduction Strategies (in Swahili)
MKUZA	Zanzibar Poverty Reduction Strategy (in Swahili)
MUCCOBS	Moshi University College of Cooperative and Business Studies
NGO	Nongovernmental Organization
NSGRP	National Strategy for Growth and Reduction of Poverty
ZSGRP	Zanzibar Strategy for Growth and Reduction of Poverty
ODA	Overseas Development Assistance
OECD	Organisation for Economic Co-operation and Development
P&B	Programme and Budget

PPP	Purchasing Power Parity
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Papers
PSP	Policy Support Programme
QAM	Quality Assurance Mechanism
RAF	Africa Regional operations
RAG	Regional Advisory Group
RB	Regular budget
RBSA	Regular budget supplementary account
RBTC	Regular budget technical cooperation
REPOA	Research on Poverty Alleviation
SACCO	Savings and Credit Cooperative Society
SME	Small and Medium-Sized Enterprise
SRO	Subregional Office
STI	Science, Technology and Innovation
TAS	Tanzania Assistance Strategy
TBP	Time-Bound Programme
TC	Technical Cooperation
TFC	Tanzania Federation of Cooperatives
TUCTA	Trade Union Congress of Tanzania
UDHR	Universal Declaration of Human Rights
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
VETA	Vocational Education and Training Authority
WEDGE	Women's Entrepreneurship Development and Gender Equality
WFP	World Food Programme
WHO	World Health Organization
XBTC	Extra Budgetary Resources
ZATUC	Zanzibar Trade Union Congress
ZANEMA	Zanzibar Employers Association

EXECUTIVE SUMMARY

Introduction

This report presents analyses, findings and recommendations of the independent evaluation of the ILO's Country Programme for the United Republic of Tanzania, which took place in March/April, 2010. The period under review included the 2004-2005 country programmes and the Decent Work Country Programme (DWCP) for 2006-2010. The evaluation also reviewed the ILO's participation in the pilot United Nations Delivering as One (DAO) Joint Programme on wealth creation, employment and economic empowerment (JP1), for which the ILO is the Managing Agent.

The evaluation focuses on the ILO's strategic positioning in the country; its approach to setting the priorities for its country strategy; and the composition, implementation and organizational support received from regional and headquarters offices. The evaluation team used primarily qualitative methods of analysis of the implementation and results of the country programme.

A team consisting of an external evaluator, a Senior Evaluation Officer from the Evaluation Unit and an in-country evaluation coordinator, conducted the evaluation. Five core evaluative criteria guided the analysis: (i) the relevance to the development challenges and priorities of the national tripartite constituents; (ii) coherence among the different projects supporting programme objectives; (iii) efficiency in the management of the programme implementation; (iv) effectiveness of the programme as a whole; and (v) sustainability of results.

The evaluation reviewed programme and project documentation and other related literature, interviewed 47 stakeholders and collected direct information from constituents and beneficiary groups such as community-based cooperatives and the Tanzania Youth Coalition. The independent evaluator met with staff at the Regional Office in Addis Ababa and distributed over 50 questionnaires to ILO staff at headquarters, regional, and country offices.

Country programming in Tanzania mainland and Zanzibar

ILO support throughout the period under review addressed each of the four pillars of the ILO's Decent Work Agenda. The DWCP for Tanzania was signed in August 2006 by tripartite constituents and incorporated ongoing activities from the 2004-2005 country programme and organized them under three main priorities:

1. poverty reduction through the creation of decent work opportunities with a focus on young men and women;
2. incidence of child labour and its worst forms reduced; and
3. socio-economic impact of HIV/AIDS in the workplace mitigated.

In addition to these priorities, the DWCP includes two cross-cutting priorities, which aim at strengthening the social dimensions of regional integration in East Africa and expanding the

influence of the Ministry of Labour, Employment and Youth Development (MLEYD), and social partners through tripartism and social dialogue.

The ILO has invested significant resources in the implementation of this country programme. During the period 2005 through June 2010, the total expenditures made by the ILO Office in Dar es Salaam were US\$17,807,164.77. This included US\$2,151,325 of regular budget (RB) funds, which include staff, non-staff and technical cooperation (RBTC) funds. In addition, the Office allocated US\$691,858 from the Regular Budget Supplementary Account (RBSA) for activities supporting the implementation of the DWCP and US\$731,690 from the Programme Support Income (PSI) account. The extra-budgetary technical cooperation (XBTC) included 22 projects, amounting to US\$ 14,232,291.77 of direct expenditure in Tanzania. In addition, indirect support and outputs were provided throughout this period through activities in global, inter-regional and regional projects undertaken by the ILO.

The challenge may appear to be making the individual projects fit into a coherent unit. However, the DWCP actually creates a better conceptual niche for some projects and activities that do not otherwise fit neatly as they are confined to a unidimensional description. For example, the Cooperative Facility for Africa (CoopAfrica), funded by DfID, addresses more than one country priority, ultimately serving the priority of creating jobs for women, men and youth through strengthening the effectiveness of cooperatives and similar associations.

Findings

The social partners expressed appreciation for the work of the ILO in Tanzania, and stressed that its contributions have led to the drafting and implementation of the labour laws for ensuring decent work for all. The findings of the evaluation validate these important contributions and identify issues that need further attention as the ILO prepares a second DWCP.

ILO programme implementation

With the signing of the DWCP in 2006, the ILO's support to Tanzania mainland and Zanzibar began a process of consolidation within a framework that treats projects and other activities within broad strategic lines. The DWCP configuration integrated individual projects so that they relate to country priorities and integrate with a wider identity. The evaluation found that although all of the country programme activities find a place under each of the four strategic objectives of the Decent Work Agenda (DWA), for the most part the implementation of these activities was discrete with very little sense of complementarities or of a greater goal.

Below are some of the key activities that have been organized under each DWCP priority:

Priority 1: Poverty reduction through the creation of decent work opportunities with a focus on young men and women. The ILO supported the development of the National Employment Policy and Programme through a technical cooperation project and direct technical assistance to the MLEYD. The main outcomes of this support

were the National Employment Policy and Strategy, the National Youth Employment Action Plan, and the National Employment Creation Programmes. Project activities also supported Zanzibar in the formulation of the National Employment Policy.

Priority 2: Incidence of child labour and its worst forms reduced. Since 1994, Tanzania has been participating in the International Programme on the Elimination of Child Labour (IPEC). It was among the first countries worldwide to implement an IPEC Time-Bound Programme, which aimed at achieving effective and sustainable elimination of the worst forms of child labour within the framework of the Worst Forms of Child Labour Convention, 1999 (No. 182). A key achievement of this programme was the drafting and implementation of the National Action Plan for the Elimination of Child Labour. Tanzania also benefitted from the ILO's project on skills training strategies to combat the worst forms of child labour, aimed at reducing the incidence of child labour in the urban informal economy through non-formal low-cost skills training and promoting access to services that ensure decent work.

Priority 3: Socio-economic impact of HIV/AIDS in the workplace mitigated. The ILO's country programme has supported the development and implementation of appropriate policies on gender equality, HIV/AIDS prevention and anti-discrimination policies in the workplace. It has also provided various capacity building activities and direct technical advice services such as the piloting of results from studies and good practices for furthering the agenda of the global campaign on social security and coverage as a means to poverty reduction.

The ILO country programme included various capacity building activities aimed at strengthening the social dimensions of regional integration in East Africa. The strengthening of tripartism and social dialogue was a key objective of the "Strengthening Labour Relations in East Africa" (SLAREA) project funded by the United States Department of Labour. The project was instrumental in bringing about labour law reform.

Quality of the 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 DWA.

The DWCP 2006-2010 came in the wake of a trail of individual projects that responded to the strategic objectives established for the 2004-2005 biennium. These projects marked the way towards a significant strategic transition and clarified better linkages between their outputs and the DWCP priorities and outcomes.

Relevance

The three specific priorities and the two cross-cutting priorities of the DWCP were approved by tripartite constituents. They are quite relevant and well-aligned to the National Poverty Reduction Strategies (MKUKUTA and MKUZA), United Nations Development Assistance Framework (UNDAF) and the Decent Work Agenda for Africa and contribute to the various DAO Joint Programme (JP) components.

Coherence

It is evident that there has been an improvement in the logical linkages among the projects within the current DWCP and with the other DAO JPs. Progress towards better alignment with outside external partners is also evident. ILO participation in the DAO has helped it to better align with the Government's Joint Assistance Strategy for Tanzania (JAST) objectives to strengthen Government core processes for planning, budgeting and monitoring through the DAO.

Efficiency

The management of the DAO Joint Programme 1 (JP1) presented challenges due in part to the ILO's administrative systems and programming capacities, which were tested while learning to work effectively with other UN agencies. The UN agencies in Tanzania are increasingly coordinating their efforts through coordination and working group meetings to respond to the JAST objectives. The ILO has also issued an Office Procedure on the implementation of the Harmonized Approach to Cash Transfers (HACT) outlining the use of the procedure by ILO external offices.¹ This move towards better alignment would likely boost the low performance ratings of JP1 that are due to slow delivery against workplan targets, and the lack of (process) performance indicators relating to aid effectiveness.

Effectiveness

The Government of Tanzania views the ILO as a strong partner and appreciates the assistance that the Organization has provided. Major policies and laws drafted in Tanzania with the support of the ILO have included the Employment and Labour Relations Act, 2004, the Labour Institutions Act, 2004, the Workmen's Compensation Act, 2008, and the Social Security (Regulatory Authority) Act, 2008.

The ILO's participation in the JPs has expanded its range of stakeholders beyond the tripartite constituents. For example, through its role in JP2: reduction of maternal and newborn mortality, and JP3: support to the HIV/AIDS response, the ILO increased its coordination with the Ministry of Health. ILO social partners are now able to collaborate with other ministries beyond the MLEYD and other UN agencies and civil society actors.

Sustainability

¹ ILO, Office Procedure IDGS No.161 (Version 1), Implementation of the Harmonized Approach to Cash Transfers, 20 May 2010.

Regarding sustainability of DWCP outcomes, the ILO's participation in the JP steering committees and technical working groups supporting implementation of the DAO represent good practice for the implementation of its DWCP. This, while not assuring sustainability of activities after the end of projects, enhances such prospects as well as granting greater ownership to national stakeholders.

Challenges

The evaluation found that the country programme faces coherence and efficiency challenges that need to be addressed in order to increase effectiveness and maintain the relevance of future country programmes, and strengthen the ILO's role as a key player in the One UN Programme. These challenges also present learning opportunities for the ILO Office in Tanzania and the Organization as a whole.

The evaluation team conducted an evaluability assessment, which revealed that few of the indicators in the DWCP and contributing projects were specific, measurable, time-bound or had any means of verification. Guidance on the elaboration of DWCPs was incomplete at the time of elaboration of the Tanzania programme and did not require a results framework; nor did the DWCP guidebook and the Results-Based Management Guidebook published in 2008, two years after the start of the DWCP.

This lack of clear guidance coupled with a lack of capacity in the construction of logical frameworks seems to be at the root of many of the challenges found by the evaluation team. The DWCP and most of the projects do not include a set of medium-term performance indicators or sound monitoring and evaluation plans. It seems that the country office's programming unit is overstretched and needs to strengthen its capacity to establish systematic and consultative monitoring and evaluation practices that involve constituents to translate its commitment to tangible outcomes.

Financial and programme implementation information is scattered and often incomplete, and needs to be better organized to provide reliable inputs for management decisions. Moreover, implementation reports do not reflect findings from inspection visits and country programme reviews did not take place during the period covered by this evaluation.

As the ILO country programme moves away from project implementation activities towards policy support activities, it would need to better prioritize and coordinate its programme activities with other international development partners to complement resources and avoid duplication of effort.

Conclusions

The relevance of the country programme evolved and matured over the six-year period, advancing from a portfolio that consisted mainly of project implementation to one of relevant policy support. Maintaining, consolidating and sustaining ILO achievements in the United Republic of Tanzania will call for more effective monitoring and evaluation, and better prioritization of existing resources. All constituents affirm the importance and relevance of the ILO's country programme, especially its tripartite approach towards realizing

fundamental principles and rights at work that culminated in the DWCP for Tanzania mainland and Zanzibar.

The first conclusion arising from this evaluation is that the ILO needs to redirect its effort in Tanzania to identify the right mix of project implementation and policy support activities. The best way to achieve this is to design and manage its programme and projects with this in mind. The use of a results framework (logical framework) would lead to better planning and monitoring.

The second conclusion is that the ILO needs to reconsider its level of ambition taking account of its comparative advantage, the responsibilities of an ILO office and a realistic level of funding support. A carefully planned country strategy and business plan that targets time and results can help accomplish this.

The achievement of the DWCP outcomes will depend on whether the challenges hindering its effective and efficient implementation are addressed. This would require conducting more comprehensive needs assessments for capacity building of constituents' institutions and implementation partner organizations, and revamping current monitoring and evaluation activities and portfolio reviews. Institutional, technical, financial and administrative viability should be a key element of this analysis, especially in the context of the JAST and the HACT.

The ILO's participation in the DAO JP provides opportunities for harmonization of administrative practices and establishing synergies among the DWCP projects and closer coordination with other development partners to avoid duplication and optimize complementarities. The hazards of delivering development outcomes in an uncoordinated environment in which there is a potential for working at cross-purposes pose major challenges for the ILO's risk management, onward planning and strategic placement in the country.

Lessons learned

The key lesson arising from this evaluation is that the right mix of project implementation and policy support activities would determine whether the ILO's country programme effectively achieves its outcomes. The best way to achieve this is to design and manage its programme and projects with this in mind. Our view is that the use of a results framework (logical framework) would have helped to plan and monitor. The evidence base for accomplishments and contributions needs to be credible and systematic.

The second category of lessons learned is that ILO Tanzania needs to reconsider its level of ambition taking account of its comparative advantage, its responsibilities as an area office and a realistic level of funding support.

Recommendations

The following recommendations aim to maintain past achievements by strengthening the country programme's efficiency and effectiveness:

Recommendation 1: At the onset of the next DWCP, the ILO Office in Dar es Salaam should emphasize the importance of strategic selection of priorities and outcomes in its dialogue with national tripartite constituents to strengthen policy and legal frameworks needed for implementing the DWA.

Recommendation 2: The ILO Office in Dar es Salaam should prioritize the use of existing resources to support the design of the next Decent Work Country Programme, earmarking resources to conduct proper needs assessments to identify priorities and outcomes prior to engaging national constituents in Tanzania mainland and Zanzibar.

Recommendation 3: The Regional Office and the ILO Office in Dar es Salaam, in collaboration with HRD, should place special emphasis on developing staff capacity on programme design and on the development and use of logical frameworks. Revisions of the logical (results) framework should be a required programme implementation activity, conducted at least every two years. Constituents should participate in the design and monitoring of the results framework.

Recommendation 4: As the ILO begins the design phase of second generation Decent Work Country Programmes, country offices, such as ILO Dar es Salaam, would benefit from a revised version of the DWCP Guidebook. This Guidebook should establish a minimum programming standard and establish clear accountabilities for the design, implementation, monitoring and evaluation of the DWCPs.

Recommendation 5: ILO should identify adequate resourcing for the Decent Work Technical Support Team as part of the regional outcome-based work planning. Needed support was not always available to the country programme due to funding constraints.

Recommendation 6: To ensure access to expertise needed for its policy level work, the ILO Office in Dar es Salaam should identify complementarities and synergies among the different projects of the country programme and tap into regional and subregional initiatives to fill any resource gaps.

Recommendation 7: The Regional Office and the ILO Office in Dar es Salaam should conduct formal cyclical country programme reviews that include technical and financial assessments of DWCP implementation.

Recommendation 8: The ILO Office in Dar es Salaam should define a clear and evaluable DWCP implementation strategy. This strategy should include an action plan for strengthening strategic alliances with other ministries and development partners. This would enhance coherence among projects and help define project objectives, implementation arrangements, monitoring and evaluation within the context of the DWCP outcomes.

Recommendation 9: The ILO Office in Dar es Salaam needs to improve its internal monitoring and evaluation system in order to be able to track implementation progress and report on its achievements.

Recommendation 10: The Partnerships and Development Cooperation Department should revise the final project progress report to be more along the lines of a Project Completion Report with ratings for the achievement of development objectives, project implementation, risk management and a sustainability plan. This would be completed by the ILO, but would flow from the involvement of constituents in monitoring and evaluation and be based on evaluation/wrap-up workshops held at the close of a project.

1. Introduction

1.1 Context: The ILO's Country Programme evaluation

1. Consistent with its policy and strategy concerning independent evaluations of the its Country Programmes, the ILO has evaluated its programme of support to the United Republic of Tanzania for the period 2004 to 2010. This report presents the analysis, findings and recommendations of the independent evaluation fieldwork conducted from 14 March to 9 April 2010. The ILO Evaluation Unit managed the evaluation in close coordination with the ILO Regional Office for Africa and the ILO Office in Dar es Salaam. A team consisting of an ILO Senior Evaluation Officer, an external international evaluator and an in-country evaluation coordinator conducted it.

1.2 Purpose of the evaluation

2. The purpose of the evaluation was to provide an independent assessment of the Country Programme identifying its strengths and the challenges it has faced in achieving the desired outcomes. The evaluation derives lessons to be considered for the reinforcement or adjustment of future country programming, including implementation strategies, priorities and/or organizational practices.
3. In doing so, the evaluation exercise is guided by five core evaluative questions addressing:
 - i. the *relevance* of the programme of support to the development challenges and priorities of the national tripartite constituents;
 - ii. the *coherence* among the different projects supporting the ILO Programme objectives;
 - iii. the *efficiency* measured both in administrative costs and timeliness of execution;
 - iv. the *effectiveness* of individual interventions at the level of the Programme as a whole; and
 - v. the *sustainability* of results and of the Programme contribution to the institutional development of the national constituents.

1.3 Scope and methodology

4. The evaluation focuses on the ILO's strategic positioning in the country, its approach to setting an ILO agenda, as well as the composition, implementation and evolution of the ILO national strategies as they relate to the Decent Work Agenda.
5. The evaluation abides by the norms and standards for evaluation as set out by the UN Evaluation Group (UNEG) and based on OECD/DAC (Organisation for Economic Co-operation and Development/Development Assistance Committee) guidelines. The evaluation report is based on a desk review of project documentation and other related literature, and a second phase of interviews and focus-group sessions with national constituents, key international development partners and implementing agents in the field. This second phase took place during a mission in Addis Ababa on 29 March 2010 and in Dar es Salaam and Zanzibar from 30 March to 14 April 2010. The background papers and statistical analysis are available on request.

1.4 Limitations

6. The desk review included project documents, reports, evaluations, mission reports, financial statements and, when available, progress reports. However, it was not possible to gather all project documents or required evaluation reports (see Annex 1). Therefore, certain gaps remain. The desk review included interviews and focus groups conducted during the field visits, in addition to the accumulated technical and cross-regional experience of the evaluation team.
7. The evaluation conclusions and recommendations are based on the analysis and data presented in the report. ILO management, national officials and social partners were asked to react to these findings and issues and produce their own opinions regarding the lessons learned and recommendations derived from this exercise.

1.5 Report layout

8. Following this introduction, Section 2 lays out the basic context within which the ILO programme of assistance was designed. Section 3 presents an evaluation of the strategy pursued in the United Republic of Tanzania by the ILO since 2004. Section 4 analyses the implementation of the Country Programme, and provides a top-down analysis of the principal strengths and challenges of the DWCP priorities and outcomes. This includes a brief discussion of progress made towards the achievement of MDGs and a review of key cross-cutting issues.
9. Section 5 presents findings within the context of strengths and challenges as a practical and balanced approach to lesson learning. These findings were extracted from the analysis of contributions made by the ILO and its social partners and examine the effect of exogenous factors on programme outcomes. Section 6 contains the conclusion, lessons learned and recommendations.

2. Tanzania (mainland) and Zanzibar: Country background

2.1 Historical background

10. The United Republic of Tanzania came into existence in 1964 after the union of two countries (Tanganyika and Zanzibar). Since its independence, Tanzania, a moderate, politically stable member of the East African Community (EAC), has played a positive role in the subregion. It has served as a safe haven for Africans fleeing conflict situations throughout Southern and East Africa. Tanzania has a stabilizing influence in the region, encourages regional cooperation and sets an increasingly good example as a successful democracy. In this context, the ILO's Country Programme has assisted Tanzania in its efforts to address key challenges to its development and poverty reduction efforts through the inclusion of decent work as part of the national development strategies.
11. The United Republic of Tanzania is located in eastern Africa, consisting of mainland Tanzania and the island of Zanzibar with a population of just under 42 million (official projections for mid-2010). Its economy has enjoyed high growth at an annual average rate of over 7.2 per cent since 2001.

Table 1: United Republic of Tanzania

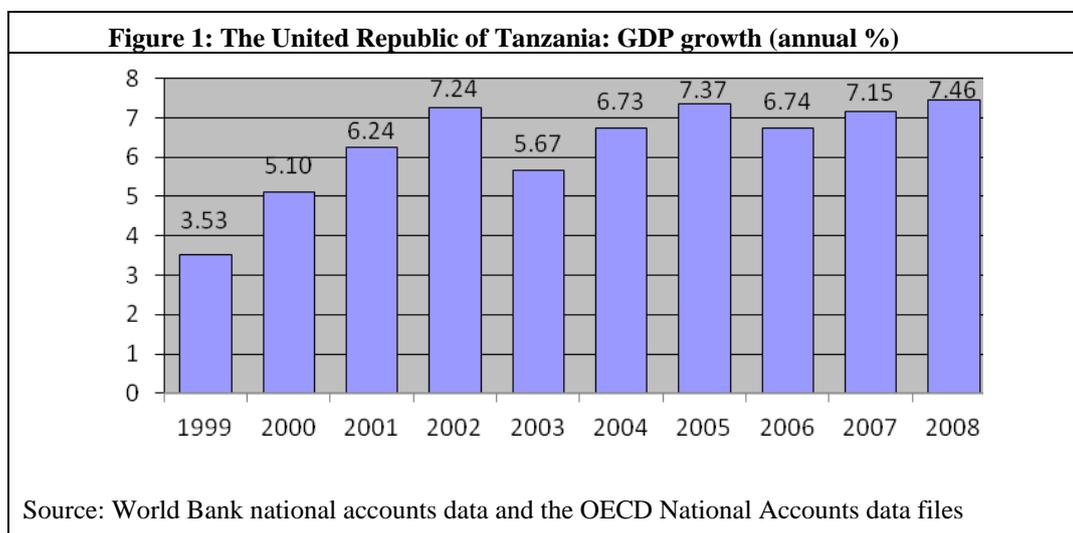
Key facts	
Administrative capital	Dodoma
Area	945,000 sq km
Total population 2008	41.5 million
Urban population 2008	25.48%
Female population 2008	50.24%
GDP 2008	US\$18.3 billion
GNI per capita 2007	US\$400
Inflation rate 2008	7.02%
Crude birth rate (per 1000) 2008	38.30%
Human Development Index (scale 0 to 1) 2007	0.503

2.2 Macroeconomic outlook

12. Tanzania is in the bottom 10 per cent of the world's economies in terms of per capita income. The economy depends heavily on agriculture, which accounts for more than 40 per cent of GDP, provides 85 per cent of exports and employs 80 per

cent of the workforce. However, topography and climatic conditions limit cultivated crops to only 4 per cent of the land area.

13. Despite the global financial and economic crisis, the estimated economic growth of Tanzania in 2010 is 5 per cent.² Tanzania has made significant progress over the past two decades in achieving and maintaining macroeconomic stability, becoming one of the best performers in Sub-Saharan Africa. Growth continues to be robust, averaging 6 per cent for the 2004–09 period.³ However, Tanzania remains vulnerable to possible adverse external events.
14. Sound macroeconomic policies, market-oriented reforms and debt relief have provided an environment that is conducive to Tanzania’s steady economic growth (see Figure 1). Monetary policy has had a clear focus on controlling inflation in recent years and brought it down to single-digit levels throughout the last decade. Inflation averaged 5.8 per cent from 2003-07, although it rose due to high international oil and food prices, reaching 11 per cent in June 2010.⁴

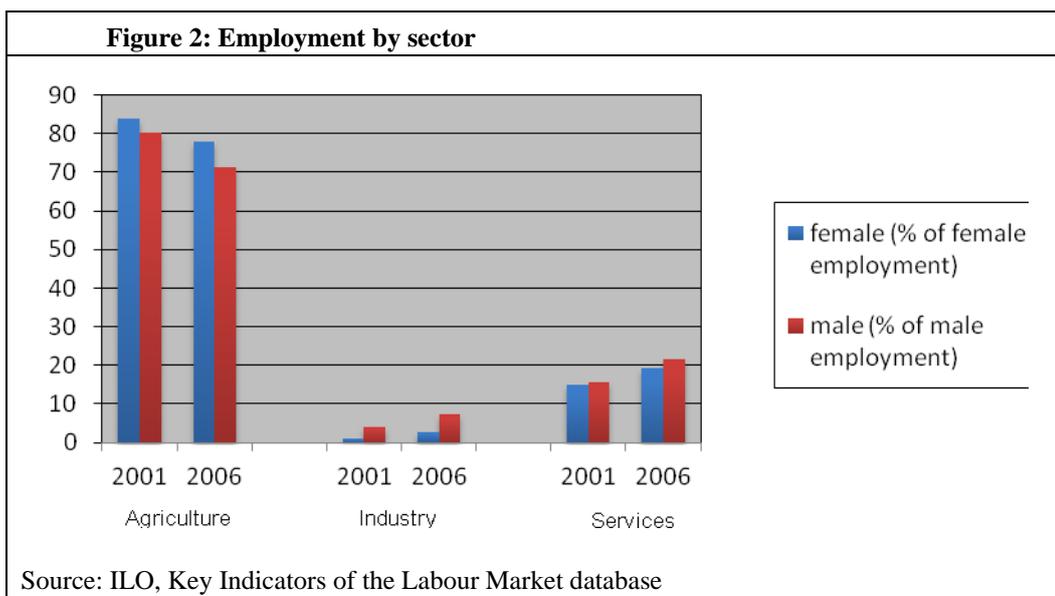


15. The large degree of dependency on the agricultural sector renders the economy particularly vulnerable to adverse weather conditions and unfavourable prices in international primary commodity markets. The low level of industrial development makes the negative economic impacts associated with agricultural dependency more severe (see Figure 2).

² International Monetary Fund, Statement by the IMF Staff Mission at the Conclusion of its Visit to Tanzania, Press Release No. 10/93, 16 March 2010. <http://www.imf.org/external/np/sec/pr/pr1093.htm>

³ Quarterly Economic Review, Economic and Social Research Foundation, Dar es Salaam, http://www.esrftz.org/docs/ESRF_QER_APR_JUN2010.pdf

⁴ International Monetary Fund, International Statistics and Data Files, December 2010

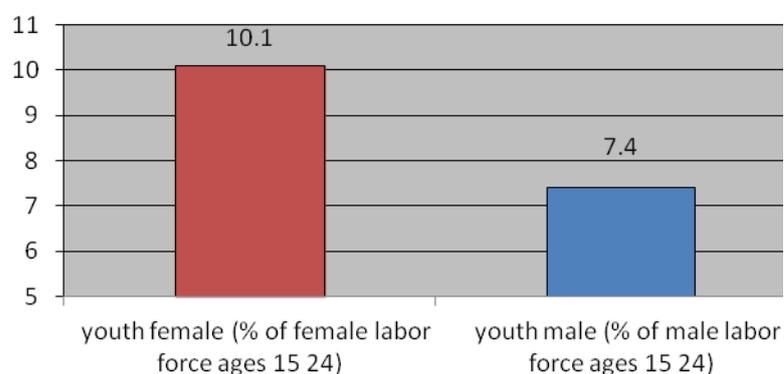


16. The country will embark on its agriculture strategy, namely Kilimo Kwanza, to boost farmers' productivity and incomes. It also aims to achieve a green revolution through improved institutional arrangements, land use and financing. The implementation of an industrialization strategy is pivotal to the transformation of the sector.

2.3 Employment trends

17. The poverty level remains high with a large disparity between urban and rural settings. While macroeconomic indicators have improved, the challenge is to ensure that future growth is pro-poor. Rates of unemployment and under-employment are quite high, particularly for the youth, who also lack a voice in decision-making bodies, making them vulnerable to social exclusion and poverty.
18. The youth population is high and rapidly growing, constituting more than 30 per cent of the total population and 68 per cent of the national labour force. According to the labour force survey from 2001, youth unemployment increased by 11 per cent from 1991 to 2001. Unemployed youth constituted 28 per cent of the urban youth labour force and 31.8 per cent of the unemployed rural population (see Figure 3).

Figure 3: Youth unemployment 2006



Source: ILO, Key Indicators of the Labour Market database

19. It is estimated that approximately 57 per cent of young unemployed Tanzanians are women, who are facing greater constraints in joining the labour force compared to young men due to factors such as low education and skills, cultural attitudes and practices, discrimination and limited opportunities to access productive resources. Unemployment and underemployment are also acute among the young who have completed secondary education. Of the 700,000 who annually graduate from primary, secondary and tertiary schools, only 40,000 are absorbed into formal wage employment.
20. Youths who have no education are mostly employed in private traditional agriculture, which takes the lead with 90.0 per cent, followed by the private informal sector (4.4 per cent), housework duties (2.1 per cent), NGOs, religious organizations (3.47 per cent), and Government along with parastatals⁵ (0.04 per cent).⁶ The survey data indicate that employment potential for youths without education is mainly in the private traditional agriculture sector. For those who did not complete primary education, 84.8 per cent are employed in private traditional agriculture, 4.45 per cent in the private informal sector, 7.5 per cent in housework duties, and 3.33 per cent in NGOs, Government, parastatals, etc.

2.4 Key facts about Zanzibar

21. The Act of the Union, signed in April 1964, established a Union between the formerly separate states of Tanganyika and Zanzibar. The Act of the Union devolved the administrative responsibilities to the Revolutionary Government of Zanzibar. Within the Union arrangement, the Government of Zanzibar maintains

⁵ Parastatal institutions included among others: the Zanzibar Free Economic Zones Authority, Tanzanian Christian Refugee Services, National Housing Corporation, National Bureau of Statistics, Tanzania Registered Nurses Association, Tanzania Harbour Authority, Confederation of Tanzania Industries, etc.

⁶ Analytical Report, Integrated Labour Force Survey, 2001-01 Tanzania National Bureau of Statistics.

autonomy over a number of issues, including its own political structure and a large degree of fiscal independence.

22. Over the past decade, Zanzibar has shown modest progress in economic performance and growth, recording an average annual growth of about 4.5 per cent, with GDP growth reaching 6.1 per cent in 2006. Economic growth has been driven mainly by the service sectors, largely tourism, and agriculture. These sectors have respectively contributed 43 per cent and 30 per cent to GDP.
23. As observed for the case of the mainland, economic growth has not generated significant employment and most of the workforce is either unemployed or underemployed (7.0 per cent of the population is unemployed, 26.0 per cent of adult activities are in agriculture). The Government accounts for 18.0 per cent of employment while only 8.0 per cent of the workforce is employed in the private sector. According to the UN-Zanzibar statistics, 49.0 per cent of Zanzibaris lived below the basic-needs poverty line in 2004.⁷
24. During the past five years, the Revolutionary Government has implemented several aspects of core reforms, which have fostered the environment required to promote pro-poor growth and development of poverty reduction policies. Despite these reforms, Zanzibar still faces critical challenges related to employment, agriculture, health, education and other basic services.

2.5 National frameworks for poverty reduction

25. In 2004, the Poverty Reduction Strategy (PRS) was revised through a wide participatory consultative process that led to a second PRSP, the National Strategy for Growth and Reduction of Poverty (NSGRP, known as MKUKUTA) for 2005/6-2010/10. The MDGs are mainstreamed into the NSGRP, which, unlike the previous PRS, adopts an outcome-based strategy rather than a priority sector approach.
26. Below are the key components relating to employment as the means to poverty reduction within each cluster of the MKUKUTA:

Cluster 1: Growth and reduction of income poverty

- The MKUKUTA aims at making growth more pro-poor, which implies job creation through improved production, marketing and trading conditions in those sectors on which the majority of the poorest people depend, in particular agriculture and fisheries.
- The public sector's ability to create an enabling environment for growth of the private sector remains a priority, including at the grass-roots level where access to credit is problematic.
- Tanzania's impressive global growth since the mid-1990s conceals significant disparities. Six out of 20 regions accounted for over half of the annual national

⁷ United Nations Tanzania, *Delivering as One: Key Facts for Zanzibar*, http://www.untanzania.org/one_programme_JP5.asp.htm

GDP (1992-2003). The wealthier regions generally have better infrastructure, climate and natural resource endowments and are less dependent on low productivity agriculture.

Cluster 2: Improve quality of life and social well-being

- Ensuring equitable access to primary and secondary education for boys and girls, universal literacy among men and women, and expansion of higher, technical and vocational education.
- Increase awareness about the transmission of HIV/AIDS among the general population, especially in the workplace and reduce HIV/AIDS stigmatization.

Cluster 3: Good governance and accountability

- Effective public service framework in place to provide a foundation for service delivery improvements and poverty reduction.
- Rights of the poor and vulnerable groups are protected and promoted in the justice system.
- Reduction in political and social exclusion and intolerance.

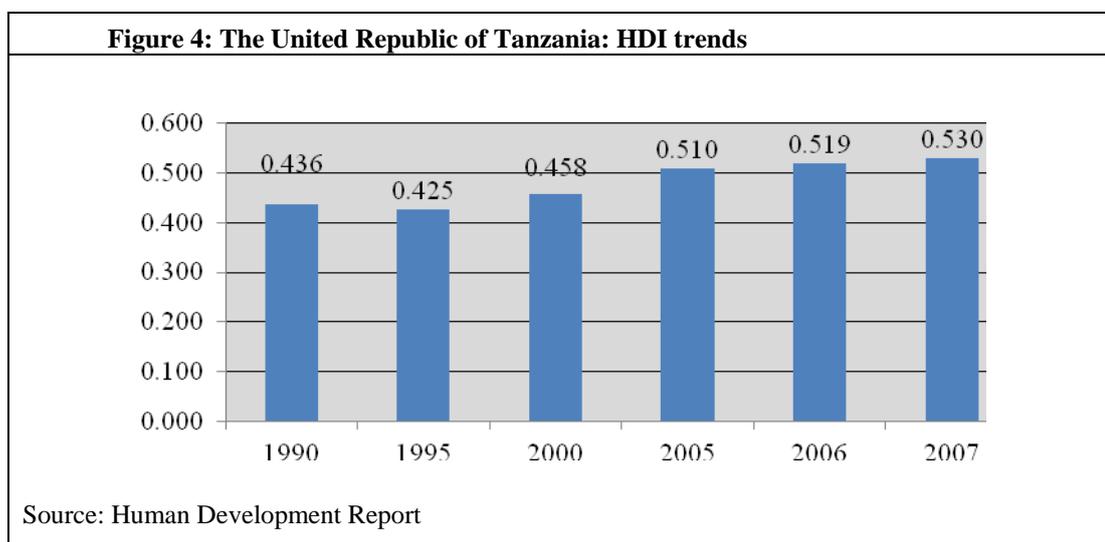
2.6 Progress made towards poverty reduction in Tanzania

27. Despite these macroeconomic gains, the recent growth rates have been unevenly distributed among the households and regions of the country. They are insufficient to translate growth into poverty reduction. The benefits of growth must reach the rural poor in order to reduce poverty, since poverty in Tanzania (mainland) and Zanzibar is mostly a rural phenomenon, although it is also gaining prominence in urban areas. Table 2 below illustrates some of the obstacles to poverty reduction.

Table 2 Some obstacles to poverty reduction

Key issues	Underlying factors
Heavy reliance on agriculture for livelihood	<ul style="list-style-type: none"> • 80% of the workforce is in the agriculture sector. An increasing number of people have to share a smaller pie. • Agriculture growth of 4.4% during 2000-2008, while population growth over 3.0% in rural areas.
Low productivity (and low income earning potential)	<ul style="list-style-type: none"> • 95.0% of food is grown under traditional rain-fed agriculture. The informal agricultural sector has grown from 37.0% of GDP to 40.0% since 1998. • Over-reliance on primary agriculture (limited or no value addition). • Low fertility soils, minimal use of productive farm inputs, pre- and post-harvest crop losses. • Weak rural infrastructure (irrigation, roads, electricity, marketing). • Barriers for private investments (business licensing, registration, import/export procedures).
Lack of opportunities elsewhere	<ul style="list-style-type: none"> • Lack of education and skills prevents rural people from moving out of agriculture into other lucrative employment in other sectors. • Limited space for non-farm activities (knowledge, credit, marketing), especially for the poorest segment

28. Nonetheless, Tanzania has made considerable progress in some of the social indicators. According to the Mid-term MDG Report released in 2009,⁸ Tanzania is on track to achieving the MDG targets on primary education and gender equality although the quality of education is still a concern. Progress has also been made in combating infant and child mortality, but maternal mortality remains high.
29. The National Poverty and Human Development Report in 2009 showed that the level of poverty declined only by two percentage points to 33.6 per cent between 2001 and 2007. One-third of Tanzania's population is still living below the poverty line, whereas poverty remains highest in the rural areas.⁹
30. The latest Human Development Report (2009) ranks the country as 151st out of 182 countries with an HDI value of 0.530 (see Figure 4).



2.7 Development assistance coordination

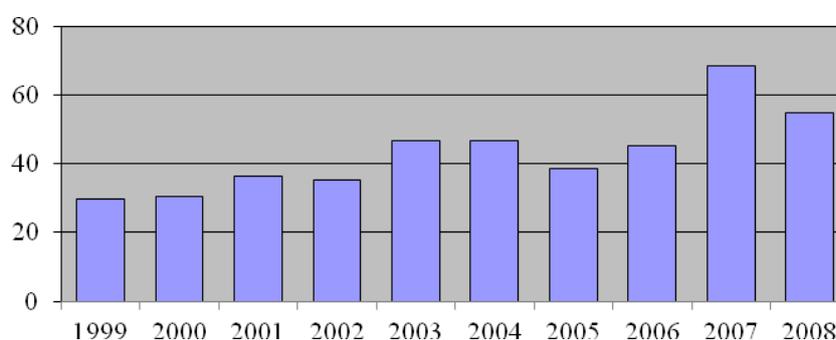
31. In recent years, Overseas Development Assistance (ODA) to Tanzania has been playing a significant role in supporting national efforts on poverty reduction and development as well as Government development expenditure, and continues to do so. Aid funding has accounted for around 40 per cent of the national and 80 per cent of the development budget. In 2006-2007, key donors of gross ODA in Tanzania

⁸ United Nations, *The Millennium Development Goals Report 2010*, United Nations, New York, 2010 <http://www.un.org/millenniumgoals/pdf/MDG%20Report%202010%20ENG.pdf>

⁹ International Monetary Fund, *United Republic of Tanzania, Poverty reduction Strategy*, IMF Country Report No. 06/142, Washington, DC, 2006 <http://www.imf.org/external/pubs/ft/scr/2006/cr06142.pdf>; and United Republic of Tanzania: *Poverty Reduction Strategy Paper—Annual Implementation Report 2006/07*, IMF 2008 <http://www.imf.org/external/pubs/ft/scr/2008/cr0822.pdf>

were the United States, World Bank, Japan, AfDB, DfID, EC, IMF, Netherlands, Sweden, and Norway.¹⁰

Figure 5: Net ODA received per capita (current US\$)



Source: DAC of the OECD, Geographical Distribution of Financial Flows to Developing Countries, Development Co-operation Report, and International Development Statistics database. Data are available online at: www.oecd.org/dac/stats/idsonline. World Bank population estimates are used for the denominator.

32. Tanzania received ODA in three modalities, including General Budget Support (GBS), Basket Funding and Project Funding. The data from the Ministry of Finance and Economic Affairs indicate that approximately 42-45 per cent of total ODA to Tanzania is provided under the General Budget Support, compared to 17-21 per cent under the Basket Funds and 37-39 per cent under the Project Funds modality. However, it is also worth noting that while the GBS is the Government's preferred aid modality, a recent trend indicates that direct project funding is increasing in terms of its volume and share.¹¹
33. Direct project contributions are difficult to account for in Government systems given that a significant level of project financing is provided off-budget and outside the system, thus creating a disconnect between the overall ODA and the Government's records. In financial year 2006/2007, GBS contribution to the National Budget was 21 per cent. A decreasing trend in the share of GBS of the National Budget was noted. Partners that contribute to GBS include the AfDB, Canada, Denmark, the EC, Finland, Ireland, Japan, Germany, the Netherlands, Norway, Sweden, Switzerland, United Kingdom (DfID) and the World Bank.
34. Tanzania continues to be considered as one of the leading countries reforming the aid structure, starting its effort prior to international initiatives such as the Rome and

¹⁰ Development Partners Group, Publications, *Annual National Policy Dialogue: November 2009*, <http://www.tzdp.org/external/publications.html>

¹¹ Office of the President, *United Republic of Tanzania, Equitable Service Delivery Opportunities and Challenges: General Budget Support Annual Review 2009*, Development Partners Group, Publications, <http://www.tzdp.org/external/publications.html>

Paris Declarations. The principles of the aid effectiveness agenda have been at the centre of the development dialogue since the mid-1990s with the production of the Helleiner Report in 1995. Government leadership over aid management is evident by creation of the Joint Assistance Strategy for Tanzania (JAST) and by recent efforts to strengthen Government core processes for planning, budgeting and monitoring. The long-term goal is to embed the donor-specific process into the national process in order to enhance mutual accountability and domestic accountability.

35. Donor coordination is also facilitated through the Development Partners Group (DPG). The Government's recent efforts to lead donor coordination and dialogue have been welcomed as a major step forward in supporting the principles of national ownership and Government leadership in the development of management processes.
36. The DPG was formally established in 2004, in order to build a coordinated development partner (DP) response to the Government's Tanzania Assistance Strategy (TAS), within the overarching framework of the Poverty Reduction Strategy (PRS). Since the formalization of the DPG, the Development Partners (DPs) have increased their level of collaboration and improved aid coherence.
37. Development partners are expected to support the achievement of results on the NSGRP/ZSGRP and the further development of existing capacities in the country by providing financial and technical assistance to the Government of Tanzania and non-State actors as well as advice on dialogue with the Government and other domestic stakeholders. GBS is the preferred long-term funding venue for most development partners, while sector and basket funding are regarded as transitional mechanisms. Direct project funds to the Government will be utilized for large-scale infrastructure investment, for piloting where particular service delivery innovations or policies need to be tested before being mainstreamed in the normal Government system and machinery, and for emergency aid where quick and localized service delivery is needed.

2.8 United Nations Delivering as One

38. Tanzania is aiming to be the first country in the world to pilot a UN Development Assistance Plan (UNDAP) in 2011–2015. The UN Country Team (UNCT) and the Government have agreed to establish an UNDAP to capture the entire range of activities supported by the UN System in Tanzania. It will integrate the current requirements of the UN Development Assistance Framework (UNDAF) and subsequent development of the individual agency country programme documents which are signed by the Government. The ILO has been an active participant in this process.
39. From the perspective of the Government and the UNCT it is essential that the UN System pursue the development of an UNDAP and a Common Country Programme Document derived from it, in order to capitalize on the momentum that exists at the

country level. This will ensure the development of a consistent, coherent plan to reduce duplication in planning requirements for the UN and partners, to improve the transparency of the UN's work in Tanzania, and to enhance the UN's accountability to the Government and Development Partners.

2.9 Gender dimension

40. The Tanzanian Constitution commits to the eradication of all forms of discrimination against any person on the grounds of gender. The National Vision 2025 pledges that gender imbalances will have been redressed by this target year. In the medium term, the MKUKUTA recognizes that gender issues are cross-cutting in nature. Tanzania has ratified the Universal Declaration on Human Rights (UDHR), the UN Millennium Declaration, the International Covenant on Civil and Political Rights, the Convention on the Elimination of all Forms of Discrimination against Women, and the Convention on the Rights of the Child, among others.

41. Institutional mechanisms have been put in place to facilitate gender equality, including the Gender Policy of 2000. The Ministry of Community Development, Gender and Children was established to oversee mainstreaming and monitor gender equality in all other sector ministries. Gender focal points at ministerial, regional and district levels have been identified. The Constitution also includes a quota system for nominating women to political office: 30 per cent for Parliament and 33.33 per cent for local government. The current government has 97 women and 227 men Members of Parliament; six women and 23 men Ministers; and ten women and 20 men Deputy Ministers. However, challenges remain in the implementation and monitoring of existing international and national commitments.

3. The ILO's Country Programme strategy

42. During the period of 2004 to 2010, the ILO has continued its efforts to address Tanzania's decent work challenges through the implementation of a sizable national technical cooperation programme. The Programme has focused on strengthening the capacity of the Ministry of Labour and the social partners, eliminating the worst forms of child labour, creating decent jobs for men and women, providing actuarial services to the Social Security Corporation, and extension of social protection. The development of an employment policy and programme, development of a national youth employment action plan, updating of national labour laws, developing small and medium-sized enterprises (SMEs) and promoting social dialogue among the social partners are products of various technical cooperation activities. The strengthening of tripartism and social dialogue was a key objective of the Strengthening Labour Relations in East Africa (SLAREA) project funded by the United States Department of Labor. The project was instrumental in bringing about the labour law reform in Tanzania.

3.1 The ILO's Country Programme for 2004-2005

43. The achievements of the ILO's Country Programme from 2004 to 2005 were pivotal for strengthening the legal framework for the attainment and sustainability of decent work in Tanzania. Among the most notable contributions made by the ILO to policy development during this period were the support provided to:

- (i) the ratification of the core Conventions and the revision of the labour law;¹²
- (ii) the mainstreaming of child labour in policy strategies and processes;
- (iii) the application of the labour law including the gender perspective aspects;
- (iv) the drafting and inclusion of anti-discrimination clauses in disability bills in accordance with Convention No. 159;
- (v) the expansion of social protection and social security coverage;
- (vi) the implementation of employment policy;
- (vii) the development of the youth employment action plan; and
- (viii) assistance in conducting the Integrated Labour Force Survey and its analysis.

3.2 The move toward a Decent Work Country Programme 2006-2010

44. The ILO approach to poverty reduction is promoting decent work for all. This goal goes hand in hand with the pledges in the Millennium Declaration. The ILO Decent Work Agenda in Africa, 2007-2015, to enhance the implementation of the

¹² These activities were funded by the regional Strengthening labour relations in East Africa (SLAREA) project which ended in 2006.

Ouagadougou Plan which supports economic growth with equity, contributes to all of the eight MDGs.¹³ The DWA has four elements:

- Employment — the principal route out of poverty is productive work and income.
- Rights — without them, men and women will not be empowered to escape from poverty.
- Protection — social protection safeguards income and underpins health.
- Dialogue — the participation of employers' and workers' organizations in shaping government policy for poverty reduction ensures that it is appropriate and sustainable.

45. The second generation of the UNDAF for the United Republic of Tanzania was drafted just prior to the DWCP consultation. This process embedded the UN's support to national development strategies and ongoing efforts to establish a framework for the implementation of the National Strategy for Growth and Reduction of Poverty (MKUKUTA) and the Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA).
46. While the development challenges for Tanzania are many and clearly outlined in the NSGRP/ZSGRP, the ILO offers a decent work approach to development, built around policies aimed at stimulating remunerative and productive employment, which cut across all the MDGs. For the period 2006-2010, the ILO's work has focused on three priority areas that support two of the three clusters of MKUKUTA and strategic objectives of MKUZA.

¹³ For more information, see the ILO information folder on Decent Work and the MDGs:
<http://www.ilo.org/public/english/bureau/exrel/mdg/briefs/index.htm>

MKUKUTA Cluster I: Growth of the economy and reduction of income poverty.

DWCP Priority 1: *Poverty reduction through creation of decent work opportunities with a focus on young men and women.*

- *CP outcome 1: Employment and particularly youth employment issues are at the centre of national development policies.*
- *CP outcome 2: Young men and women's entrepreneurial and SME activities enhanced.*
- *CP outcome 3: Young men and women's entrepreneurship skills for self-employment increased*

MKUKUTA Cluster II: Improvement of quality of life and social well-being.

DWCP Priority 2: *Incidence of child labour and its worst forms reduced.*

- *CP outcome 2.1: National and district development plans, policies and programmes addressing and sustaining gender focused child labour concerns implemented.*
- *CP outcome 2.2: Household income of families of boy and girl child labourers increased.*
- *CP outcome 2.3: Access to formal and non-formal education systems for boy and girl child labourers, other out-of-school children and those at risk increased.*

DWCP Priority 3: *Socio-economic impact of HIV/AIDS in the workplace mitigated.*

- *Outcome 3.1: Plans and programmes on HIV/AIDS at the workplace improved and implemented.*
- *Outcome 3.2: Sector policies and legislation that address HIV/AIDS in the workplace in accordance with the ILO Code of Practice and International Labour Standards adopted.*

MKUKUTA Cluster III: Governance and accountability. Although not listed as one of the DWCP priorities, ILO support to the legal sector under Cluster III has been prominent in safeguarding workers' rights and assisting in the implementation and compliance of the labour laws. The ILO has also supported the Tanzanian Bureau of National Statistics in the conduct of the national labour surveys and, most recently in collaborating in the mapping of the decent work profile.

47. The Zanzibar poverty reduction strategy (MKUZA) also adopts an outcome-based approach and identifies three clusters and establishes a 4-year implementation period:

- Growth and reduction of income poverty;
- Social services and well-being; and
- Good governance and national unity.

48. Both strategies are currently being reviewed and it is expected that the outcomes and findings of this review will contribute to the MKUKUTA II and the MKUZA II.
49. These three priorities are relevant to the needs of Tanzania – a country which suffers from high incidence of unemployment, child labour and HIV/AIDS. Regarding decent work, the ILO’s Decent Work Country Profile states that around 90 per cent of Tanzanian workers remain in vulnerable and informal employment.¹⁴

¹⁴ International Labour Office, *Decent Work Country Profile TANZANIA (mainland)*, Dar es Salaam and Geneva

4. Findings

4.1 The ILO's Country Programme implementation

50. The ILO's strategies were relevant and consonant with Tanzania's development priorities as outlined in a series of policy documents such as the National Poverty Eradication Strategy (1998), Medium-Term Plan for Growth and Poverty Eradication, Vision 2025 (Planning Commission 1999), etc. There was a direct linkage between the ILO's Country Programme activities and the PRSP and UNDAF. Furthermore, both the PRSP and DWCP processes followed a participatory approach by holding consultation meetings with stakeholders.
51. In reviewing the three Country Programme cycles, covered in this evaluation, a net progression towards increased consideration given to the strategic dimension of the national poverty reduction strategies is noticeable. The operations carried out by the ILO were geared towards poverty reduction and, therefore, consistent with the focus of the Country Programme from 2004 to 2005 and of the DWCP since 2006.
52. Prior to the focus on Decent Work Country Programming, the ILO's programmes of assistance were prepared under biannual Programme and Budget guidelines, which were continuously revised to reflect ongoing ILO strategic thinking. Taking into account this evolution, a selected group of principles were examined: strategic selectivity; appropriateness of instrument-mix and synergic impact; comparative advantage; client ownership and strategic partnership; and outcome indicators. This approach allowed for a homogeneous review of the Country Programmes for 2004-2006 and 2006-2010.

4.2 Strategic and policy support

53. The evaluation examined the number of activities supporting the ILO Country Programme strategies and the supporting technical cooperation operations to assess whether these had a policy support focus. Findings suggest that even if the direct outcome of many operations did not have an explicit policy support objective, many of them ended up supporting activities that led to policy creation or strengthening. The table in Annex 3 lists some of these contributions; unfortunately, evidence of some of these outcomes was hard to obtain given the absence of results frameworks and accessible M&E information.
54. Overall, many of the downstream activities carried out through technical cooperation have supported policy formulation and implementation. For example, they supported the National Employment Policy, National Youth Employment Policy,

development of the National Security Framework, and the National Policy on HIV/AIDS, the Cooperative Development Policy in Zanzibar, Labour Law Review/Reform 2000-05, Small and Medium-Sized Enterprise Development Policy, Children Protection Policy, Zanzibar Employment Policy, and Zanzibar Training Apprenticeship Policy.

55. The 2004-05 Country Programme identified the need to narrow down the areas of ILO interventions into the three thematic areas (employment generation, HIV/AIDS, and elimination of child labour)¹⁵ which would be converted as priority areas of the first DWCP signed in August 2006.
56. Accordingly, the DWCP 2006-2010 incorporates all past activities, organized under three main and two cross-cutting priorities and categories/priorities and nine country outcomes. The various outputs and outcomes under each priority were for the most part independent from one another and lacked strategic synergies or complementariness among them. It is important to note, however, that in July 2009, the Dar es Salaam Office retrofitted the DWCP workplan to ensure improvement of the quality of indicators and of the overall evaluability of the Programme. The retrofitting exercise was the first time all programmes and projects in the DWCP were brought together to discuss and analyse the different outcomes, outputs, activities and indicators (see Annex 2).
57. Moreover, the ILO's prominent presence in the One UN JPs as the managing agency for the first JP: Wealth Creation, Employment and Economic Empowerment has also contributed to a significant improvement on the coherence among the different components of the DWCP. The other two main priorities of the ILO's DWCP have been incorporated as cross-cutting issues into the other components of the Joint Programmes, namely JP2: Reduction of Maternal and Newborn Mortality, JP3: Support to the National HIV and AIDS Response, JP4: Capacity Strengthening for Development Management and JP5: Capacity Building Support to Zanzibar. ILO participation in the expanded Joint Programme on Education and Social Protection is being finalized.
58. Policy support programme (PSP) activities are demanding in terms of analytical work, background studies and policy framework papers. PSPs typically require a detailed review of numerous diagnostic background documents from which outstanding issues are derived and developed into a matrix of policy reform to be shared and owned by the national tripartite partners. The ILO's contributions to policy support are numerous, as seen in Annex 3.
59. Resource mobilization for policy support operations, notably those allocated to conduct analytical work and background studies on decent work, were not sufficient during the period covered by this evaluation. A number of challenges still need to be

¹⁵ International Labour Office, *Report of the Director-General, ILO programme implementation report: 2004-05*, Geneva 2006 www.ilo.or/public/english/standards/relm/ilc95/reports.htm

addressed. These include the insufficient research on the translation of macro-level achievements to the micro level to better gauge growth-poverty linkages that would allow the development of relevant decent work strategies.

Lesson learned 1: The relevance and coherence of the DWCP would improve if proper needs assessments were conducted prior to identifying priorities and starting negotiations with national constituents.

4.3 Support to Zanzibar

60. To address the challenges facing Zanzibar, the MKUZA was adopted in 2007. UN assistance is through the Joint Programme on Capacity Building Support to Zanzibar (JP5), which falls under the One UN Programme in Tanzania with the participation of ILO along with UNDP, UNESCO, UNFPA, UNIDO, FAO, WFP, UNIFEM and WHO as partner agencies.
61. This One UN Joint Pilot Programme is implemented under the leadership of the Government of Zanzibar to ensure national ownership and ownership. The programme focuses on the following areas: (a) wealth creation, employment and economic empowerment; (b) reduction of maternal, newborn and child mortality and improved social services; and (c) national capacity development management. It is expected that, through this Programme, there will be increased access to sustainable income opportunities, productive employment and food security in rural and urban areas by 2009. It is also envisaged that, by focusing on the poor and most vulnerable, access to quality basic social services for all is likely to increase. The Programme is also expected to strengthen democratic structures and systems of good governance, as well as the rule of law and the application of human rights.
62. Overall, capacity building support to Zanzibar is expected to contribute to the achievement of the goals and objectives of the MKUZA and the MDGs as they relate to Zanzibar, covering also both Pemba and Unguja islands.

4.4 ILO expenditures in support of Tanzania and Zanzibar

63. The ILO has invested significant resources in the implementation of this country programme. During the period 2005 through June 2010, the total expenditures made by the ILO Office in Dar es Salaam were US\$17,807,164.77. This included US\$2,151,325 of regular budget (RB) funds, which include staff, non-staff and technical cooperation (RBTC) funds. In addition, the Office allocated US\$691,858 from the Regular Budget Supplementary Account (RBSA) for activities supporting the implementation of the DWCP and US\$731,690 from the Programme Support

Income (PSI) account. The extra-budgetary technical cooperation (XBTC) included 22 projects, amounting to US\$ 14,232,291.77 of direct expenditure in Tanzania. In addition, indirect support and outputs were provided throughout this period through activities in global, inter-regional and regional projects undertaken by the ILO.

Table 3 Tanzania Country Programme financial expenditures: (2004-2010)

Source of funds	Total 2004-2010 *
1. Regular budget (ILO Dar es Salaam)	2 151 325
a. Staff	1 749 123
b. Travel	73 497
c. Technical Cooperation (RBTC)	328 705
2. Regular budget supplementary account (RBSA)	691 858
3. Programme Support Income (PSI)	731 690
4. Extra Budgetary Resources Technical Cooperation (XBTC)	14 232 29.77
TOTAL (1+2+3+4)	17,807,164.77

4.5 Appropriateness of project mix and synergic impact

64. Each programming cycle delivered assistance composed mostly of technical cooperation activities, some of which contributed to policy based operations but were mostly geared towards implementation support (downstream). A balanced mix of these instruments is necessary to establish synergies among various ILO endeavours in the current DWCP, thus having a positive impact on future DWCPs.

4.6 Constituent ownership

65. The ILO performed well with regards to tripartite stakeholder participation. During the period under review, the ILO facilitated national constituents' participation in the consultative process of the UNDAP. Meetings with national constituents were held as part of the consultation process for the design of the DWCP to foster client ownership. In terms of project commitment and ownership, the Ministry of Labour officials interviewed consistently expressed satisfaction with ILO performance and support provided by TC projects.

4.7 Strategic partnership

Lesson learned 2: ILO commitments of support are more likely to achieve results if programmes and projects are designed based on: (i) comparative advantage, (ii) availability of technical expertise, and (iii) lessons from experiences.

66. The adequacy, coherence and complementarities of the ILO assistance programme. in relation to those of other development partners, are key to developing strategic partnerships. The general perception among the Government and donors is that the ILO has been supportive but could use its comparative advantage in labour standards and employment to contribute to the upstream activities and create awareness of the DWCP. Most development partners are aware of the ILO JP activities, but are not familiar with its DWCP. However, the ILO Director informed the evaluation team that ILO chairs the UN Working Groups on Gender and Human Rights leads the UN Development Partners' working group on employment, and co-chairs the social protection group. It also attends the private sector development group.
67. During the period under review, the ILO has expanded its partnerships beyond the Ministry of Labour. This positive trend has been observed since the beginning of the JPs; however, the ILO should optimize new opportunities provided by the UN DAO programmes to establish a continuous dialogue with other key ministries (i.e. Finance, Planning and Agriculture) on areas of common interest regarding decent work and job creation, thus maximizing its impact on employment policy. The two Country Programme cycles under review show modest policy dialogue contributions, which produce marginal results on the ground in terms of policy influence.

4.8 Results framework (DWCP design)

68. The Country Programme has not been supported by a set of medium-term performance indicators or by a sound monitoring and evaluation system to help determine the effectiveness of the ILO's Programme in Tanzania. Though some of the ILO projects presented acceptable indicators, crucial to judge their successes, they do not provide monitorable medium-term outcome indicators. It is important that, in future, such performance indicators be identified.
69. 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. Similarly, the collection of information by the implementing partners was not covered by appropriate conditions in the project documents and regularly monitored by the ILO. 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

guidelines. This problem was compounded by the absence of compatible monitoring and evaluation systems within the Ministry of Labour.

Lesson learned 3: The coherence among the different outputs of the DWCP would improve if these were properly linked to priorities and outcomes from the identification in the design phase. This would require a more comprehensive analysis of the country's decent work challenges and of institutional capacity needs.

4.9 Portfolio performance

70. The overall performance of the Country Programme portfolio of activities was based on the assessment of projects based on the five evaluation criteria, namely, (i) relevance, (ii) achievement of objectives and outputs (effectiveness), (iii) efficiency of allocation and utilization of resources, (iv) coherence, and (v) sustainability of project outcomes/results.
71. The overall assessment of the Programme indicates that although significant improvements are being made, the ILO Office in Dar es Salaam must work closely with the Government and implementation partners in order to bring about an early and sustained improvement in project implementation based on tripartite portfolio assessment. In this regard, the implementation of the DWCP 2006-2010 which involved the national constituents during the design phase, could systematically involve them in the monitoring and evaluation process, thus increasing ownership of and shared responsibility for effective implementation.
72. Three sources of information were used to assess the efficiency of the ILO interventions during the period under review: project financial reports; ILO files and field interviews; and compliance with established project and programme reporting. Information on programme and project implementation was made available, although not always easily available. Various requests were made for project documentation, but not all projects were able to produce implementation reports. The absence of a systemic programme and project monitoring system was evident.
73. It is noteworthy that information on the country portfolio is scarce. Whatever information was available came from annual regional reports and ILO Tanzania annual reports. The evaluation team was not able to obtain evidence of cyclical portfolio reviews (financial or programmatic), with the exception of the retrofitting of the DWCP results framework, conducted for the first time in July 2009. It is hoped that with the recent initiative to strengthen the M&E unit at the regional level, there would be more proactive oversight by the unit.

Lesson learned 4: Without clear and quantified targets, it is difficult to monitor and evaluate the Programme and ascertain if achievements have fallen short of, met or surpassed targets.

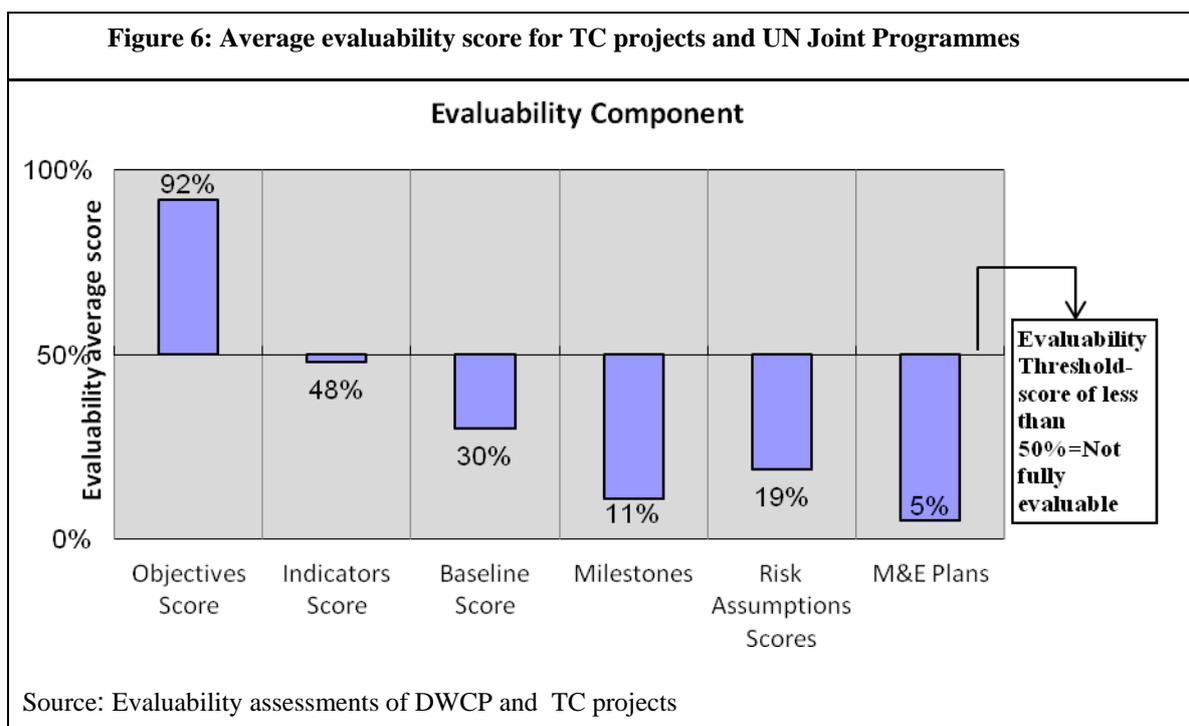
74. The lack of proper project implementation reporting made it difficult to assess the actual causes for project delays. Most of the information was collected through interviews of programme staff. Some of the reasons for delays were attributed to contracting and procurement processes, disbursement problems, and inadequate communication among the parties involved. Unfortunately, the evaluation team has not been able to verify this given the lack of supporting documentation.
75. Because the majority of projects are still ongoing, the assessment assumed that project outcomes are likely to be achieved in future provided the efficiency issues hindering their timely implementation are vigorously addressed. The evaluation team also noted an improvement in the delivery rate of the ILO portfolio in Tanzania. The 2009 Regional Director's report ranks Tanzania second in delivery for Africa with a 65 per cent delivery rate. Although financial delivery is an indicator of efficient financial disbursement, this by no means should be taken as an absolute impact indicator. Consequently, the assessment provides an overall satisfactory efficiency score based on projected financial delivery improvements and demonstrated in implementation timeliness.

4.10 Evaluability

Lesson learned 5: Clear understanding of its comparative advantage and a realistic assessment of available expertise (including from TC) and predictable resources would bring about a more focused and effective upstreamed Country Programme.

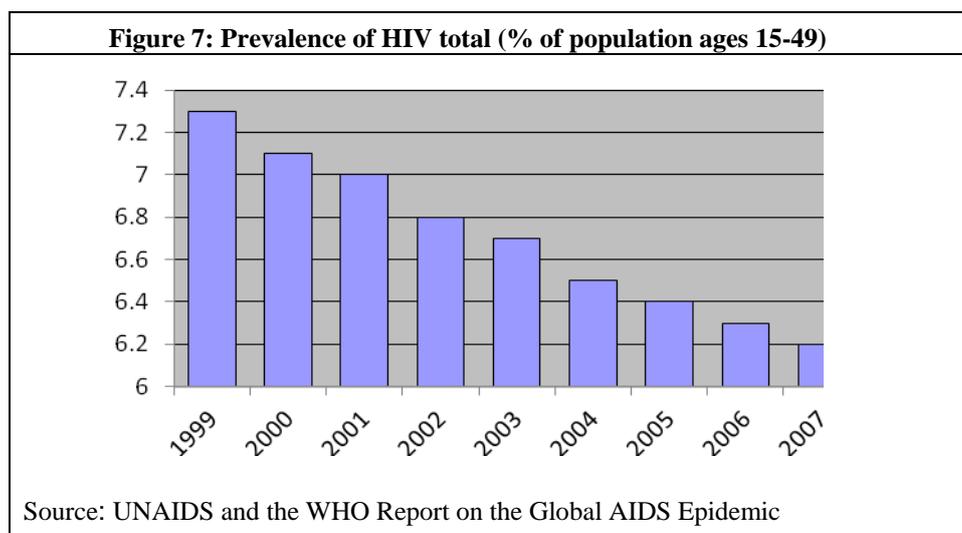
76. Overall, the project documents reviewed have presented Programme objectives and related challenges the Programme intends to address clearly. Although this is positive, further assessment of the logical structure of projects consistently identified gaps in the links between activities, outputs and outcomes. This limited the accurate determination of links between identified objectives, strategic intent and results.
77. An additional observation is that there is a consistent tendency to formulate indicators only at the output level. These indicators, for the most part, tend to refer to activities and are not fully measurable. This again adds to the gap in determining progress towards results measured.

78. It was also noted that several of the projects reviewed lacked concrete monitoring plans. For the most part, workplans seemed to serve this purpose, giving a false impression that results are being tracked when in fact activities are. Essentially, none of the projects reviewed presented tangible logical frameworks, implementation plans or monitoring and evaluation plans. This largely made the projects assessed appear incomplete. For full details of project evaluability assessments, please refer to Annex 3.



5. Country Programme strengths and challenges

79. Regarding the status of decent work in Tanzania, the ILO's Decent Work Country Profile states that around 90 per cent of Tanzanian workers remain in vulnerable and informal employment.¹⁶ Youth is in a particularly critical situation in this regard. According to the Integrated Labour Force Survey, child labour is still quite common with 27 per cent of all children in the age group from 5 to 17 years considered to be working. Although this represents a decrease from the 31 per cent reported for 2001, discussions with the National Bureau of Statistics revealed a discrepancy in the methods used between 2001 and 2006, bringing into question the accuracy of reported decrease.
80. Regarding HIV/AIDS, the Profile estimates that 1.4 million people live with the disease, with 70.5 per cent of them in their most productive working years, i.e. in the age range of 25 to 49 years. According to other documents, the figure has risen to 1.8 million.



5.1 Relevance

Strengths

81. As previously indicated, the Tanzanian Government and national constituents were consulted regarding the setting of the three DWCP priorities. Although meetings were organized both on the mainland and Zanzibar to discuss and sign the DWCP, there is no indication of active participation of all stakeholders in the identification and selection of priorities prior to finalizing the document. Nonetheless, the three

¹⁶ International Labour Office, *Decent Work Country Profile TANZANIA (mainland)*, Dar es Salaam and Geneva, 2010.

priorities selected are relevant to the national poverty reduction strategies and perceived to be of relevance by tripartite constituents who signed the DWCP.

82. The DWCP is also relevant to the achievement of the Millennium Development Goals. The three priorities are: a) poverty reduction through creation of decent work opportunities with a focus on young women and men; b) incidence of child labour and its worst forms reduced; and c) socio-economic impact of HIV/AIDS at the workplace mitigated; and can be said to contribute to the MDGs as shown in Table 4.
83. The DWCP is aligned to the issues mentioned in the MKUKUTA and MKUZA clusters. However, it must be noted that both documents are very wide ranging and encompass multiple sector activities and do not explicitly include decent work or employment generation as a strategic objective. At the same time, it is worth mentioning though that the issue of decent work and employment generation as a vehicle for poverty reduction is prominent in the draft MKUKUTA II and MKUZA II (2010-2011 and 2014-2015). These signal a more proactive interaction of ILO Tanzania in the development of these strategies.

Table 4 MDG goals

MDG goals	Contributing DWCP priority
Goal 1: Eradicate extreme poverty and hunger	a), b) & c)
Goal 2: Achieve universal primary education	a) & c)
Goal 3: Promote gender equality and empower women	a)
Goal 4: Reduce child mortality	a), b) & c)
Goal 5: Improve maternal health	a) & c)
Goal 6: Combat HIV/AIDS, malaria and other diseases	c)
Goal 7: Ensure environmental sustainability	-
Goal 8: Develop a Global Partnership for Development	-

84. The alignment with the UNDAF for 2007-2010 is quite clear. The UNDAF was signed by the UN and the Government in July 2006 and focuses on six cross-cutting themes, of which four: youth, children, HIV/AIDS and employment are reflected in the DWCP.
85. As a result of the Delivering as One (DAO) UN reform, the ILO along with other UN agencies is participating in the Joint Programmes. The ILO is the managing agent for JP1, which focuses on wealth creation, employment and economic empowerment. JP1 is working with the mainland Ministry of Labour and the regional and local authorities in the two poorest regions of Tanzania, Lindi and

Mtwara, on a number of activities – all of which can be stated to be relevant, according to the MKUKUTA. The ILO also provides support to JP5 which focuses on capacity building support for Zanzibar and has been leading efforts to assist the Zanzibar Ministry of Labour and the social partners to build capacity in the areas of labour law and labour relations, and to support the drafting of proposed regulations to implement the new labour laws. These issues are of importance according to the current MKUZA.

Challenges

86. The persistency of unemployment, especially among youth, the increased number of working poor and gender wage inequities, and high levels of child labour, signal structural challenges to decent work in Tanzania. These could be a reflection of weak legal and policy structures that aim at promoting and sustaining decent work. This challenge offers the ILO an opportunity to refocus its Country Programme towards policy support activities. Although the first priority in the DWCP, 'Poverty reduction through creation of decent work opportunities with a focus on young women and men', is very wide ranging and is in accordance with the four principles of the Decent Work Agenda, the other three pillars of decent work should be reflected as priorities. The elimination of child labour and mitigation of the socio-economic effects of HIV/AIDS in the workplace should be cross-cutting themes, embedded in all other priorities selected. The next DWCP should give greater focus to the strengthening of the legal and social protection frameworks needed for decent work.
87. Increasingly, mainly through the JP instruments, the ILO's work in Tanzania is becoming more aligned to the JAST. The JAST also outlines the role of non-State actors to the extent that they contribute to the successful implementation of the Strategy. However, there is still need for greater alignment of the ILO's work with partners beyond UN agencies and the Government. An example of this would be the Women's Entrepreneurship Development and Gender Equality project (WEDGE), with activities promoting female entrepreneurship which overlap and duplicate the work already carried out by local NGOs.
88. The JAST requires that development partners increasingly use Government systems in terms of financing, procurement, accounting, auditing, monitoring and evaluation. This is also in line with various international commitments and initiatives on aid effectiveness, including the Paris Declaration on Aid Effectiveness (2005). Given the above, the ILO still has more to do to be fully aligned with the JAST. Although the ILO has indicated that its financial disbursement and procurement systems do not allow it to use Government channels, it has recognized the need to increase compatibility with local systems while safeguarding transparency, efficiency and effectiveness.
89. ILO Tanzania does ensure the involvement of different partners in the formulation of its DWCP and in the different projects. In fact, the bringing together of different

partners involved in labour issues in the country – Government, employers, trade unions, civil society and increasingly the informal sector – is one of the strengths of the ILO which sets it apart from other development actors.

90. At the same time, however, it often appears that the three main priorities that the current DWCP is built upon: decent employment, child labour and HIV/AIDs, were formulated by the ILO and agreed to by the Government and social partners, rather than the Government being presented with a menu of options. It would have been even better if the Government had identified those priorities. During the evaluation mission, Tanzanian stakeholders were unable to articulate what other priorities they would like to see along with or instead of the existing DWCP priorities. The challenge for the ILO in this regard is how to support the Government and social partners in becoming equal strategic partners in prioritizing labour and employment issues.
91. ILO Tanzania should focus on its comparative advantage and decide where to best place its focus and scarce resources. What the ILO does at the policy level, no other agency can undertake, while numerous other agencies are capable of undertaking the implementation of projects. The ILO should have a clearer focus and establish strategic alliances with other development partners that have greater flexibility and technical expertise to undertake field-level projects.
92. In a draft guidance note prepared by the Cluster Advisors for the UN Country Management Team, it was stated that the UN should undertake both upstream policy work and downstream technical assistance projects, but that both streams need to be implemented in ways that better feed and reinforce each other. However, it also cautioned that the UN should avoid getting involved in direct delivery of services and instead strive to improve an enabling environment where people are empowered to access services (from Government or the private sector). In most cases, NGOs and civil society organizations (CSOs) are better placed, due to their large outreach, and, for sustainability purposes, to implement downstream activities. This implies that the ILO would need to look for effective ways to engage with them.
93. Currently, the ILO Programme includes some downstream projects which are justified on the grounds that lessons learned are or can be fed into upstream strategy or policy making. However, it is unclear if and how that occurs. Rather, it is clear that field-based projects are undertaken because resources from different donors have become available.
94. ILO Tanzania needs to have funding which is predictable and secure over the medium to long term; otherwise it will be compelled to expend energies to attract resources for activities that meet donor objectives whether those were aligned with the DWCP or not. This means that ILO Tanzania would continue to function as it

does now – with projects operating more or less in isolation and this fragmentation presented as ostensibly being in alignment with the DWCP.

5.2 Coherence

Strengths

95. It is worth mentioning that since the implementation of the JPs began, greater coherence can be seen among the various outputs of the DWCP as well as among the various UN agencies. This has been a learning by doing process which is beginning to show results at the aggregate level.
96. The retrofitted workplan for the DWCP shows greater coherence among the different outputs and activities. The project that seems to be promoting greater coherence is COOPAfrica. The project has contributed to the second priority (i.e. child labour), and collaborated with IPEC by initiating capacity building and sensitization of cooperatives' apex leaders. By December 2008, 14 cooperative unions supported by the Tanzania Federation of Cooperatives (TFC) were engaged in piloting initiatives in their respective communities.
97. With regards to the third priority (i.e. HIV/AIDs), the ILO mobilized support from other development partners to initiate the HIV/AIDS Prevention and Impact Mitigation in Tanzania through Cooperatives initiative in mid-June 2008. This initiative aims at improving conditions and status through prevention and economic empowerment of women and men living with HIV who are actively working in targeted informal settings.
98. At the programme level, under the DAO, the Partner United Nations Agencies or PUNs have begun undertaking joint missions to field sites such as to the Lindi and Mtwara regions for JP1: Wealth Creation, Employment And Economic Empowerment. Such joint missions are enabling them to learn of each other's activities on the ground and to monitor the delivery of intended outputs and outcomes. These joint missions can also provide an opportunity to identify possible synergies for future planning thus strengthening coherence.
99. As another example, in JP10 on Education, five UN agencies have come together to collaborate as well as the ministries of education, community development, gender and children and labour employment, the Vocational Education and Training Authority (VETA), the Association of Tanzania Employers (ATE) and the Trade Union Congress of Tanzania (TUCTA). Meetings are held between these partners.
100. This is the case for all the JPs with obviously different numbers of stakeholders involved in steering committees or working groups depending upon the number of activities the JP is engaged in. The important thing to note is that increasingly UN agencies are coordinating with one another and discovering one another's (and one

another's partners) aims and objectives. The JPs are thus beginning to demonstrate considerable potential to strengthen coherence.

101. In addition, the appointment of cluster advisors such as the one on Growth, employment and poverty reduction which is located in the ILO Office, has meant that UN opinions are consolidated for input into the PRSP and also UNDAP in a more coherent manner. It is more than likely that the next UNDAP will be more coherent and harmonized than the current UNDAF.

Challenges

102. If the current various activities and projects of the ILO's Country Programme for Tanzania were to be mapped out in the form of a problem tree, the lack of prioritization would become evident, thus diffusing its potential impact and the sustainability of results achieved. In its next phase of DWCP, the challenge for ILO Tanzania should be to ensure that all projects are coherently tackling a select number of primary problems of a 'problem tree' instead of spreading itself too thin and wasting already scarce human and financial capacity.
103. While programme and staff meetings and the notice board are positive initiatives, they are not optimally utilized. More hands-on programming retreats such as the retrofitting exercises held in July 2009 and November 2009 should be planned for programme and project staff.
104. The objective of these workshops/retreats should be to review portfolio performance and identify bottlenecks to programme effectiveness and efficiency, and future priority areas for future programming to bring about programmatic clarity in the light of the forthcoming MKUKUTA and MKUZA, UNDAP and One UN programming among other things. The three outcomes identified at the staff retreat of November 2009 were: a) compliance with labour laws; b) improved education and skills training; and c) improved social protection. It was realized that further work would need to be done in terms of strategic planning and this is a challenge for the ILO.
105. The lack of coherence is also present in the first component of the One UN Joint Programme (JP1), where the ILO is the managing agent. It is extremely difficult to see how the different activities under JP1 complement each other and lead to mutually reinforcing outputs and outcomes. The JP1 component is the oldest of the Joint Programmes and did not have any lessons learned or established methodology to build on during its design and start-up phase.
106. In terms of its scope, it is also one of the widest ranging. It includes ten sub-components:
 - i. farmers' field schools in livestock and crops,
 - ii. value adding of cashew nuts and crops,

- iii. business and skills training,
- iv. training in food safety and quality,
- v. production of seedlings, targeting of youth and youth groups,
- vi. strengthening of laboratories, rehabilitation of roads using labour-intensive technology,
- vii. promotion of rural renewable energy and utilization of agro-waste,
- viii. training in solid waste management,
- ix. promotion of science, technology and innovation (STI), and
- x. the establishment of a Labour Market Information System and several other information systems.

107. In addition, activities are being undertaken by headquarters to develop and strengthen systems and policies and to develop systems and implement activities in Lindi and Mtwara . The lack of clear links and coherence among these activities makes it difficult to clearly identified the desired outcomes apart from short-term benefits to those directly involved or targeted in these dispersed projects.

108. Much in the same way that the DWCP priorities were established, JP1 is in fact a collection of projects. Organizations like UNIFEM are frank in stating that they retrofitted their projects into JP1, thereby making the linkage to clear outcomes poor. This, along with the issue of harmonization of cash transfers, is why it scores poorly in the performance rankings of the One UN. Giving it 49 out of a possible 100 on one of the two criteria used, the UN Interagency Assessment Team noted in its 2009 evaluation of the performance of the JP:

- The results logic is still not clear despite the mid-2008 intensive review undertaken in conjunction the RBM Group. The horizontal results links between the four key results are not clear - what is the results logic/link between wealth creation and food security/safety?
- The vertical results links within each result area are weak. The programme still looks very much like a patchwork of activities.

109. It is realized that linkages between the various projects can be strengthened and that different UN agencies can draw upon the diverse range of technical expertise and comparative advantages existing within JP1 to complement one another's work to become more effective. The JP recognizes that these linkages are all the more important because of the shift towards devolution of public administration in Tanzania where it is likely that local government agencies (LGAs) will, in the future, have a more active role in policy, planning and implementation. As stated in JP1's Annual Report for 2009, the UN JPs need to 'further narrow (their) focus and prioritize strategic interventions that are likely to generate dividends at a larger scale'.

110. Activities in the WEDGE project also appear to be poorly aligned. Different activities are undertaken with different groups of women in a seemingly

unconnected manner. Within itself, WEDGE needs to have greater coherence. While it does a very good job of publicizing its events and in visibility, WEDGE seems to be taking small bites all over the problem of low female entrepreneurship rather than making inroads into the issue from one direction. In fact, WEDGE is pretty much doing what other local NGOs have been doing. Training for women in entrepreneurship skills, access to finance, raising the issue in the media, displaying of products at fairs, etc., have been going on for years in Tanzania and will continue without the ILO. The question then arises regarding what the ILO's advantage is compared to an NGO, for example, which engages in similar activities, and how that advantage can be put to use.

111. Part of the reason for poor coherence within the ILO is that donors agree on financial commitments at different times that are earmarked for specific activities and for varying lengths of time. The challenge for the ILO Office in Tanzania is to be able to identify the right mix of activities for the Programme which can be delivered effectively and efficiently. There needs to be stronger attention placed on synergies among the different activities from the onset of the design phase.
112. The initial signs clearly indicate that the Joint Programme is successful in promoting synergies among the different UN agencies. They have begun to dialogue, plan and implement together. For agencies which have been working in isolation from one another, there are obviously teething troubles, but it is expected that over time these will reduce in magnitude and in fact the majority of those interviewed agree that the subsequent reporting and workplans have improved since the first reports and workplans. One teething problem is that different UN agencies report using their own styles; another is that some use the Government exchequer in Tanzania to channel funds while others such as the ILO and UNIDO do not. Incidentally, this was a second reason for the low score in the Performance Ratings that JP1 received compared to other JPs.
113. If the current One UN JPs produce results which demonstrate efficiency and effectiveness, it is expected that more donors will use this Delivering as One funding window to channel resources. This would untie the ILO from the restrictions that bilateral funding entails. It would provide an opportunity to build greater coherence amongst its various projects within its DWCP and those of others in the JPs. Further, it is expected that greater resources for and use of its RBSA will enable the ILO as a whole and ILO Tanzania to focus activities more strategically.

5.3 Efficiency

Strengths

114. Tanzania has an advantage in that the area office is based in Dar es Salaam and also oversees the Organization's work in Uganda, Kenya and Somalia. By virtue of being housed in-country, ILO Tanzania is able to take advantage of the ILO experts

present in Dar es Salaam where they are able to attend to matters relating to Tanzania more easily.

115. The management of JP1 presented challenges for ILO Tanzania in terms of its administrative and programming capacities, which were tested while learning to work effectively with other UN agencies. The ILO Office in Dar es Salaam was able to fully integrate most of its DWCP activities into the Joint Programme. The PUNs are increasingly coordinating their efforts through coordination and working group meetings. Monthly or quarterly meetings are instituted in most, if not all, the JPs.
116. A performance review has been put in place for the JPs to assess achievements of targets and establish priorities for future funding. The assessments are based on two criteria: a) to what extent have the activities, as captured in the workplan, been achieved; and b) to what extent have the (process) performance indicators relating to aid effectiveness and the UN's normative role been met.

Challenges

117. The Office in Addis Ababa can only react to requests made subject to resources being available. Tanzania is one of 14 countries to which the RO provides technical assistance and thus it is not surprising that some experts based in Addis Ababa have not been involved in Tanzania for several years. Given this, the challenge for ILO Tanzania is how to build up expertise in the country as the current system is below optimal effectiveness.
118. The ceiling of US\$20,000 for waiver of competitive bidding has been identified as a hindrance by a number of units in ILO Tanzania; however, headquarters has recently raised the threshold to US\$30,000. In fact, this new ceiling is far from the US\$250,000 requested by the regional country directors. Such a substantial leap is unlikely to occur; however the ILO needs to reconsider a more realistic ceiling to ensure timely delivery.

Lesson learned 6: While decentralization of operational procedures is important to facilitate efficient delivery, there should be a minimum set of standard practices for programme management and oversight. The Regional Office is in the process of developing a M&E Plan and undertaking a series of regional and country level evaluations.

119. The use of national systems is one of the evaluation criteria used for fund allocation under the Process Indicators for performance assessment of the JPs. In the case of JP1, it lowers its overall score, as specialized agencies such as the ILO and UNIDO do not use Government systems and do not channel funds directly through the Exchequer. According to the ILO, the ratings should be more reflective of the process side of implementation rather than disproportionately weighing how much

volume of financial resources is channelled through the Government. Indeed, it has been stated by employers' associations and trade unions that they experience far more efficient disbursements of funds by ILO versus those they try to tap into going through Government. They also state that the amount of procurement the ILO makes compared to other agencies such as UNDP, is insignificant.

120. It should also be noted that the European Union Heads of Mission in Tanzania in a joint paper issued in March 2010 called for the UN to increase the pace of reform enabling country teams to deliver more efficiently and to ensure greater coherence in the messages of different UN agencies. It stated that if the reforms being achieved in Tanzania were 'replicated across the United Nations development system, (they) would have the potential to improve dramatically the way the UN does business in developing countries, to implement the system-wide coherence agenda and deliver more efficient and effective development results'.

5.4 Effectiveness

Strengths

121. The Government views the ILO as a strong partner. It has appreciated the assistance that the Organization has provided. Major policies and laws drafted in Tanzania with the support of the ILO have included the Occupational Health and Safety Act, 2003, the Employment and Labour Relations Act, 2004, the Labour Institutions Act, 2004, the Workmen's Compensation Act, 2008, and the Social Security (Regulatory Authority) Act, 2008. This last act seeks to harmonize the previously existing separate social security funds, which have been divided among four different authorities and which have had separate monitoring authority and registry, and even (in the case of the National Social Security Fund) its own inspectorate with powers of prosecution. These laws have been supplemented by a number of regulations.
122. The ILO's role has been crucial in the preparation of the above and also in preparation of the National Employment Policy 2008, the National Youth Employment Action Plan of 2007 and the National Employment Creation Programme of 2007.
123. The issue of decent work as a concept was not discussed in MKUKUTA I. In MKUKUTA II, which is in draft stage, the ILO has played a pivotal role in promoting the Decent Work Agenda. The draft strategy focuses on this issue in the document, stating that the Government will strive to ensure the creation of productive and decent employment, especially for women and youth. With a special focus on the sectors of agriculture, manufacturing, tourism, mining and infrastructure, the draft strategy states that interventions should ensure that growth in these sectors generates decent employment able to lift the majority of the poor out of poverty. It also states that while the private sector is the engine of growth, the

Government and other actors should play a facilitation role to ensure that created jobs are decent. Decent jobs, it declares, will be ensured by:

- Enforcing labour laws and standards
- Improving labour market information systems
- Strengthening the institutional framework for efficient coordination of employment creation
- Implementing affirmative action in employment creation for youth, women, people with disabilities as well as other disadvantaged sections of society
- Increasing the number of the vulnerable economically active population reached with social protection in order to enable them engage effectively in economic activities
- Providing investment in human capital
- Stepping up financial sector support for creation of decent employment
- Implementing gender responsive and HIV and AIDS programmes

124. Such a strong emphasis on decent work has been largely due to the efforts of the ILO and its inputs prior to and during the preparation of the strategy.
125. Child labour interventions started with IPEC in 1994 and continued until 1998. The ratification by the Government of Tanzania of Conventions Nos. 138 and 182 was largely due to IPEC. In addition, child labour has been mainstreamed into the discourse in Tanzania on labour and employment issues.
126. Several studies, reviews, audits, baselines and plans have been undertaken with the support of the ILO. For example, since September 2008, COOPAfrica has been supporting the Tanzania Federation of Cooperatives (TFC) to review its draft Strategic Plan for 2009-2013 and since mid-2008, in collaboration with the UK Cooperative College, the Programme is working to assist Moshi University College of Co-operative and Business Studies to review and develop its curricula. Under the Improving Job Quality in Africa project, several studies were undertaken looking at working conditions in Tanzania and the regulatory framework pertaining to them. How they will assist in implementation of future activities still remains to be seen.
127. Recently, an audit of the labour administration and inspection services in the United Republic of Tanzania was carried out in order to improve labour law compliance. The overall aim of the audit was to help both Tanzania mainland and Zanzibar to improve the effectiveness and efficiency of their labour administration and inspection services and to draw up action plans for implementing these improvements. This audit can be used both as a baseline and an implementation planning tool.
128. In Zanzibar, important Acts drafted with the support of the ILO have included the Employment Act No. 11, 2005, the Labour Relations Act No.1, 2005, the

Occupational Safety and Health Act No. 8, 2005, the Workers' Compensation Act No.5, 2005, and the Zanzibar Social Security Fund Act No 2, 2005.

129. Further, the regulations governing the Dispute Handling Unit (DHU) in Zanzibar are being drafted with ILO assistance. The Labour Officers assigned to the DHU have completed a one-month course on mediation and arbitration, provided under the ILO's JP5 activities. Again in Zanzibar, COOPAfrica directly supported the Revolutionary Government in the formulation of the first cooperative development policy.
130. With regard to disabilities, the ILO assisted Zanzibar in adopting new legislation on disabled persons – the Persons with Disabilities (Rights and Privileges) Act, 2006. In Tanzania mainland, the ILO supported the drafting of a national comprehensive bill on persons with disabilities to replace existing disability legislation.
131. Government, trade unions and employers have expressed strong satisfaction with the tripartite dialogue which has brought partners together. In fact, this is quoted by many as one of the ILO's more efficient methods of working. Increasingly the dialogue is involving other civil society actors, NGOs and, through the JPs, other ministries. For its part, the ILO Tanzania Office has used tripartite social dialogue as a means of assisting the Government to devise, implement and evaluate strategies and policies.
132. The Subregional Office in Addis Ababa provided supported in the compilation of labour market indicators and supported the design of the 2006 Integrated Labour Force Survey. The National Bureau of Statistics stated that it welcomed the input that enabled the gathering of indicators pertaining to decent work issues. One major output was the Decent Work Country Profile for Tanzania (mainland) accomplished with the technical support of the Subregional Office. The Government of Tanzania, specifically the Ministry of Labour, stated that the publication helped it better understand decent work issues in the country and establish a baseline against which to measure progress in this area.

Lesson learned 7: Strengthening the expertise mix in the country office could enhance the effectiveness of the DWCP; this will require resource prioritization during the DWCP design phase.

133. The SRO has also been able to provide input into programmes promoting labour-based technologies. Apart from other outputs, support was given to the implementation of the labour-based component of JP1.

134. COOPAfrica's entry onto the scene in early-2008 has raised expectations that cooperatives and similar associations could be used by the ILO and other partner UN agencies as a conduit for their work on a wide array of issues including gender, HIV/AIDS, microfinance, child labour, agricultural production and marketing and infrastructure development, to name but a few.
135. Indeed as COOPAfrica's project document states, the role of cooperatives in social and economic development has received greater attention within the United Nations System and beyond during the past decade. The growing importance of cooperatives within the UN System is due to the fact that they are not specific to a particular economic and/or social sector, or any target group, as underlined in ILO Recommendation No. 193 which states that "cooperatives operate in all sectors of the economy". The work of virtually any UN agency could be facilitated through cooperatives, because organizational development is so fundamental to their field operations. In the current UN reform context, cooperatives could be seen as a vehicle with a tremendous potential for promoting UN interagency collaboration and joint programmes.
136. COOPAfrica has ambitious plans but is poorly resourced in terms of staff, though it should be stated that it does receive technical backstopping from headquarters and from the RO in Addis Ababa. The 4-5 staff members based in Dar es Salaam oversee COOPAfrica's work in nine East and South African countries and a further three, namely Benin, Cameroon and Mozambique on an HIV/AIDS programme. However, despite this constraint the project has been able to make significant gains in the first three years of DfID funding. It is working with a number of Savings and Credit Cooperative Societies in Tanzania, with the Trade Union Congress of Tanzania (TUCTA) as a grantee and significantly with a number of JPs and other ILO projects. Under JP1, for example, through its Challenge Fund, out of 41 project proposals received, one has been funded and ten have been approved for funding under certain conditions in Lindi and Mtwara.
137. There have been considerable benefits for all stakeholders because of the One UN Programme and the JPs even though it is in its infancy. The ILO has, for example, through its role in JP2 and JP3 increased its coordination with the Ministry of Health. One of the ILO's partners, TUCTA, states that it is now able to partner with other ministries beyond the Ministry of Labour and other agencies beyond the ILO and also with other civil society actors because of its involvement in the JPs. This is also the case for the Tanzania Youth Coalition which because of its role in JP1 has been brought closer to other UN agencies. According to UNFPA, JP2 has been strengthened because the ILO and non-traditional partners have been brought into the programme. Last but not least, smaller UN agencies such as the FAO appreciate the role that bigger agencies such as the ILO play as managing agents because they provide an opportunity and forum for such smaller agencies to promote their stances on poverty issues and possibly have greater influence.

Challenges

138. Targets are generally lacking in logical frameworks for TC projects and joint programmes. Both qualitative and quantitative targets need to be set so that project performance can be measured and better implementation planning can occur.
139. COOPAfrica has established an M&E system to validate actual accomplishments against targets. The monitoring and evaluation of results goes through a long and complex process whereby beneficiaries of the Challenge Fund grant mechanism project their estimate achievements at the inception of the project which are then reviewed by COOPAfrica through reporting, interviews and/or occasional field visits. During the implementation, interim estimates are collected. Final results at the end of each grantee's project are then evaluated externally and independently to specifically measure the effectiveness of the projection in relation to its initial targets. The impact assessment and baseline analysis carried out by the programme in all countries would enable some comparison (at national level and on a number of cooperatives) with and without the programme interventions.
140. It is difficult to assess how effective the National Time-Bound Programme for the Elimination of Child Labour has been as there is no effective system in place to assess where the children withdrawn from child labour have ended up. No tracer studies have been commissioned and neither is it possible to ascertain whether those families which were provided with entrepreneurship skills sent their children to school or work. This is actually indicative of an M&E system in ILO Tanzania which needs considerable improvement.

Lesson learned 8: The logical framework (results framework) is a dynamic tool, subject to adjustments as assumptions and risks change during implementation. Effective monitoring and evaluation of the DWCP and its projects should require regular reviews and revisions if necessary. The achievement of results is a shared responsibility, and would require involving social partners in the design, monitoring and evaluation processes of the ILO Country Programme in Tanzania.

5.5 Sustainability

Strengths

141. The JPs have technical working groups supporting implementation. This, while not assuring sustainability of activities after the end of projects, enhances such prospects as well as granting greater ownership to national stakeholders.

Lesson learned 9: Post-project tracking of achievements can yield valuable lessons for improved sustainability of future programmes.

142. All projects forged partnerships with national stakeholders, both public and private. As one example, a national advisory group exists for COOPAfrica in Tanzania consisting of major cooperatives stakeholders, the Ministry of Labour, and the Ministry of Agriculture, Food and Cooperatives, trade unions and CSOs. Also, in its collaboration with JP1, COOPAfrica has forged partnerships with organizations such as the Small Industries Development Organization, the Tanzania Chamber of Commerce, Industry and Agriculture, and the Savings and Credit Co-operative Union League of Tanzania, among others. In both the Lindi and Mtwara regions, a Regional Advisory Group (RAG) that comprises both public and private organizations has been established to manage the process of provision of financial support through the Challenge Fund.
143. The Minister of Labour, Permanent Secretary, Director of Employment and other senior officials in the Ministry take keen interest in the work of the ILO. They are well acquainted with senior management in ILO Tanzania and regularly attend or chair various workshops and meetings and participate in courses at the International Training Centre of the ILO in Turin (see Annex 5).
144. To mainstream labour issues into the work of Government, a training workshop was conducted for the Directors of Policy and Planning (DPPs) of selected Ministries in Dar es Salaam on 16 and 17 November 2009. Under JP1, this same training was extended to the planning officers from the same Directorates of Policy and Planning in selected Ministries. The purpose was to extend knowledge and skills in mainstreaming employment and decent work in Government development plans and also use the UN Chief Executives Board toolkit for mainstreaming employment and decent work. Since then, a proposal has been submitted by Research on Poverty Alleviation (REPOA), a national research and local capacity building institution to incorporate the toolkit in its training menu so that sustainability of training in this methodology can be enhanced.

Lesson learned 10: The implementation and sustainability of the Decent Work Agenda requires a multi-sector effort, making it necessary to expand ILO Tanzania's strategic alliances with other ministries in order to increase its effectiveness at the policy level.

Challenges

145. Government capacity is weak and even weaker at the local levels. This constraint should be a key consideration when designing new projects. Many ILO documents reflecting on a certain project's past performance cite weak Government capacities as a reason for slow progress.
146. Government institutions not only lack of technical and financial capacity, but also from a lacks the means to supply basic resources such as mobility for inspectors,

technological capacity for registering databases due to the Government's scarce financial resources. Given its budgetary constraints and the fact that Tanzania falls into the least developed countries category as defined by the United Nations, it is surprising to find ILO projects that would require significant amounts of resources from the Government to sustain project results.

147. As an example, under JP1, the establishment of a Labour Market Information System (LMIS) is proposed as an activity. In the study that was commissioned to propose ways of generating labour market information – a study which was shared in a stakeholders' forum with JP1 partners, Government and others, it was unclear why such an activity was proposed when the Government does not currently have the resources to maintain such a system. The same goes for the other information systems proposed under JP1 – Livelihood and Nutrition Information Systems (LFNIS), Comprehensive Food and Security and Vulnerability Analysis (CFSVA) and a management information system at the Ministry of Industry and Trade. Under JP1, staff members have been trained in LMIS, study tours outside Tanzania have been undertaken and desktops provided to employment committees. There is still no sign of a LMIS.
148. This is being repeated by JP10 on Education where an Education Sector Management Information System (ESMIS) is proposed with capacity strengthened at the district level. Without Government resources to fund the operation of such a system, it will not be sustainable.
149. It is difficult to see whether time-bound projects such as IPEC, which operated in 16 districts until early 2010 was effective or not. Certainly children were withdrawn during the lifetime of the project, others were prevented from entering child labour and rehabilitation of ex-child labourers was undertaken but both during the lifetime of the project and after it, IPEC failed to trace what happened to the target children and their families. It could very well be that most children relapsed into working. In the absence of a well-grounded ongoing M&E system, it is difficult to know.

6. Conclusions, lessons learned and recommendations

6.1 Conclusions

150. Despite the increase in real earnings observed in the last decade, the number of working poor remains high. According to the ILO's Decent Work Country Profile for Tanzania (mainland), one-third of the working population remains in poverty. Although there is a legislative framework and institutions designed to oversee compliance on wage issues, disparities in earnings between men and women persist. Unfortunately, the large number of workers in the informal sector and in agriculture is outside the scope of these regulatory structures.
151. The three priorities of the DWCP are highly relevant to the needs of Tanzania. They are also very much in line with the MDGs as described in this report and with the poverty reduction strategies of the mainland and Zanzibar, namely MKUKUTA and MKUZA, and are thus aligned with the objectives of the UNDAF. The projects and activities carried out by the ILO were retrofitted into the national poverty reduction and international development assistance strategies. This is mostly due to the strong commitment by the Government and the development agencies to improve foreign aid coordination to have a greater impact on the country's national development plan and comply with the principles of the Paris Declaration.
152. At the same time, it is also evident that coherence among the different components of the ILO Country Programme could improve. The fact that the programme was re-organized from a programme based on the ILO P&B strategic priorities to a country programme within a specific national poverty reduction strategic framework and development aid coordination modality, meant that ongoing activities were basically re-grouped according to the new national-led priorities, without much thought given to coherence and synergies to increase overall impact. There is much room for improving coherence among the various ILO projects, which appear to be tackling similar issues in a disjointed manner.
153. It is important that the ILO Office in Dar es Salaam improves implementation efficiency to ensure the materialization of pending outcomes and thus establish a track record for future resource mobilization at the country level. ILO Tanzania admits the lack of expertise in RBM and in M&E. This gap needs to be addressed by the Regional Office, with support from relevant offices at headquarters, to prioritize resources to better equip the Dar es Salaam Office with basic capacity and skills needed for improving its RBM and programming.
154. The need to strengthen systematic M&E activities should be addressed by headquarters and the Regional Offices in light of the field structure review. Regular programme planning and review meetings need to take place. Management

structures including resources needed for monitoring and evaluation should be factored into the Office budget; and 3 per cent of every national technical cooperation project should be budgeted for M&E. This would require strengthening the programme unit's capacity by re-assessing current resource allocations and increased support from the Regional Office's programming and M&E Units.

155. In terms of effectiveness, the Tanzanian Government views the ILO as a strong partner and during the period under review, the ILO has assisted the Governments on the mainland and in Zanzibar on a wide range of labour and decent work-related issues. These include the drafting of policies, laws and regulations, mainstreaming child labour issues, carrying out studies, reviews and gender audits, etc.
156. COOPAfrica has provided a channel for UN agencies and ILO projects to more effectively undertake their activities to the beneficiary level as it provides platforms at different levels to reach community level cooperatives. Similarly the Joint Programmes have allowed the ILO to expand its relations with ministries beyond the Ministry of Labour (its traditional Government partner) and for other UN agencies to initiate collaboration with this ministry.
157. In terms of sustainability, the ILO involves national partners in its projects which have representation on their steering committees from the highest levels of government and from other stakeholders. This could potentially enhance ownership at those levels and increase the chances of sustainability of projects, if members would meet more regularly. However, at the end of a programme or project, sustainability of outcomes could become more feasible if sustainability strategies were to be developed jointly with national constituents as part of project completion workshops. This would allow monitoring commitments for sustainability and addressing the lack of financial and/or technical capacity among constituents to continue the work initiated by these projects.

6.2 Recommendations

158. The intent of the following recommendations is to suggest specific measures that would consolidate reaffirm and project the ILO's comparative advantage in achieving its programme outcomes. The ILO's Country Programme over the six-year period reflects an evolving maturity and relevance, advancing from a portfolio that consisted mainly of project implementation to one of relevant policy support. Maintaining, consolidating and sustaining the ILO's achievements in the United Republic of Tanzania will call for more effort and better prioritization of existing resources. All parties seem to affirm the importance and relevance of the ILO's country programme, especially its tripartite approach, toward realizing fundamental principles and rights at work that culminate in the DWCP for Tanzania mainland and Zanzibar.

Recommendation 1: At the onset of the next DWCP, the ILO Office in Dar es Salaam should emphasize the importance of strategic selection of priorities and outcomes in its dialogue with national tripartite constituents to strengthen policy and legal frameworks needed for implementing the Decent Work Agenda.

Recommendation 2: The ILO Office in Dar es Salaam should prioritize the use of existing resources to support the design of the next DWCP, earmarking resources to conduct proper needs assessments to identify priorities and outcomes prior to engaging national constituents in Tanzania mainland and Zanzibar.

Recommendation 3: The Regional Office Addis Ababa and the ILO Office in Dar es Salaam should place special emphasis on developing staff capacity on programme design and on the development and use of logical frameworks. Revisions of the logical (results) framework should be a required programme implementation activity, conducted at least every two years. Constituents should participate in the design and monitoring of the results framework.

Recommendation 4: As the ILO begins the design phase of second generation Decent Work Country Programmes, country offices such as ILO Dar es Salaam would benefit from a revised version of the DWCP Guidebook. This Guidebook should establish a minimum programming standard and establish clear accountabilities for the design, implementation, monitoring and evaluation of the DWCPs.

Recommendation 5: Adequate resourcing for the Decent Work Technical Support Team should be identified as part of the regional outcome-based work planning. In the case of ILO Tanzania, funding for external technical support is adequate.

Recommendation 6: To ensure access to the expertise needed for its policy level work, the ILO Office in Dar es Salaam should identify complementarities and synergies among the different projects of the country programme and tap into regional and subregional initiatives to fill any resource gaps.

Recommendation 7: The Regional Office and the ILO Office in Dar es Salaam should conduct formal cyclical country programme reviews that include technical and financial assessments of DWCP implementation.

Recommendation 8: The Regional Programming Unit in Addis Ababa should work with the Dar es Salaam Office to define a clear and evaluable DWCP implementation strategy. This strategy should include an action plan for strengthening strategic alliances with other ministries and development partners. This would enhance coherence among projects and help define project objectives, implementation arrangements and M&E within the context of the DWCP outcomes.

Recommendation 9: ILO Tanzania needs to improve its internal monitoring and evaluation system in order to be able to track achievements of targets and report on its achievements.

Recommendation 10: PARDEV should revise the final project progress report to be more along the lines of a Project Completion Report with ratings for the achievement of development objectives, project implementation, risk management and a sustainability plan. This would be filled out by the ILO, but would flow from the involvement of partners in M&E and be based on evaluation/wrap-up workshops held at the close of a project.

7. Comments from the Office

159. The Regional Office acknowledges the findings, conclusions and recommendations of the Independent Evaluation for the ILO's Country Programme for Tanzania from 2004 through 2010. These will help improve the design and implementation of the next DWCP in Tanzania and in other countries of the Region.
160. The Office takes into account many useful elements in the report as it supports ILO Country Offices in designing, implementing, monitoring and evaluating DWCPs. These include: (i) strengthening the synergies and coherence among projects, (ii) conducting post project assessments of impact and sustainability, (iii) implementing a systematic monitoring mechanism within the two-tier field structure, and (iv) focusing on the right mix of project implementation and policy support activities.
161. To strengthen synergies and coherence of the country programme, the Regional Office endorses recommendation 1. It is now expected that, following adoption by our tripartite constituents, the DWCPs would be submitted to and endorsed at CABINET level, as well as reviewed and adopted by the Parliaments, and National Economic and Social Councils, where appropriate. This would ensure that the second generation of DWCPs gain increased national budgetary commitments as well as development partners' support and facilitate resources mobilization.
162. With regard to recommendation 2, the Office will make use of other conduits such as joint-assessments made under the auspices of the "Delivering as One" and the Joint Assistance Strategy for Tanzania. This will in effect add to the coherence of working with other UN agencies and development partners.
163. The Regional Office has set aside resources, both human and financial, to develop staff capacity in project design, use of the logical framework and resource mobilization, in partnership with the Turin Centre. These actions address recommendations 3 and 4.
164. With regard to recommendation 6, the Regional Office will take advantage of the East African Community (EAC) to strengthen complementarities and synergies amongst projects and national DWCPs. The current EAC/ILO Memorandum of Understanding will be revised to take into consideration the Global Jobs Pact and the Declaration on Social Justice for a Fair Globalization.
165. As the Regional Office moves forward to strengthen results-based management and monitoring and evaluation in its operations, it also endorses recommendations 7, 8 and 9. The Regional Office has recruited a monitoring and evaluation specialist who will provide capacity building to programme and project staff and constituents on the design of measurable, results-focused projects and monitoring and evaluation plans.

8. Tripartite constituents' comments

166. The tripartite constituents, on the Mainland (MLYED, ATE, TUCTA) and in Zanzibar (MEGWC, ZANEMA, ZATUC) thank ILO for financial and technical support rendered over the years for implementation of the DWCP.
167. The constituents commend ILO and the evaluation team for a job well done. The ILO programme is relevant to the Tanzanians, with priorities bearing on national strategies. The ILO programme has been supportive in assisting partners to promote the DWA particularly through the review of labour laws and inclusion of the DWA work in MKUKUTA/PRSP. While the report reflects the situation on the ground, it could be enriched in some areas such as sources of information, ILO's contribution towards various policies, legal developments and progress made by the country in reducing poverty.
168. Despite the challenges that have been identified, constituents consider the DWCP as the appropriate tool in addressing the development challenges facing Tanzania. The Constituents welcome Recommendation 3 in respect to involving national constituents in designing and monitoring of the results framework. The monitoring and evaluation needs improvement for all stakeholders to be aware of the outcomes.
169. Tripartite partners endorse Recommendations 1 and 2, stressing the need for ILO to fully engage constituents in priorities identification and outcomes management for effective implementation of the DWA. In so doing, they note the essence of investing in human capacity of the constituents in the design, implementation, monitoring and evaluation of DWCP. This will ensure national ownership and sustainability.
170. Partners concur with Recommendation 4 and 5 on the development of minimum programming standards and accountabilities in the design, implementation, monitoring and evaluation of the country programme as well as the quality assurance mechanisms.
171. Furthermore, the tripartite constituents endorse the notion put forward in Recommendations 7 and 8 to hinge programmes and projects with national structures to facilitate sustainability. The DWCP has established a strong coherence within the ILO itself by sharing information and identifying synergies among projects. This coherence and sharing of information should be extended to constituents.
172. Constituents acknowledge that the DWCP was too ambitious and lacked a clear logical framework, which is key to determining clear objectives, indicators and

outcomes. Despite that, constituents are of the view that the DWCP is a programme that has fostered collaboration between tripartite partners and other stakeholders. Partners commend the findings related to Recommendations 9 and 10 but reiterate the importance of full participation of national constituents in the monitoring and evaluation of projects.

Annexes

Annex 1. XBTC- List of projects implemented during 2004-2009

XBTC-list of projects implemented during 2004-2009 and related documents (by year)						
Project title	Types of evaluation required					
	Project doc. available	Midterm self	Midterm independent	Final independent	Related doc. available	Logical framework
Strengthening Labour Relations in East Africa (Phase II)	x		x	x		x
Employment creation in municipal service delivery in Eastern Africa - Improving living conditions and providing jobs for the poor	x				Programme implementation final report	
Appropriate Technology Advisory and Training Project (ATATAP) Phase 2						
Promoting gender equality and decent work throughout all stages of life				x	Final evaluation report-2005	
Preventing and Eliminating Exploitative Child Domestic Work through Education and Training in Anglophone Africa	x				Final report	x
Combating hazardous child labour in tobacco farming in Urambo district, Tanzania. Phase I	x		x	x	Progress report for 2009	x
Time-bound programme on the worst forms of child labour in Tanzania (TBP) Phase II	x		x	x	Report	x
Support to National Employment Policy and Programme (SUNEPP)						
COOPAfrica - Cooperative Facility for Africa	x	x	x	x	x	x
ILO Global Campaign on Social Security and Coverage for All as a Means to Combat Poverty in Africa and Asia - Tanzania CP	x	x	x	x	Evaluation & progress report	x

Project title	Types of evaluation required					
	Project doc. available	Midterm self	Midterm independent	Final independent	Related doc. available	Logical framework
Support to the elimination of child labour in tobacco plantations in Urambo (Tanzania) Phase II	x		x	x	Progress report	x
Kisumu integrated sustainable waste management project			x	x	Progress report	x
Wealth creation, employment and economic empowerment	x		x	x	M&E and annual report	x
JP4 - Capacity strengthening for development management	x			x		
Study on minimum wages	x				Study	
JP 5 - Zanzibar Joint Programme: Capacity building support	x			x	Annual report and progress report	x
UNJP2 - Maternal and new born mortality reduction	x				Annual report and progress report	
JP 10 - UN Joint Programme on Education	x					x
Women and youth employment through improved beekeepers' organization and modern beekeeping techniques	x			x	Progress report	x
Improving labour law compliance in the United Republic of Tanzania	x		x	x		x
HIV/AIDS prevention and impact mitigation in the world of work in Tanzania	x				Report and proposed workplan	x
Subtotal						

Grand total Number of projects	Project doc. available	Midterm self	Midterm independent	Final independent	Related doc. available	Logical framework
21	17	2	9	13	15	14

Annex 2. Retrofitted DWCP workplan

		DWCP Priority 1: Poverty reduction through creation of decent work opportunities with a focus on young women and men	
Outcomes 1.1 Employment and especially youth employment issues are at the centre of national development policies			
Output	Activity	Indicator	
<p>Employment and in particular youth employment issues are at the centre of national development policies</p> <p>Disseminate the National Employment Creation Programme and the National Employment Policy in the Joint Programme workplan while creating the institutional structures such as the Employment Creation Committees and LMIS in LGAs and MLYED levels</p> <p>Support the creation and capacity building of National/Regional LGA Employment Creation Committees and LMIS in LGAs and MLYED levels</p>	<p>Training and workshop reports</p> <p>No of Employment Creation Committees established and operating</p> <p>A LMIS framework in place at MLYED</p> <p>Establish a unit in an existing institution for pursuing research on employment</p> <p>Training and workshop reports</p>	<p>No of ECCs established and operating</p> <p>Monitoring reports from the field</p> <p>A LMIS framework in place at MLYED</p>	
<p>Capacity of social partners to contribute inputs on employment and youth employment into national development policies increased</p> <p>Train social partners on the tackling of youth employment problems</p>	<p>Train social partners on the tackling of youth employment problems</p> <p>No. of issues on youth employment appearing in the 2010/11 national plan and budget</p>	<p>Training reports</p> <p>No. of issues on youth employment appearing in the 2010/11 national plan and budget</p>	

Employment and incomes central to national policies Support the drafting of Apprenticeship Training Policy for Zanzibar	Support the Zanzibar Association of Employers to pilot apprenticeship training in the tourism sector Draft Apprenticeship Training Policy document finalized and submitted to Government	Implementation reports
Zanzibar's Cooperative Societies Act revised Commission a consultant to study and revise the 1986 Cooperative Societies Act	Stakeholders' meeting to review draft of the revised Act Finalize draft Act and submit to Government	A final draft of the Cooperative Societies Act available
Uganda's Cooperative Societies Act revised	Finalize the revision work and submit draft to Government	A final draft of the Cooperative Societies Act available
Federal Cooperative Development Policy formulated and	Draft policy available	Revised Proclamation available in draft form
Support to beekeepers in 8 regions provided	Assist in backstopping the "Women and youth employment through improved beekeepers' cooperative-type organization and modern beekeeping techniques" project	Progress reports
Outcome: 1.2 Young women and men's entrepreneurial SME activities enhanced.		
Output	Activity	Indicator
Access to domestic and international markets for young women and men entrepreneurs increased <ul style="list-style-type: none"> Support MLEYD to organize training of trainers (TOT) using IYES training tool in preparation of East Africa Nguvu Kazi exhibition. Facilitate a workshop on advanced skills 	Facilitate meeting with women and youth entrepreneurs on how to network for sustainable access to market information <ul style="list-style-type: none"> Facilitate the UN day exhibition of women entrepreneurs At least 1,000 entrepreneurs trained using WEDGE 	<ul style="list-style-type: none"> At least 200 youth and women have increased creativity by producing quality and attractive products At least 1,500 women have increased profit through networking

development and creativity	tools	
Strengthened capacities of associations to represent the needs of WES strengthened	<ul style="list-style-type: none"> Facilitate TOT to Business Development Service (BDS) providers by using WEA (Woman's Entrepreneurships Associations) capacity building guide in Mtwara. 	<ul style="list-style-type: none"> Number of women entrepreneurs reached by BDS providers increased by at least 15% in project area
<p>Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth</p> <ul style="list-style-type: none"> Facilitate apprenticeship policy creation in Zanzibar 	<ul style="list-style-type: none"> Facilitate technical working group in Zanzibar on apprenticeship Meetings reports 	<ul style="list-style-type: none"> Apprenticeship training policy draft
Entrepreneurship centres for enhancing employment opportunities for young women and men supported	<ul style="list-style-type: none"> Facilitate working group on the start-up of the entrepreneurship centre 	<ul style="list-style-type: none"> Meetings minutes and progress reports shared.
<p>Viable youth enterprises established including cooperative and farmers' associations</p> <ul style="list-style-type: none"> Sensitize youth enterprises in the informal economy and support their registration with BRELA (Business Regulation & Licensing Agency) Train them on business and entrepreneurship skills Link them to credit access through establishment of SACCOs Support the transformation/upgrading of young men and women informal economy operators into formal enterprises Registration of the remaining mapped and unregistered entrepreneur groups in Lindi and Mtwara regions Formulation of Associations and SACCOs in support of the registered youth entrepreneur groups Training needs assessment of mapped youth groups Training workshops according to identified needs of youth groups Identifying SMEs for training on improving working conditions Identify resource person(s) for conducting training on improving working conditions. 	<ul style="list-style-type: none"> Prepare assessment report Assess proposals submitted by NGOs Circulate the proposal assessment report among the Secretariat and Interagency Selection Committee members Facilitate the funding of the successful NGOs Build capacity of the Regional Advisory Groups (Lindi and Mtwara) Monitor the implementation of the Challenge Fund mechanism No. of youth enterprises registered and operating Viable enterprises including cooperatives and farmers' associations. Youth and women entrepreneur groups established and are applying business and entrepreneurial skills using the ILO tool kits SIYB, GET Ahead and WEA guides Young men and women informal economy operators are upgraded into formal enterprises Business registration licenses Jobs created and disaggregated by gender, permanent and causal 	<ul style="list-style-type: none"> Associations and youth SACCOs formulated and operational Capacity building training workshops Training guides Number of SMEs trained Assessment reports Mission reports Proposals for funding through the Challenge Fund NGOs supported by the Challenge Fund mechanism Projects progress reports Field monitoring mission reports

<ul style="list-style-type: none"> • Monitor and assess whether SMEs have put into practice the skills and knowledge gained 		
Outcome 1.3 Young women and men's entrepreneurial skills for self-employment increased		
Output	Activity	Indicator
<p>Accessibility of sector financial services for women entrepreneurs increased</p> <ul style="list-style-type: none"> • Facilitate the initiative to hold meetings with the officials of the Central Bank of Tanzania to discuss FAMOS (Female & Male Operated SMEs) • Facilitate the exhibition of financial services provided by various financial institutions including the commercial banks 	<ul style="list-style-type: none"> • Provide technical support to WEA to participate in a mushroom growing workshop • Increased number of women who have access to financial services 	<ul style="list-style-type: none"> • At least 10 WEAs facilitate linkage to access finance to their members. • Improved quality of life and social well-being for enhancing capacities with particular focus on at least 25 women and youth groups
<p>Promotion of women entrepreneurs as role models increased</p> <ul style="list-style-type: none"> • Facilitate Month of Women Entrepreneurs (MOWE) planning committee meeting with donors and WEAs for commitment and ownership of the event for sustainability. • Facilitate a refresher workshop on how to organize MOWE. 	<ul style="list-style-type: none"> • Facilitate the coordination and support to MOWE event and participation of WEA members in 2010 MOWE event • Participate in advocacy training in Uganda 	<ul style="list-style-type: none"> • Participate in Women Entrepreneurs Group (WED) forums. • Month of Women Entrepreneurs attended by at least 5,000
<p>Capacity of business development service providers enhanced.</p> <ul style="list-style-type: none"> • Facilitate training of trainers (TOT) to Business Development Services (BDS) providers using WEDGE tools in Mtwara and Lindi. 	<ul style="list-style-type: none"> • Facilitate TOT to BDS providers for adaptation of WEDGE tools – GET Ahead, FAMOS, in Lindi and Mtwara • Facilitate TOT to BDS providers for adaptation of FAMOS and GET-Ahead training manuals in Zanzibar 	<ul style="list-style-type: none"> • Capacity and management services improved by at least 20 BDS providers
<p>COOPAfrica Challenge Fund managed</p> <ul style="list-style-type: none"> • Contact organizations selected in the Fourth Call and finalize revision of their applications • Review small grant proposals and send feedback to applicants • Implement and follow-up proactive measures to support provided to specific countries 	<ul style="list-style-type: none"> • Support the administrative process • Monitor funded projects • Support closing of CF projects 	<ul style="list-style-type: none"> • Assist in finalizing the CF database Fund managed • Number of progress reports submitted • Number of projects monitored

<p>Capacity building for cooperative support (service provider or Centre of Competence (CoC) provided)</p> <ul style="list-style-type: none"> • Improve existing tools for recognition of cooperative service providers • Design capacity building training through implementation of projects 	<ul style="list-style-type: none"> • Promote the process through the Challenge Fund • Analytical reports used by the NAG to recognize service providers as CoC 	<ul style="list-style-type: none"> • Number of CoCs that receive training. • Number of projects that partner CoCs and cooperatives supported by the Challenge Fund
<p>Services by cooperative support structures evaluated</p> <ul style="list-style-type: none"> • Prepare baseline • Design evaluation mechanism to assess progress on beneficiary cooperatives 	<ul style="list-style-type: none"> • Conduct evaluation • Baseline reports 	<ul style="list-style-type: none"> • Evaluation form operational for consultant • Evaluation reports
<p>Potential for cooperation with development partners explored and developed.</p>	<p>Develop common tools and processes</p>	<p>Joint and agreed process and tool</p>
<p>Opportunity for women and men have access to productive employment, decent work and income opportunities increased</p> <ul style="list-style-type: none"> • Participate in workshops/seminars/training enhancing capacity on entrepreneurship • Facilitate JP5/COOPAfrica Challenge Fund initiative in Zanzibar 	<ul style="list-style-type: none"> • Facilitate women's groups enterprises under JP5 radar • Consulted reports 	<ul style="list-style-type: none"> • Group proposals • Minutes from meetings
<p>Sector-wide review of vocational skills development components in education policies, programmes and plans completed</p> <ul style="list-style-type: none"> • Co-facilitate review workshops on vocational skills 	<ul style="list-style-type: none"> • Administratively co-facilitate the training need assessment • Meeting minutes 	<ul style="list-style-type: none"> • Progress reports
<p>Quality of vocational skills training enhanced</p> <ul style="list-style-type: none"> • Support situational analysis of Technical and Vocational Education and Training (TVET) in Tanzania • Support development of TVET development policy and /or strategy and programme • Support sector-wide review of vocational skills development in education sector policy, programmes 	<ul style="list-style-type: none"> • Participate in programme monitoring activities • Represent the ILO Office in education DPG meetings • Situational analysis report • Draft TVET development policy/strategy and programme documents • Number of VET components updated /revised and mainstreamed • Participation in the programme management committee 	<ul style="list-style-type: none"> • A draft report on a bridging programme between VET & Technical Education and Training • Study report & dissemination workshop report • Number of VET curriculums reviewed • Monitoring reports • Meeting briefs • Monthly updates

<p>and plans</p> <ul style="list-style-type: none"> • Coordinate tripartite participation in the programme • Support awareness creation of VET and develop a strategy for fostering positive attitudes towards VET occupations • Support study on institutionalization of apprenticeship training system into the vocational education and training system • Support VET curriculum developers to review VET curriculum 	<ul style="list-style-type: none"> • Reports of specific programme interventions • Media reports and advocacy materials 	
<p>Occupational skills in selected trades in the informal apprenticeship training system upgraded</p> <ul style="list-style-type: none"> • Support studies on training needs assessments (TNA) • Development of training materials and training programme for selected occupational trades • Support association building initiatives for selected trades 	<ul style="list-style-type: none"> • Support development of assessment tools to assess skills attained through informal apprenticeship training system under the recognition of prior learning (RPL) approach • TNA reports • Materials developed and training programme reports 	<ul style="list-style-type: none"> • Number of registered occupation specific associations or cooperatives • Draft RPL assessment tool and skills assessment reports.
<p>Challenge Fund operation strengthened</p> <ul style="list-style-type: none"> • Review selected small grant proposals • Support selected small grant grantees in finalizing proposals 	<ul style="list-style-type: none"> • Provide other support on a needs basis. • Number of small grant proposals reviewed 	<ul style="list-style-type: none"> • Number of other support actions carried out
<p>Challenge Fund integrated into 2 UN Joint Programmes in Tanzania and operational</p> <ul style="list-style-type: none"> • Support the design and setting up of administrative and institutional arrangements for the Fund to operate • Design and implementation of activities to strengthen RAG and NAG ownership and capacity • Technical assistance to selected grantees in finalizing proposals • Support the administrative process leading to agreement signature • Monitor selected grantees by reviewing grantee technical progress reports 	<ul style="list-style-type: none"> • Provide overall technical backstopping to the JP1 and JP5 Challenge Funds • Facilitate the further integration of COOPAfrica in the JPs • Grant agreement for JP1 and JP5 • ISC meeting minutes • RAG and NAG existence and operationally • Number JP Challenge Fund project applications finalized 	<ul style="list-style-type: none"> • Number of grant agreements signed with JP Challenge Fund projects • Number of JP Challenge Fund grantees monitored • References to COOPAfrica/Challenge Fund in JP workplans • Funds allocated to cooperative development in JP workplans

Annex 3. ILO upstream contributions and policy support

National Employment Policy, 2008			
Sectoral study conducted	Key actors	Partners (national & international)	ILO involvement
<p>Survey which led to the development of the National Employment Policy, 2007</p> <p>Popular version of National Employment Policy, 2009</p>	MYLED	<p>Workers' and employers' organs</p> <p>"Haki Kazi" catalyst</p> <p>National economic empowerment council</p> <p>VIBINDO (Organization of small & informal sector entrepreneurs/ operators), Tanzania Youth Coalition.</p>	<ul style="list-style-type: none"> • Development and publication of the National Development Action Plan and the National Employment Policy • Establishment of the National Employment Creation Committees at regional & district levels (Lindi, Mtwara) • Establishment and provision of technical support towards establishment of LMIS at national level • Financial support for finalization of the employment policy in Swahili • Provision of technical inputs to the National Employment Policy and the popular version of National Employment Policy. • ILO financed the whole process under JP1.
<p>Analysis of Implications of the Budgets of Kenya, Tanzania and Uganda on Employment, 2009/10</p>	Ernst and Young	MLEYD	<ul style="list-style-type: none"> • Commissioned a study

National Youth Development Policy			
Sectoral study conducted	Key actors	Partners (national & international)	ILO involvement
Understanding informal apprenticeship Findings from empirical research in Tanzania, Working Paper No. 32, ILO Publications, 2009	Irmgard Nübler, Christine Hofmann, Clemens Greiner,	Employment Sector CISP, Local Government Authority (LGA) Lindi and Mtwara	<ul style="list-style-type: none"> • Technical and financial support • Published paper
Baseline study on youth enterprises by sector, location and contacts, 2008	TYC	VIBINDO, MLEYD, LGAS	<ul style="list-style-type: none"> • Sensitization of youth on National Youth Action Plan and National Employment Policy issues
Review of regulatory framework on apprenticeship training in Tanzania, Tourism Confederation of Tanzania (TCT), 2009	TCT	ATE (Hoteliers Association of Tanzania), TUCTA, MLEYD, Ministry of Natural Resources and Tourism (MNRT)	<ul style="list-style-type: none"> • Commissioned a study • Technical inputs
Development of a demand driven apprenticeship training curriculum in the hospitality industry, 2009	TCT	ATE (HAT), TUCTA, MLEYD, MNRT	<ul style="list-style-type: none"> • Commissioned a study • Supported the dissemination workshop organized to share findings with stakeholders
Baseline study on upgrading of apprenticeship system in Lindi and Mtwara regions in Tanzania, 2007	Centre for Informal Sector Promotion	LGAs Lindi and Mtwara , MLEYD	<ul style="list-style-type: none"> • Commissioned a study

National Social Security Framework			
Sectoral study conducted	Key actors	Partners (national & international)	ILO involvement
Social Security Enquiry (Mapping), June 2006	Public -social security institutions National and international NGOs involved in the social protection benefit provisions Ministry of Labour Zanzibar, Ministry of Finance Zanzibar and Zanzibar Social Security fund (ZSSF)	Ministry of Labour, Social Security Institutions, NGOs, CSOs, trade unions and Employers' Association	<ul style="list-style-type: none"> • Technical assistance – financial resources and skills/human resources to undertake the studies. • Technical assistance – financial resources and skills/human resources to undertake the studies.
Mapping of Social Security/Protection Provisions in Tanzania mainland, June-October 2007			
Mapping of Social Security/Protection Provisions in Tanzania mainland, August-October 2008			
Situation Analysis on Zakat and other Religious Provisions in Zanzibar, November 2008			
Social Protection Expenditure and Performance Review and Social Budget (SPER & SB) – Tanzania Mainland, December 2008			
Social Protection Expenditure and Performance Review and Social Budget (SPER & SB) – Zanzibar, January 2010			
Drafting Social Protection Policy for Zanzibar (2010 - ongoing)	Ministry of Labour Zanzibar, Ministry of Finance Zanzibar and ZSSF	ZATUC, ZANEMA, ZSSF, MDAs and NGOs in Zanzibar, UN Community in Zanzibar	<ul style="list-style-type: none"> • Technical assistance in the form of financial resources and skills through national and international expertise.

The National Policy on HIV/AIDS			
Sectoral study conducted	Key actors	Partners (national & international)	ILO involvement
Consultations for the revision of the 2001 National HIV/AIDS policy, 2009 - ongoing	Tanzania AIDS Commission	UN Joint Programme	<ul style="list-style-type: none"> • Provided technical inputs on revising the HIV/AIDS policy to include HIV and AIDS workplace programme provisions.
Impact of HIV/AIDS on informal sector, 2002	VIBINDO	ATE, TUCTA, Ministry of Labour	<ul style="list-style-type: none"> • Commissioned study under auspices of TC project (central)
Cooperative Development Policy, Zanzibar			
Sectoral study conducted	Key actors	Partners (national & international)	ILO involvement
Zanzibar Cooperative Policy review, Jan – Aug 2009	Ministry of Agriculture, Livestock and Environment	Office of Registrar of Cooperative Unions	<ul style="list-style-type: none"> • Formulation of a cooperative development policy for Zanzibar • Conducting a national cooperative stakeholders' conference to discuss policy draft • Draft completed and submitted to Government
Labour Law Review/ Reform 2000 – 2005			
Sectoral Study Conducted	Key actors	Partners (National & International)	ILO involvement
Review of labour law regime with aim of updating & improving ILS component (2001-2004): <ul style="list-style-type: none"> • Employment & Labour Relations Act • Labour Institutions Act • OSH Act • Labour Relations Act (Zanzibar) 	ATE, TUCTA, Ministry of Labour ZANEMA, ZATUC, Ministry of Labour (Zanzibar)	TAWLA, UNDP, DANIDA	<ul style="list-style-type: none"> • The ILO provided technical support throughout the process of reviewing the labour Bills. • The ILO secured funding from UNDP to kick-start the review process in Zanzibar

Small & Medium Enterprise Development Policy			
Sectoral study conducted	Key actors	Partners (national & international)	ILO involvement
Situation Analysis Report on Promoting Public-Private-Partnership (PPP) in Urban Service Delivery for Improved Solid Waste Management and Employment Opportunities, 2007	University Consultant Bureau (UCB)	LGAs Lindi and Mtwara, MLEYD, PMO-RALG	<ul style="list-style-type: none"> • Commissioned a study, and provided technical inputs • Sensitization, formation and training of the private sector actors (CBEs, CBOs and NGOs) engaging in Solid waste management service delivery in Lindi and Mtwara • Facilitation of the development of bylaws governing the operation the solid waste management service providers • Construction of transfer stations for solid waste collection
Survey on the informal economy operators in Mtwara Mikindani Municipality and Lindi Town District – UCB, 2007	LGAs- Mtwara Mikindani and Lindi Town Council, VIBINDO, TYC, MLEYD		<ul style="list-style-type: none"> • ILO contracted the consultant for the study • Sensitization workshops on informal economy enterprise formalization and growth potential and development of the informal sector policy framework in Lindi and Mtwara • Facilitated the formalization of informal economy enterprises (104 have been formalized in Lindi and Mtwara) • Sensitization workshops conducted on enterprise development and informal economy formalization in Lindi and Mtwara .
Survey conducted on critical factors for women in developing small enterprises United Republic of Tanzania, 2003	Ministry of Industry, Trade and Marketing	Irish Aid Partnership WEAs	<ul style="list-style-type: none"> • Technical and financial support through consultancy services

Children Protection Policy, 2008			
Sectoral study conducted	Key actors	Partners (national & international)	ILO involvement
<ul style="list-style-type: none"> - A Review of Child Labour and HIV and AIDS Policies in Tanzania, 2005-2009 - Analysis of Institutional Capacity and Components for Capacity Building towards the Implementation of the National Action Plan for the Elimination of Child Labour, 2005-2009 - National Action Plan for the Elimination of Child Labour (Tanzania and Zanzibar), 2005-2009 - Integrated Labour Force Survey, 2005-2009 - Baseline Survey – Child Labour in Fishing Sector Tanzania, 2005-2009 - Rapid Assessments: Child Labour in Informal Sector, Commercial Agriculture (Tea, Tobacco) Horticulture and Mining, 2005-2009 	ZANEMA, TUCTA, ATE, ZATUC, NGOs, MoL (ZnZ/TZ), Ministry of Community Development Gender and Children, Ministry of Health, REPOA UDSM	ZANEMA TUCTA ATE (ZATUC) NGOs UNICEF MoL (ZnZ/TZ) MCDGC Ministry of Health REPOA UDSM Local Government Authorities	<ul style="list-style-type: none"> • Provided technical and financial support to the data collection and report writing. • Supported information sharing and dissemination workshops • Supported documentation and publication of the reports • Provided technical inputs to the drafts and finalization of the Child Act 2009, Anti-Trafficking Act 2008.

Zanzibar Employment Policy			
Sectoral study conducted	Key actors	Partners (national & international)	ILO involvement
Survey conducted which led to the development of the Zanzibar Employment Policy (ZEP), 2009	Ministry of Labour, Youth, Women and Children Development	Ministry of Education and Vocational Training	<ul style="list-style-type: none"> • Provide technical support in the development and publication of the Zanzibar Employment Policy
Survey conducted on rights and privileges for persons with disabilities in Zanzibar, 2005	Ministry of Labour and Social Welfare	Disabled Peoples Organization (UWZ)	<ul style="list-style-type: none"> • Technical and financial support through consultancy services
Zanzibar Training Apprenticeship Policy			
Sectoral study conducted	Key actors	Partners (national & international)	ILO involvement
Review the Zanzibar Training Apprenticeship policy, 2009 – ongoing	Ministry of Labour, Youth, Women and Children Development	Ministry of Education and Vocational Training	<ul style="list-style-type: none"> • Technical and financial support through consultancy services

Annex 4. Evaluability Assessment Report Tanzania Country Programme evaluation

I. Introduction

As mandated by the Governing Body, the ILO Evaluation Unit (EVAL) conducted an independent evaluation of the ILO's programme of support for the United Republic of Tanzania covering the period between the years of 2004-2009, which included the 2006-2010 Decent Work Country Programme (DWCP). A component of the evaluation was an evaluability assessment of selected technical cooperation projects and the current ongoing UN Joint Programmes (JPs) in which the ILO is either the leading agency or participating agency.

II. Evaluability exercise

The principal objective of the evaluability assessment was to examine the extent to which technical cooperation projects and joint programmes demonstrate effectiveness in achieving identified outcomes, and contribute to the development objectives of the country.

The evaluability assessment approach for the exercise consisted of a desk review of six technical cooperation projects and five Joint Programmes. Presented below is a summary of key findings. It should be noted that evaluability assessment of the DWCP was conducted separately in 2009. This exercise was part of the retrofitting exercise leading to the revision of the DWCP logical framework, implementation plan and monitoring and evaluation plan.

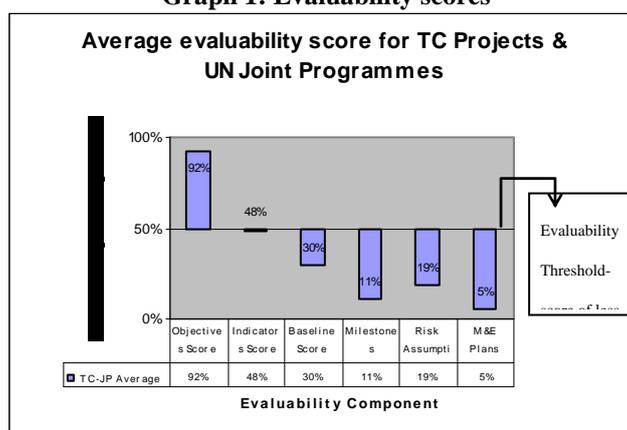
III. Assessment findings

Overall, the project documents reviewed have presented programme objectives and related challenges the programme intends to address clearly. Although this is positive, further assessment of the logical structure of projects consistently identified gaps in the link between activities, outputs and outcomes. This limited the accurate determination of link between identified objectives, strategic intent and results.

Additional observation is that there is a consistent tendency to formulate indicators only at the output level. These indicators for the most part tend to be completed activities or not fully measurable. This again adds to the gap in determining progress towards results measured.

It was also noted that, several of the projects reviewed lacked a concrete monitoring plan. For the most part, the workplan seems to serve this purpose, giving the false idea that results are being tracked when in fact activities are. Essentially, all projects reviewed did not present a tangible logical framework, implementation plan, and monitoring and evaluation plan. This largely made the projects assessed appear incomplete.

Graph 1: Evaluability scores



Annex 5. Tanzanian participants who have attended ITC - ILO training activities 2005- 2010

DWCP priority	Thematic area	M	F	Total
Poverty reduction through creation of decent work opportunities with a focus on young women and men.	Gender Coordination and Non-Discrimination Unit	3	7	10
	Employment and skills development	45	22	67
	Distance education and learning technology applications	16	4	20
	Enterprise, Microfinance and Local Development Programme	30	19	49
Subtotal:		94	52	146
Number of involved in child labour, especially in its worst forms, reduced	Social protection	110	36	146
	Social dialogue	18	12	30
Subtotal:		128	48	176
Social economic impact of HIV/AIDS especially at the workplace mitigated	Standards and fundamental principles and rights at work	25	8	33
	Employers' activities	44	25	69
	Workers' activities	15	16	31
Subtotal:		84	49	133
Social dimensions of regional integration in East Africa for a fair globalization strengthened	Project development and regional cooperation	3	2	5
	Social dimension of trade and investment	4	1	5
	Local development (DelNet)	2	2	4
Subtotal:		9	5	14
Influence of Ministry of Labour, social partners, social dialogue and tripartism expanded	Sustainable development and governance	34	14	48
Subtotal:		34	14	48
GRAND TOTAL		349	168	517

Annex 6. Terms of reference

Introduction

This independent evaluation of the ILO's programme of support for the **United Republic of Tanzania** will cover the period between the years of 2004-2009, which include the 2006-2010 Decent Work Country Programme (DWCP). The overall objectives of evaluation are to:

1. Identify lessons from experience to inform current and future country programmes and ensure that these are aligned with national, regional and global priorities.
2. Provide to the Director-General and the Governing Body and other key stakeholders an objective assessment of results (specifically outcomes) that have been achieved through the ILO's support and partnership with national tripartite constituents and other key actors for this period.
3. Provide an opportunity for reflection and lesson-learning regarding how the ILO could improve its Country Programme strategies and the efficiency and effectiveness of its operations in the future.
4. Support the ILO's senior management accountability function to the Director-General and the Governing Body.
5. Distil lessons and best practices on how to engage with One UN Joint Programmes and align ILO Country Programmes with UNDAF and UN reform priorities.

The evaluation will attempt to assess and point out where support prior to the current DWCP may have contributed to and served as a foundation to current achievements. The accuracy of the Country Programme Evaluation (CPE) findings will depend critically on the collaboration from national constituents and relevant actors in the ILO and the other development partners. Such collaboration is vital in reducing the probability of errors of fact, omission and interpretation.

The evaluation will be managed by the Evaluation Unit (EVAL) in close coordination with the ILO's Regional Office for Africa (ROAF) in Addis Ababa, and the ILO Office in Dar es Salaam. The evaluation will also benefit from tripartite national constituent input. The evaluation team will consist of three persons: an external international evaluator to act as team leader, an independent national evaluation assistant; an ILO evaluation officer from EVAL.

Country background

The ILO approach to poverty reduction is promoting decent work for all. This goal goes hand in hand with the pledges in the Millennium Declaration. The ILO Decent Work

Agenda (DWA), which supports economic growth with equity, contributes to all the eight MDGs.¹⁷ The DWA has four elements:

- Employment — the principal route out of poverty is productive work and income.
- Rights — without them, men and women will not be empowered to escape from poverty.
- Protection — social protection safeguards income and underpins health.
- Dialogue — the participation of employers' and workers' organizations in shaping government policy for poverty reduction ensures that it is appropriate and sustainable.

The second generation of the United Nations Development Assistance Framework (UNDAF) for the United Republic of Tanzania was drafted just prior to the DWCP consultation in a process that embedded the UN's support to national development processes and ongoing efforts to establish the framework for the implementation of the National Strategy for Growth and Reduction of Poverty (NSGRP, also known by the Swahili acronym MKUKUTA) and the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP, also known by the Swahili acronym MKUZA).

National frameworks for poverty reduction

In 2004 the Poverty Reduction Strategy (PRS) was revised through a wide participatory consultative process, which led to a second PRSP, the National Strategy for Growth and Reduction of Poverty (MKUKUTA) for 2005/6-2009/10. The MDGs are mainstreamed into the NSGRP, which, unlike the previous PRS, adopts an outcome-based strategy rather than a priority sector approach. It identifies three main clusters:

- Growth and reduction of income poverty.
- Improve quality of life and social well-being.
- Good governance and accountability.

The MKUZA also adopts an outcome-based approach and identifies three clusters and establishes a 4-year implementation period:

- Growth and reduction of income poverty.
- Social services and well-being.
- Good governance and national unity.

The two strategies are currently being reviewed and it is expected that the outcome and findings of this review will contribute to the MKUKUTA II and the MKUZA II.

The Joint Assistant Strategy in Tanzania (JAST), for 2006-2010 spells out the main principles for development cooperation in Tanzania and sets out the roles that the Government of Tanzania and development partners will play in funding and implementing poverty reduction activities in the country. The JAST to be implemented

¹⁷ For more information, see the ILO information folder on Decent Work and the MDGs:

<http://www.ilo.org/public/english/bureau/exrel/mdg/briefs/index.htm>

over the period of the MKUKUTA aims to build an effective development partnership by strengthening national ownership and Government leadership of the development process; aligning development partner support to Government priorities, systems and procedures; harmonizing Government and development partner processes; managing resources for development results; and ensuring mutual accountability.

Development partners are expected to support the achievement of results on the NSGRP/ZSGRP and the further development of existing capacities in the country by providing financial and technical assistance to the Government of Tanzania and non-State actors as well as advice in dialogue with the Government of Tanzania and other domestic stakeholders. Government Budget Support (GBS) is the preferred long-term funding avenue for most development partners, while sector and basket funding are regarded as a transitional mechanism. Direct project funds to the Government will be utilized for large-scale infrastructure investment, for piloting where particular service delivery innovations or policies need to be tested before being mainstreamed in the normal Government system and machinery, and for emergency aid where quick and localized service delivery is needed.

UN response

The Government of Tanzania requested the UN Country Team to develop a programme that will enhance the coherence of the UN in Tanzania and increase efficiency while reducing transaction costs. Tanzania is now one of eight countries worldwide leading the transition to a One UN Country Programme. This pilot is a bold step towards major reform aimed at simplifying and aligning the workings of the UN. Moreover, the pilot aims to demonstrate the UN's strong commitment to the principles of aid effectiveness so as to keep pace with a dynamic external environment oriented towards increasing national ownership of the development process. It also aims at strengthening the Government's capacity to manage and coordinate development resources, including general budget support as the preferred financing modality. The One UN Programme (2007 – 2008) is a pilot programme that presents a strategic partnership among UN agencies and the Government of Tanzania for working together on the implementation of one strategy, in the pursuit of one set of goals. The Programme aims to focus on performance, efficiency, accountability and results of the UN in Tanzania, and will inform the transition towards increased joint delivery of UN support at country level.

The ILO Office in Dar es Salaam has been fully involved in the development of the One UN Programme, and is a member of the Joint Steering Committee set up by the Government and the UN to steer and monitor the UN reform process. ILO is the managing agency for the preparation and implementation of the Joint Programme on Wealth Creation, Employment and Economic Empowerment. Other agencies participating in this Programme are the World Food Programme (WFP), Food and Agricultural Organization (FAO), UN Development Programme (UNDP) and UN Industrial Development Organization (UNIDO). Moreover, the ILO Office is

substantially involved in a number of other Joint Programmes under the One UN Programme.

The UN System in Tanzania as a whole has aligned all its support to the NSGRP and the ZSGRP through the UNDAF for 2007- 10, which was signed by the UN and the Government in July 2006 and which gave way to the One UN Programme. The UNDAF identifies UN agencies' joint contribution to each of the three MKUKTA and MKUZA Clusters through the following UNDAF outcomes:

- i. by 2010, increased access to sustainable income opportunities, productive employment and food security in the rural areas and urban areas;
- ii. by 2010, increased access to quality basic social services for all by focusing on the poor and most vulnerable; and
- iii. by 2010, democratic structures and systems of good governance as well as the rule of law and the application of human rights, with a particular focus on the poor and vulnerable groups, are strengthened.

The UNDAF acknowledges the country's rapidly changing development management and aid model and provides a flexible and adaptable tool to effectively respond to Tanzania's development priorities. The UN is currently in the process of developing a new UN Development Assistance Plan (UNDAP) that will align closely with the new NSGRP and the ZSGRP.

ILO and UN reform - Delivering as One

The ILO has taken an active part in the UNDAF process by ensuring that its Decent Work Country Programme (DWCP) is part of the joint UN framework, hence contributing to alignment and harmonization of development cooperation. Initiatives for joint programme development with other UN agencies under the UNDAF have started.

While the development challenges for Tanzania are many and clearly outlined in the NSGRP/ZSGRP, the ILO offers a decent work approach to development, built around policies aimed at stimulating remunerative and productive employment, which cuts across all the MDGs. For the period 2006-2010, the ILO's work will focus on three priority areas in its support to the national development process. All three areas have been identified as strategic for ILO interventions at the country level, based on the NSGRP/ZSGRP, the UNDAF, consultations with the constituents and the ILO 2006-07 strategic objectives and mainstreamed strategies.

The priority areas of cooperation are the following:

- I. ***Poverty reduction through creation of decent work opportunities with a focus on young women and men***

Outcomes:

- a. Employment and particularly youth employment issues are at the centre of national development policies
- b. Young women's and men's entrepreneurial and SME activities enhanced
- c. Young men's and women's entrepreneurship skills for self-employment increased

II. *Incidence of child labour and its worst forms reduced*

Outcomes:

- a. National and district development plans, policies and programmes addressing and sustaining gender-focused child labour concerns implemented
- b. Household income of families of boy and girl child labourers increased
- c. Access to formal and non-formal education systems for boy and girl child labourers, other out-of-school children and those at risk increased

III. *Socio-economic impact of HIV/AIDS at the workplace mitigated*

Outcomes:

- a. Plans and programmes on HIV/AIDS at the workplace improved and implemented
- b. Sector policies and legislations that address HIV/AIDS at the workplace in accordance with the ILO Code of Practice and International Labour Standards adopted

UNDP-ILO partnership

The partnership between ILO and UNDP in Tanzania dates back to the 1960s, just a few months after political independence of the then Tanganyika. Since then, the two organizations have jointly implemented numerous projects and programmes, in a broad variety of technical fields and in many different locations throughout the country. During the past biennium, the ILO and UNDP jointly assisted the Government in reviewing the labour laws to be in line with international standards. Another area of collaboration within the UN reform process being pioneered in Tanzania is the joint ILO-UNDP effort on the island of Zanzibar, under the umbrella of a programme entitled “Jobs for Zanzibar,” which will build on the earlier work of the former UNDP-ILO programme “Jobs for Africa”. The programme will have the two following components:

- upstream work at the macro-level, focusing on the link between growth, employment and income poverty reduction within the framework of the MKUZA; and
- downstream work at the local level, to create jobs for Zanzibar in a variety of occupations, making better use of the island’s comparative advantage.

This work is being carried out within the framework of the ILO/UNDP Agreement signed in February 2007.

Past cooperation with the United Republic of Tanzania

Tanzania has a long-standing relation with the ILO. During the period of 2004 to 2009, the ILO has continued its efforts to address Tanzania's employment challenges through the implementation of a sizable national technical cooperation programme, which amounts to a total of US\$19,830,304 million. This includes areas such as strengthening the capacity of the Ministry of Labour and the social partners, eliminating the worst forms of child labour, creating decent jobs for women and men, providing actuarial services to the Social Security Corporation, developing SMEs, and promoting social dialogue among the social partners.

Realizing that the goals for decent work are often interdependent with outputs, the country programme evaluation will focus on contributions of technical cooperation outputs towards the attainment of the DWCP outcomes. The multi-component integrated approach was used in order to build on past successes as well as achieve more effectiveness.

Purpose of the evaluation

As mandated by the Governing Body, the ILO's Evaluation Unit will undertake an independent, forward-looking evaluation of the ILO's Country Programme for the United Republic of Tanzania to assess the overall programme performance and outcomes and contributions to the creation and sustainability of decent work as the basis for economic development. The evaluation will focus on the 2004-2009 Programme and Budget periods.

The evaluation will take into account lessons and recommendations from completed technical cooperation projects and direct support activities and take them to a higher level by emphasizing the assessment of the ILO's Country Programme's added value in the context of the national priorities and those of the One UN Joint Programme. The evaluation will also provide lessons to be considered in the revision or future country programmes. These may include reinforcement or adjustments in priorities, implementation strategies and organizational practices.

In doing so, the evaluation exercise will be guided by four core evaluative questions addressing: the **relevance** of the programme of support to the development challenges of the United Republic of Tanzania; the **coherence** between the definition of a programmatic focus, the integration across ILO instruments in support of programme objectives, and the coordination with other developmental actors; the **efficiency** measured both in terms of administrative costs and timeliness of execution; and the **effectiveness** of individual interventions and at the level of the programme as a whole, with particular attention devoted to investigating the **sustainability** of results and the contribution of the programme to the institutional development of the national constituents.

Within this context, the evaluation will place emphasis on:

- 1) ex-post assessments of major initiatives undertaken during the evaluation period that should have long-term impact;
- 2) the evaluability of ongoing projects supporting the DWCP within the context of the DWCP strategy;¹⁸ and
- 3) linkages to joint programming frameworks and programmes as well as national development priorities within the context of UN reform.

Evaluability will be assessed based on the existence of well-defined objectives and strategic priorities with appropriate results frameworks that will not only assist in monitoring and evaluating DWCPs per se, but will also improve the effectiveness of monitoring activities and provide a basis for determining ex-post if the desired outcomes were achieved.

The evaluation will provide an analysis of how the ILO has positioned itself strategically to add value in response to the national needs and changes in the national development context, with particular attention given to:

- The entry points and strategy selected by the ILO in support of reversing impoverishment and raising the quality of life of the population, and promoting decent work for all men and women for sustainable development and poverty reduction —and their implications for the attainment of the Decent Work Agenda for Africa (DWAA), objectives of the ILO’s Declaration on Social Justice for a Fair Globalization and the Global Jobs Pact.
- Alignment of priority areas of the current DWCP 2006-2010 to national development frameworks and UN reform.
- Partnerships for development especially through the participation in the DAO UN programmes and programming.
- Moving to upstream employment policy support.
- Results orientation and intended entry points for job creation.
- Support to pro-poor policies and local social dialogue.
- Cooperation with different ministries, social partners, development partners and NGOs.

Evaluation clients

The principal clients for the evaluation are the ILO Governing Body, national constituents, ILO management and international partners in the United Republic of Tanzania, all of whom support national efforts to decent work and poverty reduction, and who share responsibility for deciding on follow-up to the findings and recommendations of the evaluation. The evaluation process will be participatory involving national tripartite constituents and development partners. The Office, the tripartite constituents, and other parties involved in the Country Programme would use, as appropriate, the evaluation findings and lessons learned.

¹⁸ Overriding lessons learned from findings of other CPEs are that reporting on specific contributions of projects to national DWCP priorities is often difficult due to the lack of measurable and/or verifiable indicators.

Evaluation scope

The evaluation will undertake a comprehensive review of the ILO's programme of support to the United Republic of Tanzania from 2004 to 2009, which coincides with three Programme and Budget cycles. The evaluation will focus on the ILO's strategic positioning in the country, its approach to setting an ILO agenda, as well as the composition, implementation and evolution of ILO national strategies as they relate to the Decent Work Agenda. Finally, lessons learned related to ILO management of the programme and organizational effectiveness will be noted. Specifically the evaluation will cover the following areas:

1. Strategic positioning of the ILO programme in Tanzania

The evaluation will aim at determining the effect of the ILO support on national decent work needs, development goals, and priorities, including relevance, and linkages to the MKUKTA and MKUZA with the goal of supporting the national poverty reduction strategy through job creation and decent work. This may include an analysis of the perceived comparative advantage and strengths of the ILO programme, a review of the major national challenges to decent work and development. The evaluation will take into account, *inter alia*, the NSGRP, ZSGRP, UN Joint Programme, DWAA, the objectives of the ILO Declaration on Social Justice for a Fair Globalization and the Global Jobs Pact, analysis from assessments made by the World Bank, IMF and other major donors, the Poverty and Human Development Reports for the period under analysis and other relevant studies and evaluations conducted by the ILO and other partners in Tanzania. This review and analysis will help ascertain the added value of ILO support in effectively influencing national Decent Work Agenda and development results, through prioritization, selection of strategies and entry points.

2. The role and effectiveness of the ILO programme in promoting decent work

Ascertain how well the ILO anticipated and responded to significant changes in the national development context affecting poverty reduction, job creation, and ensuring decent work through the implementation of international labour standards, social dialogue, governance reform for strengthening labour laws and social protection and tripartism. The evaluation might, for example, consider key events at national and political level that influence the world of work environment; the risk management conducted by the ILO during the implementation of its programme in Tanzania; any missed opportunities for ILO involvement and contribution; efforts of advocacy and policy advice; and the ILO's responsiveness versus concentration of efforts. The evaluation will

specifically seek to identify and assess choices made by the Office in response to national constituents' priorities.

3. *Synergies and alignment of ILO Country Programme priority outcomes to MDGs and UNDAF*

This may include looking at how the ILO has leveraged its resources and those of others towards results, the balance between upstream and downstream initiatives and the contributions made towards the attainment of MDGs. The evaluation will take into account, *inter alia*, the UNDAF/Common Country Assessment Exercises undertaken during 2004-2009.

4. *Evidence of the direct and indirect use of the ILO's contributions and support at national level (outcomes); evidence of pathways towards longer term impact*

Provide an analysis of the effectiveness and sustainability of the ILO Country Programme, by highlighting main outcomes achieved at the national level in the period between 2004-2009 (taking into account that some results might find/owe their origin in efforts prior to 2004) and the ILO contribution to these in terms of key outputs; and ascertaining current progress made in achieving outcomes in the various thematic areas with the country programme (poverty, employment creation, HIV/AIDS, governance, gender and other areas that promote decent work and tripartism).

5. *The efficiency and adequacy of the ILO's organizational arrangements to deliver the ILO's Programme in Tanzania*

The evaluation should also consider the influence of systemic issues, i.e. policy and administrative constraints affecting the effectiveness and efficiency of the programme and that of the ILO's partnerships with other UN agencies and donors. In this same vein, the evaluation should also try to determine how the outcomes achieved and the partnerships established have contributed to ensure a relevant and strategic position of the ILO in Tanzania.

6. *Adequacy of resource mobilization to support future work and their effective use (delivery)*

The evaluation will assess the adequacy of resources allocated and mobilized to attain the Country Programme outcomes. In this vein, the evaluation will assess the effectiveness of the Country Programme strategy for effective

resource mobilization at the country level. Effectiveness relates to outcomes as well as to the mobilization and use of resources.

7. Lessons learned and good practices

Identify key lessons from the design and implementation of the Country Programme of support to Tanzania, with special attention given to the Decent Work Country Programme. Lessons and good practices in thematic areas of focus and on positioning that can provide a useful basis for strengthening future ILO support to national constituents in promoting decent work and employment for poverty reduction and economic development in Tanzania. Lessons and good practices that can help improve the effectiveness and efficiency in the management of the ILO Programme in Tanzania should be sought, drawing lessons from unintended results when possible.

Methodology

The evaluation will involve several stages and levels of analysis:

Phase I: November 2009- February 2010

1. A desk-based portfolio review will analyse project and other documentation, key performance criteria and indicators, and gauge evaluability of the Programme.
2. A scoping mission to gather input from key ILO stakeholders and national constituents, and confirm proposed terms of reference, coverage and methodology for the evaluation.

Phase II: March-June 2010

1. A country mission to Tanzania will enable detailed interviews of national constituents, ILO Dar es Salaam Office staff, development partners and implementing partners. ILO staff working in the field and headquarters on Tanzania activities, as well as current and past project staff in Tanzania will be consulted. Travel to selected parts of the country will support more in-depth case review at project/outcome level.
2. A review of the organizational capacities and practices to support the ILO's work in Tanzania will be conducted. This will include interviews with staff at the Subregional Office (SRO) and ILO Dar es Salaam Office staff and other ILO officials working substantively with the Country Programme to:
 - Assess the performance and capacity of ILO managerial, administrative and business processes directly related to the implementation of its standards programme of work.
 - Address opportunities to improve cost containment and efficiencies.

- Pinpoint areas of risk, recommend process changes, managerial and organizational improvements, and suggest “best practices” for the ILO, as appropriate.
3. A draft report based on analysis of all information will be circulated to key stakeholders for comment and factual correction.
 4. A wide stakeholder consultation and involvement is envisaged. The evaluation team will meet with national government ministries and institutions at central and regional levels, labour unions and employers’ associations, relevant development partners, research institutions, UN agencies, bilateral donors, and beneficiaries. The evaluation team will visit field and projects sites as required. Selection of project visits will be coordinated with the Country Office.
 5. Preparatory work at the country level will be conducted by a national consultant contracted by the Regional Office. This work will be based on specific TOR.
 6. A workshop/debriefing session on findings and recommendations will be conducted for national constituents and ILO key stakeholders for comments and factual validation. The result of this workshop will be the formal responses from the Office and national tripartite constituents.

Expected outputs

A full report of findings and recommendations and a summary will be finalized by the Evaluation Unit and presented to the Director-General and the Governing Body. The content of this report will focus on recommendations to situate the country programme on a sound basis for future action in the current national, regional and global environment.

Background documentation and analysis on which the findings, conclusions and recommendations are based should be included in Annexes.

Roles and responsibilities

The evaluation team leader will finalize the TORs in close consultation with the Regional Office, the ILO Dar es Salaam Office and national tripartite constituents. The Evaluation Unit (EVAL) will conduct an inception mission to RO-Addis, and Dar es Salaam to brief ILO key stakeholders, national constituents and development partners on the evaluation process and identify specific roles and responsibilities during the evaluation process.

EVAL will select the international independent evaluator and cover all mission costs. The Regional Office is expected to cover the cost for contracting a national evaluation consultant and provide funding for a workshop for key ILO stakeholders and national constituents.

The ILO Dar es Salaam Office will provide logistical support to the evaluation missions and help organize the workshop and process the contract of the national consultant. The

ILO Office will also assist with all communications with national constituents and development partners.

Provisional workplan and schedule

The draft report will be available for comments by constituents before its finalization in May 2010, and then finalized in June 2010. A summary of the evaluation report will be included in the November 2010 submissions to the Programme, Financial and Administrative Committee of the Governing Body. This timetable is based on the scope of work and methodology set out above, and resources available for the evaluation.

Proposed timetable

Task	Timeframe
Preliminary interviews and scoping exercise, draft TORs prepared	February 2010
Internal and external consultations to finalize terms of reference	March 2010
Document review, key stakeholder interviews	March 2010
Field mission to country	April 2010
Draft evaluation report	April/May 2010
Consultations with ILO staff and constituents' workshop	May/June 2010
Final evaluation report	June 2010

Annex 7 List of persons and organizations interviewed

Tanzania country programme evaluation-interviews		
Name	Title/Unit	Agency
Addis Ababa		
George Okutho	Director, ILO Sub-Regional Office for Eastern Africa	ILO Sub-regional Office for Eastern Africa
Tite Habiyakare	Specialist in Labour Statistics	ILO Sub-Regional Office for Eastern Africa
Kwaku D.Osei-Bonsu	Senior Specialist on Employment Intensive Works	ILO Sub-Regional Office for Eastern Africa
Christina Holmgren	International Labour Standards and Labour Law Specialist (NORMES)	ILO Sub-Regional Office for Eastern Africa
Jean Ndenzako	Employment Policy Specialist	ILO Sub-Regional Office for Eastern Africa
Dar es Salaam		
Management		
Alexio Musindo	Director	ILO Office DAR
Hopolang Phororo	Deputy Director	ILO Office DAR
Programming staff		
Anthony Rutabanzibwa	Senior Programme Officer	ILO Office DAR
Kumbwaeli Salewi	Programme manager-(JP1)	ILO Office DAR
Philippe Vanhuynegem	CTA COOP Africa	ILO Office DAR
Arthur Luanda	Finance & Administration Officer	ILO Office DAR
Maxi Ussar	Programme Analyst (JP2)	ILO Office DAR
Leoncía Salakana	Programme Officer (JP10)	ILO Office DAR
Annamarie Kiaga	Programme Officer (ILLC)	ILO Office DAR
Fredrick Batinoluho	Programme Officer (Former IPEC)	ILO Office DAR
Flora Minja	National Programme Coordinator-(JP5)	ILO Office DAR
Rhoda Mwamunyange	National Programme Coordinator (WEDGE)	ILO Office DAR
Ansgar Mushi	National Programme Coordinator (Social protection/MIGSEC)	ILO Office DAR
Tulanoga Matimbwi	National Project Coordinator HIV/AIDS	ILO Office DAR
Owais Parray	UN Cluster One advisor	ILO Office DAR
Government and Social Partners		
Ms. Kijakazi Mtengwa	Permanent secretary	Ministry of Labour
Mama Wenga	Assistance Commissioner Labour	Ministry of Labour
Mr. Ernest Ndimbo	Director of Employment	Ministry of Labour, Employment and Youth Development
Ms. Beatrice Matemu	Focal person HIV/AIDS	Ministry of Labour

Mr. Nicholas Mgya	Ag. Secretary General	Trade Union Congress of Tanzania
Dr. Aggrey Mimuka	Executive Director	The Association of Tanzania Employers (ATE)
Mr. James Mbongo	The National Bureau of Statistics (NBS)	The National Bureau of Statistics (NBS)
Mr. Suleiman H. Mmwiry	Director of technical and vocational education	Ministry of Education and Vocational Training
Resident UN Agencies		
Alberic Kacou	Resident Coordinator	UN Tanzania
Mr. Gianluca Rampolla	Senior Advisor to the Resident Coordinator	UN Resident Coordinator Office
Alain Noudehou	Country Director	UNDP Tanzania
Ms. Louise Setshwaelo	Representative	FAO
Ms. Donna Loveridge	Monitoring & Evaluation	UN Resident Coordinator Office
Salome Anyoti	JP1/ Collaborating agent	UNIFEM
Rushadi Dadi	JP2/ Managing agent	UNFPA
Nina Pronin	JP3/ Managing agent	UNDP
Donors		
Ambassador Anne Barrington	Ambassador of Ireland	Embassy of Ireland
Nigel Clarke	Second Secretary-Ireland	Embassy of Ireland
Matteo Mode	Donor coordination One UN-Ireland	Embassy of Ireland
Stephanie Hutchison	Political Officer & USDOL Representative	US Embassy
Field visits (Dar es Salaam)		
Humphrey Polepole	Executive Director	Tanzania Youth Coalition G
Trade Union Congress of Tanzania (TUCTA) activities funded by COOPAfrica	Ruvu rice farm Meeting small farm holders and members of MLELEANI Savings and Credit Cooperatives (SACCOs) under Coop Africa Programme	
	Meeting with Savings and Credit Cooperatives (SACCOs) members performing group activity dying and soap making (Group I)	
	Meeting with Savings and Credit Cooperatives (SACCOs) members performing group activity dying and soap making (Group II)	
Zanzibar		

Government and Social Partners		
Ms. Rahma Mshangama	Principal Secretary	Ministry of Labour
Iddi Mapuri	Labour commissioner	Ministry of Labour
Mr. Hamisi Mwinyi	Secretary General	Zanzibar Trade Union Congress
Mr. Salahi S. Salahi	Executive Director	Zanzibar Employers Association (ZANEMA)
Resident UN Agencies		
Karna Soro	Head of Office	UNDP Zanzibar
Field visit (Zanzibar)		
WARIDI Savings and Credit Cooperatives (SACCOs) Att: Amina Kadiri:	Women's Umbrella Association formed through ILO project for promoting gender equality and decent work	