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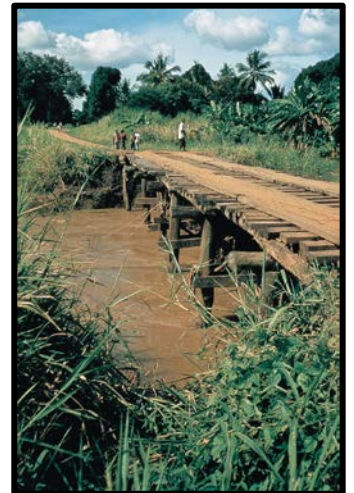
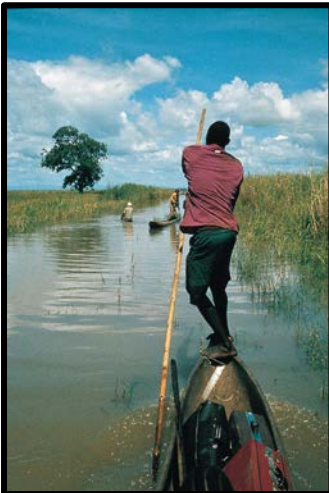
Federal Department of Foreign Affairs FDFA

Swiss Agency for Development and Cooperation SDC
Staff of the Directorate

Country Evaluation

Cooperation Strategy Tanzania 2011 – 2014

Evaluation and Corporate Controlling Division





Country Evaluation

Cooperation Strategy Tanzania 2011 – 2014

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Bern, May 2014

Evaluation Process

Evaluations commissioned by the Swiss Agency for Development and Cooperation (SDC) Senior Management were introduced in SDC in 2002 with the aim of providing a more critical and independent assessment of SDC activities. These Evaluations are conducted according to the OECD DAC Evaluation Standards and are part of SDC's concept for implementing Article 170 of the Swiss Constitution which requires Swiss Federal Offices to analyse the effectiveness of their activities. Joint SDC/SECO programs are evaluated jointly.

SDC's Senior Management (consisting of the Director General and the heads of SDC's departments) approves the Evaluation Program. The Evaluation and Corporate Controlling Division, which is outside of line management and directly reporting to the Director General, commissions the evaluations, taking care to recruit evaluators with a critical distance from SDC.

Country strategy evaluations

The Evaluation and Corporate Controlling Division of the SDC has evaluated a range of Cooperation Strategies in the past. In view of the decentralization of program steering responsibilities to Swiss cooperation offices, a new "peer" concept of country programme evaluation is currently being piloted. These evaluations are realized by a team consisting of an external consultant as well as SDC internal peer persons.

The goal of the country strategy evaluations is to enhance the coherence of Swiss development cooperation in regard to national development priorities.

The main purposes of such evaluations are: learning (evaluation concept based on peer exchange represents an added value for learning), steering and strategic management (Swiss cooperation offices and operational divisions benefit from their contribution especially to the definition of a new cooperation strategy), accountability (results of these evaluations are synthesized to report on the Federal Council Dispatch on international development cooperation).

The evaluation results are based on the analysis of existing documents and are augmented by a field visit which includes peer exchanges and semi-structured interviews along the four Evaluation Areas: EA1 Context analysis, EA2 Relevance and appropriateness of projects/programmes with regard to the current strategy, EA 3 Implementation of the strategy and its portfolio and EA 4 Results achieved in relation to the results at country level. The Final Evaluators' Report is published together with the management response of the head of the responsible operational unit.

Time table

Step	When
Approach Paper of the evaluation	June 2013
Desk study and inception report	September - October 2013
Peer review on-site and final report	October - November 2013
Final evaluation report	February 2014
Management Response SDC and SECO	April 2014

I Long Evaluation Abstract

Donor	SDC – Swiss Agency for Development and Cooperation
Report title	Country Evaluation Cooperation Strategy Tanzania 2011 – 2014
Geographic area	Tanzania
Sector	Country programme
Language	English
Date	February 2014
Authors	Hans Rudolf Felber (team leader) – ETH Zurich / NADEL (www.nadel.ethz.ch) and Prudence Kaijage. Peers SDC: Dominique Kali Crivelli Fernandez Santos, Manuel Etter Lindegger and Nicolas Randin

Subject Description

This evaluation analyses Switzerland's cooperation with Tanzania as defined in the Cooperation Strategy (CS) 2011 – 2014. The CS's overall goal is poverty reduction through the contribution of the three thematic domains: i) private sector development in agriculture; ii) health; and iii) governance and social accountability.

The cooperation programme is mainly implemented by the Swiss Agency for Development and Cooperation (SDC). The State Secretariat for Economic Affairs (SECO) is phasing out of the cooperation in Tanzania but continues to support some programmes, mainly at regional level in macroeconomic reforms. The total CS Tanzania 2011 - 2014 amounts to around CHF 100 million.

Evaluation Objectives and Methodology

In line with the concept (SDC 2012a), content and question guide (SDC 2012b), the country evaluation uses a mutual learning process to assess whether Switzerland is achieving the strategic objectives of the CS in Tanzania, and how efficiently the strategic and operational steering mechanisms of the Swiss Cooperation Office have been put in place.

An Inception Report, summarizing the findings of an extensive review of key documents, such as the annual reports and selected evaluation reports, was the basis for the field mission in Dar es Salaam, which took place from 28 October - 06 November 2013, and was conducted by a team of three peers from SDC, one international and one national consultant.

The evaluation report is structured according to the four Evaluation Areas (EA): EA 1 Context analysis, EA 2 Relevance and appropriateness of project/programme portfolio, EA 3 Implementation of the CS and their portfolio, and EA 4 Results of the CS in relation to the results at country level.

Major Findings and Conclusions

Evaluation Area 1: Context analysis

Despite the growth of the economy in recent years, poverty remains prevalent and stagnant. Main reasons are a young, under-educated population, an unfavourable business environment, infrastructure bottlenecks and an underperforming agriculture on which the majority of the population depends. The increasing political multi-party dynamics and intercommunity tensions have led to a rather fluid conflictive political situation and a quite pessimistic outlook on the expected government performance prior to the next presidential election.

The thematic orientation of the CS (private sector development - agriculture, health and governance & social accountability) and the global challenges - addressed by the Federal Council Dispatch - are highly relevant for Tanzania's development.

However, the country development results are far from what had been expected and the dialogue between donors and recipient governments is becoming increasingly difficult. Furthermore, the General Budget Support (GBS) is in a major crisis. Therefore Switzerland as a small development partner in the ODA landscape needs to carefully define its interventions to add value.

Evaluation Area 2: Relevance and appropriateness of projects with regard to CS

The domain portfolios are differently structured and have distinctive approaches in terms of aid modalities, collaboration with government institutions and geographical focus. The synergy potential between and within the domains is not yet fully explored.

The health domain consists of a well-defined, attractive and well-recognized portfolio due to its long-standing experience and substantial support. The Private Sector Development in Agriculture (PSD/A) domain has a strong focus on value chain development and mainly intervenes with a limited number of executive mandates - with quite weak links to governmental authorities. The Governance and Social Accountability (G&SA) domain is engaged in the strengthening of the civil society and the media sector with diverse non-governmental organisations with national outreach. However, the G&SA's work is centred in Dar es Salaam. Some interventions of the PSD/A and Health domains have a rather long cooperation period, are well-recognized, successful and substantially contribute to the results outcomes achievements.

In addition to the bilateral cooperation programme, SDC and SECO support a number of global and regional programmes, which have limited links to the bilateral cooperation programme in Tanzania.

The Central Corridor, selected as the priority geographical intervention area, is huge as it covers 2/3 of Tanzania's surface.

The objectives and interventions for the two cross-cutting themes gender and HIV-AIDS were clearly formulated in the CS. However specific interventions are rare and rather restricted to the area of gender.

Evaluation Area 3: Implementation of the CS and their portfolio

Despite massive staff turnover in the past years, SCO-T managed to create a positive team spirit, and enhanced capacity building and internal communication. Good management performance is hampered by the lack of ownership for the current CS. Exchange between SCO and the implementing and national partners and field visits by SCO staff could be enhanced.

The communication and consulting process between Global Cooperation, SCO and OSA division is not optimal which led to untapped opportunities in the interaction between the global programmes and the bilateral cooperation.

Evaluation Area 4: Results of the CS – in relation to the results at country level

Substantial results have been achieved in all three domains (PSD/A, Health, G&SA). However, they are not sufficiently documented. Furthermore, there are many promising innovations and approaches with potential to be scaled up.

The incomplete CS monitoring system with lack of baseline and target values and the changing results frameworks used in the annual reports makes results assessment difficult, especially in appraising the significance of Swiss contributions to Country development results.

Recommendations and Lessons Learnt

The three thematic areas of work and the programmes for the global challenges are to be continued and further developed. Strengthen the Swiss programme to be resilient to the current harmonization and alignment crisis and take into consideration the growing internal socio-political tensions in the society. For this reason it is crucial to develop context development scenarios and to consider conflict-sensitive programme management.

Use various aid modalities for all domains of intervention with a stronger geographic focus on Dodoma (and Ifakara) and neighbouring regions. Keep the focus and strength of the programme, work on alliances and a division of labour with other donors (GIZ...). Continue programmes that are successful, whatever the duration. Find ways to upscale their approaches and go beyond the normal 10 to 15 year support, for example with a new entry proposal that confirms continuity. Explore if Governance is more effective as a separate domain or as transversal theme.

Clarify the position of the Swiss Programme regarding the work and the cooperation with the governmental authorities. A dual strategy might be an appropriate approach: i) put more emphasis on district and local level with field interventions such as strengthening local governance, agriculture value chain development, improvement of health system, and enhanced quality of service delivery in health and agriculture, and ii) engage at national level in policy dialogue based on the field experiences – in cooperation with concerned local actors - and maintain good contacts with key resource persons at ministry level. Supplement the programme with strengthening of civil society organizations and the media with the aim to foster the demand for social accountability.

Agree on regular exchanges between the Global Cooperation and SCO in order to identify interventions and approaches of Global Programmes which can add value in the bilateral programme and contribute to domain results achievement.

Regarding gender, continue to identify and address gender-specific inequalities and obstacles for all domains of interventions such as access to income and employment opportunities, control on natural resources (land tenure), access to productive assets (finance), market access, access to quality health services. Ask methodological support of specialists on gender mainstreaming.

Results achievements largely depend on CS management in portfolio management. These areas are crucial for a successful portfolio management:

- Set up a good mix of aid modalities and preparation of pipeline projects.
- Foster regular relations and networking with internal and external stakeholders from private and governmental organizations and institutions.
- Engage in well-selected policy dialogue built on need-based field experiences.
- Pursue an adapted scaling-up strategy for proven key innovations which bring value added to the Swiss cooperation.

Scaling-up and leverage strategies have to be defined for innovations and innovative approaches, which have been identified in both the bilateral and global programmes.

The current CS is not optimal, but it is a solid ground to build upon for the upcoming CS. For a smooth and efficient cooperation programme implementation and for fostering ownership it is important to get a shared understanding – among SCO staff, national and international partners - of the CS domain results frameworks. It is therefore important that the partners participate in key moments such as CS mid-term reviews, and the elaboration of annual reports.

II Management Response

Management Response to the Country Evaluation Cooperation Strategy Tanzania 2011-2014

by SDC Regional Cooperation: East and Southern Africa Division OSA
Swiss Cooperation Office Tanzania SCO
SDC Global Cooperation: Office of the Head of Department

Note

The management response reflects the common position of the evaluated units unless otherwise indicated by:

OSA - SDC Regional Cooperation: East and Southern Africa Division OSA
SCO - Swiss Cooperation Office Tanzania
GP - SDC Global Cooperation: Office of the Head of Department

General appreciation of the Evaluation report

The recommendations of the Country Evaluation influenced to a large extent the development of the new Cooperation Strategy for Tanzania. The timing of the Country Evaluation was therefore crucial and well planned to guide strategic discussions for the elaboration of the new Cooperation Strategy. The Country Evaluation team that undertook the evaluation succeeded in getting a deep insight into the programme portfolio quickly. The results of the evaluation are stimulating and confirmed many existing thoughts and orientations for the upcoming Cooperation Strategy.

It was a positive exercise that SCO and the operational division could define their own evaluation questions beforehand, which helped to discuss early on about major questions related to the future strategic orientation. However, 24 evaluation questions are too many to be dealt with in-depth. It might be advisable to define a sharper focus and to leave more room for exchange on approaches and lessons learnt with the peers.

For future Country Evaluations the process of elaborating and the format of the Inception Report should be assessed: we recommend a shorter version, with clear guidelines what documents are needed beforehand as basis for the Inception Report.

We thank the peers and the consultant warmly for the very big effort, all contributions and exchange that contributed to deepening our strategic debates and ultimately improve effectiveness and our orientation towards tangible results.

Evaluation Area 1: Context analysis

Purpose: Appraise how well the CS reflects the development priorities of the partner country and the policies of the Federal Council Dispatch (FCD)

Recommendations to:	Management Response
<p>R1 Continue all three domain themes in the new CS. Assess the option to mainstream governance as transversal theme. Keep and strengthen gender as cross-cutting issue. Analyse and reflect the global challenges, especially food security, water and climate change and their potential impact on Tanzania in the new CS (Base C1).</p>	<p>We will maintain all three domains</p> <p>Gender is maintained as transversal theme and governance will be mainstreamed based on current experience. The objectives for all three transversal themes will be defined per thematic domain to make their mainstreaming more results oriented.</p> <p>Global challenges will be reflected in the context analysis of the new Cooperation Strategy</p> <p>Climate change analysis has been carried out early 2014 using CEDRIG</p>
<p>R2 Involve more stakeholders across SDC's domains of intervention (other DPs, implementing and national partners) in the context analysis. Work on context development scenarios and consider conflict-sensitive programme management (CSPM). Context analysis could also focus on priority regions such as Dodoma (Central Corridor). Include systematic context monitoring of key trends related to SDC's defined global challenges (Base: C1, C2).</p>	<p>When preparing domain assessment papers for the new Cooperation Strategy partners were consulted. To the extent possible, regional data was included in analysis.</p> <p>A conflict analysis has been carried out in February 2014 and recommended not to work with development scenarios, but to define fields of observations that will be monitored in the MERV.</p> <p>Global challenges will be monitored to the extent relevant for the new Cooperation Strategy.</p>
<p>R3 Apply various aid modalities - except GBS - that allow alignment with government policies. These could include further support to the Health basket as well as anchoring the domain interventions with a geographic focus on the Dodoma and selected neighbouring regions. This diversity of approaches should enable a more effective policy building processes as based on field experiences (Base: C2, C3).</p>	<p>We will continue to apply mixed aid modalities; for policy influencing strategic partnerships will be sought.</p> <p>The next Country Strategy is going to focus more on capacity building of local governments.</p> <p>The main geographical area of intervention will continue to be the Central Corridor.</p>

<p>R4 Address the hindering and critical issues in agriculture (land tenure, not favourable business environment) in the PSD/A domain to increase impacts on employment and income generation in rural areas – with special focus on youth and women.</p> <p>Closely follow up the recently launched governmental initiatives and the new planning framework in agriculture (SAGCOT, BRN), maintain regular relations with the Ministry of Agriculture Food Security and Cooperatives (MAFC) and consider stronger engagement in relevant Development Partner Groups (DPG) in agriculture and trade (Base: C2, C5).</p>	<p>Based on our domain assessment and the respective SWOT analysis, we will continue strengthening market systems and increase the focus on youth and women.</p> <p>We will continue monitoring governmental initiatives and the respective policy frameworks. With the new value chain support programme, AMDT, cooperation with relevant government authorities will be strengthened. We will continue being member of the Development Partner Working Group (DPG) agriculture and trade, however, for the moment we do not consider taking up a leading position in these DPGs.</p>
<p>R5 Continue supporting the strengthening of the overall health system. Provide a stronger focus on the improvement of quality service delivery, especially at grass-root level facilities (Base: C6).</p>	<p>Health system strengthening, including quality service delivery, will continue to be one of the main objectives in the health domain.</p>
<p>R6 Foster the links and increase direct support to the local governance structure in priority regions as a key factor for achieving sustainable domain results in the new CS (Base C7).</p>	<p>For the new Cooperation Strategy we envisage that our social accountability interventions will continue working with civil society organizations and will start supporting local government authorities as well.</p>

Evaluation Area 2: Relevance and appropriateness of project/programme portfolio with regard to CS

Purpose: Appraise the coherence of the project portfolio with the CS and its relevance for achieving the country/domain objectives

Recommendations to:	Management Response
<p>R1 Further develop the portfolios on the basis of the current strategic orientation. Consolidate, rethink and expand the existing G&SA portfolio, reach out to rural areas and local authorities, and think thoroughly before dispersing the portfolio with themes such as support to elections, rule of law, or access to justice (Base C1).</p>	<p>The new Cooperation Strategy will emphasize the need to focus on rural areas and will envisage a further development of the portfolios on the basis of the current strategic orientation.</p> <p>The current electoral support project is in line with our conflict analysis, which identified the upcoming constitutional referendum and elections as potential trigger for conflict. In addition, the electoral support project has integrated a CSPM approach and is using linkages in a sustainable way with the current governance and social accountability domain. Expansion to topics like rule of law and access to justice is not foreseen at the moment.</p>

<p>R2 Continue to pursue a dual strategy in each domains of work: i) implement specific support measures at the district and the local level (e.g. HPSS), and bring in experiences and good practice from the work with the priority regions (Dodoma) into the national policy dialogue. This is preferably done by the representatives of the local / regional authorities themselves; ii) invest in policy dialogue, invest in common funds and cultivate contacts with the government at the national level (Base C2).</p>	<p>We agree, we will continue to seek strategic alliances to feed our experiences and good practices into the national policy dialogue.</p>
<p>R3 Confirm Dodoma and selected neighbouring regions from the central corridor as a common geographical priority for the domains. Work on alliances and the division of labour with other donors (GIZ). Continue programmes that are successful, whatever the duration. Find ways to upscale their approach and go beyond the usual 10 to 15 years support - for example with a new entry proposal that confirms continuity of achievements and human resource investments (e.g. RLDP) (Base C1, C2).</p>	<p>We agree on the importance of maintaining results achieved in our projects and we are looking for administrative solutions to upscale successful projects.</p> <p>We will maintain the central corridor as geographic priority area in the new Cooperation Strategy.</p> <p>We will continue building strategic alliances with other donors to nurture the policy dialogue with the government of Tanzania with SDC experiences from the field.</p>
<p>R4 Continue to do a "monitoring light" of Global Programmes that allows to identify the interventions and approaches that have the potential to contribute to reaching the planned CS outcomes and explore the scaling up potential of these interventions. Support SDC's global interventions by contributing SCO's experiences and views through the corresponding networks and in the design stage of Global Programmes interventions in Tanzania (Base C4). On the other hand, the Global Cooperation (GC) should systematically consult with and inform SCO in the design phase of GP interventions in Tanzania (Base C3).</p>	<p>We will continue doing a follow-up of the Global Programmes, mainly the ones where synergies with our Cooperation Strategy exist and where collaboration is agreed upon with Global Programme representatives from HQ.</p>
<p>R5 In consideration of the importance of the Swiss engagement in the health sector and specifically in the health basket, conduct – additionally to the financial audits - public expenditure reviews in the health sector and public expenditure tracking surveys to analyse the flow of financial resources and estimate their impacts on the health status, especially for the poor population. Conduct such studies in close cooperation with the Ministry of Health and Social Welfare</p>	<p>The Cooperation Office has been taking on the roles as coordinator of the health basket for the financial year (FY) 2013/2014 and for the audit sub-committee for the FYs 2012/2013 and 2013/2014.</p> <p>In addition to actively influencing the policy dialogue and collaborating with the MoHSW in these fora, SDC is an active member of the national health financing working group and</p>

(MoHSW) and other donors to create ownership and to ensure continuity for such analysis (Base C1, C2).	mandated a study on inclusion of the poor.
R6 Ensure that SCO domain teams and partners across the three domains share information, experiences and ideas in order to identify synergy potentials. Explore and foster potential links between agriculture, food security and nutrition, water, health and local governance in priority regions (Base C4).	Partners have been involved from the beginning in the process of elaborating the new Cooperation Strategy and contributed to the domain assessments. For the new Cooperation Strategy closer collaboration with the domain teams is foreseen, e.g. for sharing experiences in social accountability when working with local government authorities.
R7 Better define the beneficiaries to be reached and the respective changes to be achieved. Besides conducting Beneficiary Assessments, the results chains have to be specified to identify the outcomes at the population level (see also EA 4) (Base C5).	The results framework of the new Cooperation Strategy is being elaborated with support of the relevant SDC networks, and will include thus best practices. Beneficiaries to be reached and change hypothesis will be part of the results framework.
R8 Cross-cutting themes: Define specific interventions within the existing projects aiming at promoting women's rights and interests and strengthening equal access of women and men to service delivery, employment and income opportunities. (Base C6).	In the new Cooperation Strategy domain objectives for gender have been defined, which clearly state what we want to achieve per domain in terms of reducing the gender inequality gap.

Evaluation Area 3: Implementation of the CS and its portfolio

Purpose: Appraise the efficiency of the portfolio management by the SCO and its contribution to an optimal achievement of results

Recommendations to:	Management Response
R1 Considering the remaining validity and low ownership of the current country strategy, start planning the next cooperation. It should be done by cross-domain visits in priority regions and intensifying exchanges and consultations with the partners at local, regional and national levels. Be clear as how to the portfolio should grow from 20 to 26 million CHF/year: more partners or larger financial amounts to the same partners? (Base: C1, C2)	Partners have been included from the beginning for the elaboration of domain assessments as basis for the development of the new Cooperation Strategy. During the 2 workshops conducted for the planning of the new Cooperation Strategy, fruitful discussions and exchange among the domain teams took place. During the planning workshops, pipeline projects have been identified to ensure that domains will be able to meet the financial allocations foreseen in the new Cooperation Strategy.

<p>R2 Set up - jointly with implementing partner - a lean CS monitoring system with a few key indicators for each domain. It will remain mostly valid for the next CS (Base C2)</p>	<p>The results framework and monitoring system of the new Cooperation Strategy is being elaborated with support of the relevant SDC networks, and includes thus best practices.</p> <p>The results framework and monitoring system will be validated during the annual review workshop and will be consulted with implementing partners later on.</p>
<p>R3 Establish good links to policy makers at national and regional (in the priority regions) levels, administrative staff, NGO community (Swiss NGOs) and to project partners in the field (Base C2).</p>	<p>The Embassy is already maintaining good links with partners, e.g. an annual event to exchange with Swiss NGOs is organized.</p> <p>For the new Cooperation Strategy, strategic alliances with partners will be thought even more systematically to feed SDC field experience into the local/national/regional policy dialogue.</p>
<p>R4 Field visits bring motivation and inspiration for projects and policy dialogue. Define a motivating, imperative but encouraging policy for the staff to conduct field missions and policy dialogue on the level of priority regions on a regular basis and with a fixed percentage (for example approx. 20%, meaning 4 days per month for field visits) (Base: C2).</p>	<p>We are aware about the importance of field missions and will continue to encourage staff to conduct field missions. E.g. in 2013, regular field missions were defined as an objective in the annual performance evaluation of staff (MBO).</p>
<p>R5 Involve the partners systematically in key moments (e.g. mid-term review of the country programme, annual review of the domain results achievements) (Base C2).</p>	<p>For the elaboration of the new Cooperation Strategy, partners were already actively engaged in elaborating the domain assessments. For other key moments we will consider involving partners more systematically.</p>
<p>R6 Even though the GPs address global challenges and do not have a country approach, explore each GPs potential for bilateral interventions or scaling-up (also with other DPs and national partners). The GP interventions provide a great source of inspiration for elaborating the new CS (Base: C3).</p>	<p>The continuing follow up by the SCO of Global Programmes implemented in Tanzania allows synergies and the recognition of opportunities for bilateral interventions.</p>
<p>R7 Clarify and improve the relationship and mutual expectations between OSA division and SCO-T. Define clear responsibilities between SCO-T, and the OSA division and be accountable for it. Also improve exchange and communication between Global Cooperation team, SCO-T and OSA division. The division of labour to well manage the GPs is a challenge to overcome. It might be worthwhile considering Berne's Global Cooperation staff for the task of promoting exchange</p>	<p>A roadmap for the elaboration of the new Cooperation Strategy has been drafted early 2014 to define roles and responsibilities during each step. SCO and OSA are in regular contact, including weekly phone calls and regular exchange with the management of OSA. This exchange serves to clarify responsibilities in upcoming processes.</p> <p>Cooperation with Global Programmes is especially fruitful where</p>

<p>and improving collaboration with the SCO-T during the elaboration processes of the new CS (Base: C1, C2, C3).</p>	<p>synergies with our Cooperation Strategy exist and where collaboration is agreed upon.</p> <p>Global Cooperation staff has contributed during the consultation of the early note and the concept note of the new Cooperation strategy. It was planned that a representative of Global Cooperation participates in the planning workshop for the new Cooperation Strategy; however, participation was not possible due to time constraints.</p>
<p>R8 SCO and the domain teams should continue to encourage the operational staff's participation in relevant SDC networks. The GSA team's network participation planning for 2014 can serve as a good practice example. (Base: C4).</p>	<p>The participation of SCO staff in SDC networks has always been encouraged and been taken seriously by SCO, and especially the health and governance teams are contributing proactively to their respective network activities.</p>

Evaluation area 4: Results of the CS in relation to the results at country level

Purpose: Appraise and compare the contribution of the Swiss Cooperation portfolio at the output and outcome level to the achievement of the development results of the partner country

Recommendations to:	Management Response
<p>R1 Foster outcome reporting on the basis of shared results framework with key indicators, joint analysis of results achievements with partners and complementary impact studies (Base C3, C4).</p>	<p>The monitoring system of the new Cooperation Strategy is being elaborated and will take these points into consideration.</p>
<p>R2 In regard of the strategic orientation of the PSD/A domain, further promote the creation of income and employment, but with a stronger focus on the youth. Increasingly defend the interest of smallholder farmers through supportive economic interventions and advocacy work, e.g. on secured land rights and better information access (Base C5).</p>	<p>Youth has been identified as a priority focus group in the new Cooperation Strategy.</p> <p>The domain "PSD/A" has been re-named "employment and income in agriculture" to better reflect the new orientation.</p> <p>Defending the interest of smallholder farmers will remain an important component of the domain.</p>
<p>R3 In G&SA invest more in shared planning and reflection on the common objective with the partners. Monitor and review the results framework which should also comprise local governance concerns and an enhanced focus on rural areas, especially on priority regions.</p>	<p>The domain assessment, which builds the basis of future orientation of the governance domain, was elaborated jointly with the partners.</p>

<p>Eventually complete the portfolio with executive mandates to cover these critical results areas (Base C6).</p>	<p>The governance team has meanwhile elaborated a rural radio project proposal, which underlines the domain's commitment for local governance concerns.</p> <p>An in-depth analysis of local governance in Tanzania was undertaken by a temporary staff member with considerable time allocation for this task. The results were integrated into the domain assessment paper for Governance preparing the new Country Strategy.</p>
<p>R4 Clearly define in the next CS how gender will be mainstreamed i.e. whether a gender-informed (each project integrating gender aspects) or gender-focussed approach (focus on women rights and stand alone women empowerment programmes) will be promoted. Define clearer objectives that will lead to measurable results within the objectives that are fixed per thematic domain (see also AR 2012, 19) (Base C6).</p>	<p>In the new Cooperation Strategy each domain has identified a gender objective that will be monitored during the next 4 years. In addition, the SCO is very committed to implementing the OSA division's Gender Equality Mainstreaming Plan.</p> <p>In this sense, SCO is following a gender-informed approach.</p>
<p>R5 Clarify scaling-up and leverage strategies for innovations and innovative approaches, identified in both the bilateral programme and in global programmes in the new CS (Base C7).</p>	<p>The new Cooperation Strategy leaves room for innovations and innovative approaches.</p>

Specific recommendations for the Domains and Global Programme

Recommendations to:	Management Response
For PSD/A	
<ul style="list-style-type: none"> Rename the domain title according to FCD recommendations (e.g. Agriculture and food security). 	<p>The domain has been renamed to "employment and income", according to the denominations in federal council dispatch.</p>
<ul style="list-style-type: none"> The M4P approach is promising in Tanzania. Continue M4P initiatives in the Central Corridor (regions Dodoma+), diversify the value chains which have high market potential (e.g. sorghum, grapes, vegetables and fruits, oil seeds). Be aware of the limiting factors for the application of M4P principles. Hindering factors are the low density of producers leading to high transaction costs, weakly equipped private sector 	<p>The new Cooperation Strategy will continue focusing on the development of value chain interventions, using a Market System Development "MSD" approach (MSD is the new denomination for M4P).</p> <p>SDC starts the MSD interventions with an assessment of the market system and related bottlenecks for the development of the respective value chain. Based on this analysis, the limiting factors</p>

actors (infrastructure, management), and unfavourable business environment conditions. These issues need to be addressed in the application of the M4P principles (see also SDC 2011).	will be addressed in the subsequent project design.
<ul style="list-style-type: none"> Continue to respect M4P principles, but facilitate the access to finances and quality inputs to further strengthen the private sector actors (traders, processors) by offering appropriate support to equip them with necessary skills (e.g. in management) and initial investments (e.g. equipment, transport, storage facilities, cooling chambers) to make them more competitive for national and international market access. 	SDC starts the MSD interventions with an assessment of the market system and related bottlenecks for the development of the respective value chain. Based on this analysis, the limiting factors will be addressed in the subsequent project design. A special focus will be put on women and youth, we will start a new programme equipping young people and especially young women with the necessary skills to start income generating activities in the rural area. This can also include a better access to markets in agricultural value chains.
<ul style="list-style-type: none"> Regarding TTCS, conduct the Political Economy Assessment of the charcoal sector as the charcoal sector (due to the immense market and profit margins) provides enormous sources of income to a few entrepreneurs. The improvement cooking stoves and the search for alternative energy sources might be promising complementary interventions. 	The second phase of the TTCS project will be planned in summer 2014 and will take into consideration the recommendations from the external project evaluation that was conducted early 2014.
<ul style="list-style-type: none"> Integrate innovative approaches – in cooperating with Global programmes - in financial services, risk mitigation measures and for the diversification of additional income and employment opportunities thanks to investments such as irrigation schemes – as concrete measure against the long and unproductive dry season in the Dodoma region which is a serious challenge for the small-scale farmers. 	The new Cooperation Strategy will focus on employment and income in agriculture, with a special focus on youth. In line with the new Cooperation Strategy, new pipeline projects will be identified. Synergies with Global Programmes will be sought.
<ul style="list-style-type: none"> Favour interventions for the benefit of the youth and women and pay special attention to gender equity and potential risks for smallholders and rural communities related to contract farming and large-scale agriculture investments (accurate information provision, land tenure, contract farming). 	Yes, that is in line with what we have envisaged in the new Cooperation Strategy.
For Health	
<ul style="list-style-type: none"> Continue to support the health basket fund as long as other donors are supporting it. However, it is advisable to elaborate two 	The future of the health basket has been discussed thoroughly with the Ministry of Health and Social Welfare and other donors. Based

scenarios (with or without the basket fund), with their respective consequences on the portfolio. Continue the malaria programme as Switzerland adds value to reducing malaria prevalence.	on commonly agreed next steps, SDC will continue supporting the health basket. Malaria will continue to be an important intervention also in the new Cooperation Strategy.
<ul style="list-style-type: none"> The portfolio should keep the balance between national level (policy dialogue, health basket) and regional and local level interventions (overall health system strengthening with quality service delivery, community health promotion, medicine and infrastructure management, capacity building) 	We are trying to keep this balance also in the new Cooperation Strategy.
<ul style="list-style-type: none"> Continue to promote and rollout innovative approaches such as Community Health Fund (CHF). 	Yes, we will continue with and scale-up the Community Health Fund in other regions, according an official request we have received from the government of Tanzania.
For G&SA	
<ul style="list-style-type: none"> Analyse if the G&SA domain in the next CS is more effective as a separate domain or as a transversal theme in PSD/A and Health. Only managing the current governance programme is not sufficient. In any case, it is recommended to link the governance interventions as closely as possible to PSD/A and Health and to regularly analyse the local governance situation in the priority regions. Consider if specific support to local authorities could be added. 	<p>Governance will continue to be both a separate domain and a transversal theme in the new Cooperation Strategy.</p> <p>More synergies will be sought among the three domains of intervention.</p> <p>Based on an assessment conducted by SDC in May 2014, the support to local government authorities will be a new intervention line in the forthcoming Cooperation Strategy.</p>
<ul style="list-style-type: none"> Consolidate the programme in media and strengthening of civil society organizations, but give a strong focus on local governance. 	Yes, that's in line with what we are planning in the new Cooperation Strategy.
<ul style="list-style-type: none"> Considering the political leverage potential of the Swiss programme, corruption should not be a prominent component, but can be concretely addressed by project interventions and the promotion of social accountability. 	Yes, that's in line with what we are planning in the new Cooperation Strategy.
<ul style="list-style-type: none"> Avoid social accountability to be streamlined in Swiss interventions as compulsory and artificial add-up. Promote instead need-based and integrated approaches. 	Social Accountability will be a transversal theme for all programmes supported by SDC in Tansania. The approach will be need-based.

For Global Programmes (GP)	
<ul style="list-style-type: none"> • SCO should remain well-informed about GP interventions in order to identify potentials to integrate innovative but already piloted interventions and approaches for integration or scaling up within the CS. 	<p>SCO has already been active in providing support to GPs, including networking with partners. In general, GPs are implemented with strong partners present in Tanzania, which themselves also have a good networking capacity. This helps to coordinate and find synergies in an easier way.</p>
<ul style="list-style-type: none"> • Contribute to scaling up of innovations from GPs (linking up with other interested donors). 	
<ul style="list-style-type: none"> • SCO should be informed as early as possible about GP interventions going to be implemented in Tanzania, in order to provide inputs at the design stage (KA discussion being too late). Specific contributions could be input on experiences from own relevant interventions, inputs to partner assessments, stakeholder analyses, political economy aspects, and geographic focus in Tanzania. 	<p>The flow of information will be improved and SCO will be informed as early as possible about GP interventions.</p>
<ul style="list-style-type: none"> • Whenever possible, orient the interventions of the GPs in geographical and thematic priority areas of the Swiss programmes. 	

July 23rd / 2014



Maya Tissafi

Ambassador, Deputy Director General
 Head of Corporate Domain of Regional Cooperation

III Evaluators' Final Report

The Evaluation report for the country evaluation of the Cooperation Strategy Tanzania 2011 – 2014 has been elaborated in collaboration with Evaluation and Corporate Controlling Division and a consultancy team constituted by ETH-NADEL and Peers from SDC.

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Abbreviations

AMDT	Agriculture Markets Development Trust
AR	Annual Report
BRN	Big Results Now
C	Conclusion
CFA	Chief of Finance & Administration
COSTECH	Commission for Science and Technology
CS	Cooperation Strategy
CSO	Civil Society Organization
CSPM	Conflict-Sensitive Programme Management
DAC	Development Assistance Committee
DP	Development Partner
DPG	Development Partner Group
EPR	End-of-phase report
FCD	Federal Council Dispatch
FDFA	Federal Department of Foreign Affairs
EA	Evaluation Area
E+I	Employment and Income
EQ	Evaluation question
ETH	Eidgenössische Technische Hochschule (Zurich) (Swiss Federal Institute of Technology)
FCS	Foundation for Civil Society
FDI	Foreign Direct Investment
FTE	Full-time equivalent
G&SA	Governance and Social Accountability (domain)
GBS	General Budget Support
GC	Global Cooperation
GFATM	Globaler Fonds zur Bekämpfung von Aids, Tuberkulose und Malaria
GIZ	Deutsche Gesellschaft für internationale Zusammenarbeit
GoT	Government of Tanzania
GP	Global Programme
HIV-AIDS	Human immunodeficiency virus - Acquired immunodeficiency syndrome
HPSS	Health Promotion and Systems Strengthening Project
HSSP	Health Sector Strategic Plan
ICT	Information - and Communication Technologies

IHI	Ifakara Health Institute
iMoMo	Low-Cost High-Tech Solutions for Better Water Resources Management
JAST	Joint Assistance Strategy Tanzania
LGA	Local Government Authorities
M4P	Making markets work for the poor
MDG	Millennium Development Goal
MITM	Ministry of Industry, Trade and Marketing
MKUKUTA	National Strategy for Growth and Poverty Reduction (Tanzania)
MoHSW	Ministry of Health and Social Welfare
OC	Outcome
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OSA	Ost – und Südliches Afrika
PMO- RALG	Prime Minister's Office - Regional Administration and Local Government
PPDP	Private Development Partnership (PPDP)
PSD/A	Private Sector Development in Agriculture (domain)
R	Recommendation
RF	Results Framework
RLDP	Rural Livelihood Development Programme
SAGCOT	Southern Agricultural Growth Corridor of Tanzania
SCBF	Swiss Capacity Building Facility for Income and Employment Generation
SCO	Swiss Cooperation Office
SCO-T	Swiss Cooperation Office Tanzania
SDC	Swiss Agency for Development and Cooperation
SECO	State Secretariat for Economic Affairs of Switzerland
SME	Small and Medium Enterprise
SWAp	Sector-wide approach
Swiss TPH	Swiss Tropical and Public Health Institute
TTCS	Transforming Tanzania's Charcoal Sector
UN	United Nations
US	United States
WEE	Women's economic empowerment

Evaluation Abstract

Subject Description

This evaluation analyses Switzerland's cooperation with Tanzania as defined in the Cooperation Strategy (CS) 2011 – 2014. The CS's overall goal is poverty reduction through the contribution of the three thematic domains: i) private sector development in agriculture; ii) health; and iii) governance and social accountability.

The cooperation programme is mainly implemented by the Swiss Agency for Development and Cooperation (SDC). The State Secretariat for Economic Affairs (SECO) is phasing out of the cooperation in Tanzania but continues to support some programmes, mainly at regional level in macroeconomic reforms. The total CS Tanzania 2011 - 2014 amounts to around CHF 100 million.

Evaluation Objectives and Methodology

In line with the concept (SDC 2012a), content and question guide (SDC 2012b), the country evaluation uses a mutual learning process to assess whether Switzerland is achieving the strategic objectives of the CS in Tanzania, and how efficiently the strategic and operational steering mechanisms of the Swiss Cooperation Office have been put in place.

An Inception Report, summarizing the findings of an extensive review of key documents, such as the annual reports and selected evaluation reports, was the basis for the field mission in Dar es Salaam, which took place from 28 October - 06 November 2013, and was conducted by a team of three peers from SDC, one international and one national consultant.

The evaluation report is structured according to the four Evaluation Areas (EA): EA 1 Context analysis, EA 2 Relevance and appropriateness of project/programme portfolio, EA 3 Implementation of the CS and their portfolio, and EA 4 Results of the CS in relation to the results at country level.

Major Findings and Conclusions

Evaluation Area 1: Context analysis

Despite the growth of the economy in recent years, poverty remains prevalent and stagnant. Main reasons are a young, under-educated population, an unfavourable business environment, infrastructure bottlenecks and an underperforming agriculture on which the majority of the population depends. The increasing political multi-party dynamics and intercommunity tensions have led to a rather fluid conflictive political situation and a quite pessimistic outlook on the expected government performance prior to the next presidential election.

The thematic orientation of the CS (private sector development - agriculture, health and governance & social accountability) and the global challenges - addressed by the Federal Council Dispatch - are highly relevant for Tanzania's development.

However, the country development results are far from what had been expected and the dialogue between donors and recipient governments is becoming increasingly difficult. Furthermore, the General Budget Support (GBS) is in a major crisis. Therefore Switzerland as a small development partner in the ODA landscape needs to carefully define its interventions to add value.

Evaluation Area 2: Relevance and appropriateness of projects with regard to CS

The domain portfolios are differently structured and have distinctive approaches in terms of aid modalities, collaboration with government institutions and geographical focus. The synergy potential between and within the domains is not yet fully explored.

The health domain consists of a well-defined, attractive and well-recognized portfolio due to its long-standing experience and substantial support. The Private Sector Development in Agriculture (PSD/A) domain has a strong focus on value chain development and mainly intervenes with a limited number of executive mandates - with quite weak links to governmental authorities. The Governance and Social Accountability (G&SA) domain is engaged in the strengthening of the civil society and the media sector with diverse non-governmental organisations with national outreach. However, the G&SA's work is centred in Dar es Salaam. Some interventions of the PSD/A and Health domains have a rather long cooperation period, are well-recognized, successful and substantially contribute to the results outcomes achievements.

In addition to the bilateral cooperation programme, SDC and SECO support a number of global and regional programmes, which have limited links to the bilateral cooperation programme in Tanzania.

The Central Corridor, selected as the priority geographical intervention area, is huge as it covers 2/3 of Tanzania's surface.

The objectives and interventions for the two cross-cutting themes gender and HIV-AIDS were clearly formulated in the CS. However specific interventions are rare and rather restricted to the area of gender.

Evaluation Area 3: Implementation of the CS and their portfolio

Despite massive staff turnover in the past years, SCO-T managed to create a positive team spirit, and enhanced capacity building and internal communication. Good management performance is hampered by the lack of ownership for the current CS. Exchange between SCO and the implementing and national partners and field visits by SCO staff could be enhanced.

The communication and consulting process between Global Cooperation, SCO and OSA division is not optimal which led to untapped opportunities in the interaction between the global programmes and the bilateral cooperation.

Evaluation Area 4: Results of the CS – in relation to the results at country level

Substantial results have been achieved in all three domains (PSD/A, Health, G&SA). However, they are not sufficiently documented. Furthermore, there are many promising innovations and approaches with potential to be scaled up.

The incomplete CS monitoring system with lack of baseline and target values and the changing results frameworks used in the annual reports makes results assessment difficult, especially in appraising the significance of Swiss contributions to Country development results.

Recommendations and Lessons Learnt

The three thematic areas of work and the programmes for the global challenges are to be continued and further developed. Strengthen the Swiss programme to be resilient to the current harmonization and alignment crisis and take into consideration the growing internal socio-political tensions in the society. For this reason it is crucial to develop context development scenarios and to consider conflict-sensitive programme management.

Use various aid modalities for all domains of intervention with a stronger geographic focus on Dodoma (and Ifakara) and neighbouring regions. Keep the focus and strength of the programme, work on alliances and a division of labour with other donors (GIZ...). Continue programmes that are successful, whatever the duration. Find ways to upscale their approaches and go beyond the normal 10 to 15 year support, for example with a new entry proposal that confirms continuity. Explore if Governance is more effective as a separate domain or as transversal theme.

Clarify the position of the Swiss Programme regarding the work and the cooperation with the governmental authorities. A dual strategy might be an appropriate approach: i) put more emphasis on district and local level with field interventions such as strengthening local governance, agriculture value chain development, improvement of health system, and enhanced quality of service delivery in health and agriculture, and ii) engage at national level in policy dialogue based on the field experiences – in cooperation with concerned local actors - and maintain good contacts with key resource persons at ministry level. Supplement the programme with strengthening of civil society organizations and the media with the aim to foster the demand for social accountability.

Agree on regular exchanges between the Global Cooperation and SCO in order to identify interventions and approaches of Global Programmes which can add value in the bilateral programme and contribute to domain results achievement.

Regarding gender, continue to identify and address gender-specific inequalities and obstacles for all domains of interventions such as access to income and employment opportunities, control on natural resources (land tenure), access to productive assets (finance), market access, access to quality health services. Ask methodological support of specialists on gender mainstreaming.

Results achievements largely depend on CS management in portfolio management. These areas are crucial for a successful portfolio management:

- Set up a good mix of aid modalities and preparation of pipeline projects.
- Foster regular relations and networking with internal and external stakeholders from private and governmental organizations and institutions.
- Engage in well-selected policy dialogue built on need-based field experiences.
- Pursue an adapted scaling-up strategy for proven key innovations which bring value added to the Swiss cooperation.

Scaling-up and leverage strategies have to be defined for innovations and innovative approaches, which have been identified in both the bilateral and global programmes.

The current CS is not optimal, but it is a solid ground to build upon for the upcoming CS. For a smooth and efficient cooperation programme implementation and for fostering ownership it is important to get a shared understanding – among SCO staff, national and international partners - of the CS domain results frameworks. It is therefore important that the partners participate in key moments such as CS mid-term reviews, and the elaboration of annual reports.

1. Introduction

1.1 Objectives of the Cooperation Strategy Evaluation

The objectives of this pilot evaluation of the Cooperation Strategy (CS) Tanzania 2011 – 2014 correspond to SDC's new guidelines on country evaluations (SDC 2012a, 2012b). The aims are:

- to assess through a mutual learning process whether SDC, together with its partners, is reaching the strategic objectives, as defined in the CS, and how efficient the strategic and operational steering mechanisms of the Swiss Cooperation Office (SCO) are put in place.
- to assess to what extent the Swiss contribution makes a significant contribution to the national development results and to identify the key factors which foster or hinder aid performance and results achievements.
- to identify good practices and innovative approaches and to share experiences made in managing the CS.
- to build the basis for the definition of key parameters for the new CS.

The country strategy evaluation has three purposes: i) to promote institutional learning, ii) to provide inputs for the definition of the new CS Tanzania 2015 – 2018, and iii) to provide information – together with other country evaluations - for reporting on the Federal Council Dispatch (FCD).

1.2 Methods and structure of the report

Fact-finding, analysis and report writing are guided by the above mentioned "Content and question guide" (SDC 2012b) which defines key questions and related methods/tools for the four Evaluations Areas (EA), which are as follows: EA 1 Context analysis, EA 2 Relevance and appropriateness of projects with regard to CS, EA 3 Implementation of the CS, and their portfolio, and EA 4 Results of the CS – in relation to the results at country level.

The evaluation was focused on priority questions: 12 questions, prioritized by the SCO-Tanzania - together with the East and South Africa Division, and 12 key questions from SDC's Content and Question Guide (annex 1).

The analysis of results achievements (Evaluation Area 4) was made for the two domains of interventions Private Sector Development in Agriculture (PSD/A) and Governance and Social Accountability (G&SA), with participation of national partners in two daily workshops.

Preparation Phase

The Inception report (SDC 2013c), compiled by the international consultant in cooperation with the SCO Tanzania, summarises the findings of the document analysis of interviews, Annual reports (AR) 2011 – 2013 of the SCO Tanzania; of selected project evaluations and reviews (see SDC 2013c); as well as other documents such as end-of-phase reports (EPR), and other relevant reference documents. Prior to the field mission, a series of interviews was conducted in Berne with resource persons from the OSA division, Global Cooperation (GC), implementing agencies and SECO (Annex 3).

Field mission in Tanzania (28 October – 06 November 2013)

The evaluation team, consisting of three SDC cadres, an international and a national consultant, held a 10-day mission in Dar es Salaam, Tanzania.

During the field mission, a series of semi-structured interviews and two workshops were conducted. The analytical frameworks and the questionnaires were assigned to the different evaluation team members according to their areas of competence.

Selected representatives of other donors, national partners and implementing organisations were interviewed by the peers and consultants to bring in the outside perspective on the Swiss cooperation programme.

At the end of the field mission, the preliminary findings and first recommendations were presented to the SCO in a debriefing session, providing an opportunity for discussion and feedback.

Structure of the report

The international consultant coordinated report writing. The structure of the report is as follows: Evaluation abstract; 1. Introduction; 2. Findings, Conclusions and Recommendations presented by the four Evaluation Areas.

1.3 Overview of the Cooperation Strategy Tanzania 2011 - 2014

The overall goal of the CS Tanzania 2011 – 2014 is poverty reduction through the contribution of the three thematic domains: i) private sector development in the agricultural sector; ii) health; and iii) governance and social accountability (see also annex 2 Synopsis Result Framework of the CS Tanzania 2011 - 2014).

- The domain goal of the PSD/A is to support the development of an agricultural market that functions effectively, sustainably and to the benefit of the poor people while ensuring food and nutritional security at household, district, regional and national level in an environmentally sustainable manner.
- The domain objective of Health is an increased access to quality health services based on equity and gender balanced needs and an enhanced community participation in health promotion and disease prevention.
- The G&SA domain aims to strengthen accountability mechanisms that focus on the equitable delivery of quality public services at local level.

Gender equality is promoted as cross-cutting theme. The projects will tackle the specific needs and opportunities of women and men to promote their social, political and economic empowerment. HIV-AIDS is similarly treated as cross-cutting theme. Switzerland will engage in awareness raising about HIV-AIDS prevention, the promotion of HIV testing and counselling, and the promotion of non-discrimination and care of affected people and their family.

In addition to the bilateral project portfolios of the 3 thematic domains, SDC is implementing country components of a dozen global programmes in Tanzania (see project portfolio list in annex 7), complemented by four additional initiatives by SECO in the area of strengthening economic and financial policy. Furthermore, SDC has just initiated the three-year UN Trade Cluster project.

The overall Swiss programme budget for the period from 2011 to 2014 is approximately CHF 100 million, composed by SDC's financial contribution of CHF 87 million and an additional amount of CHF 13 million provided by SECO.

2. Findings, Conclusions and Recommendations

Evaluation Area 1: Context analysis

Purpose: Appraise how well the CS reflects the development priorities of the partner country and the policies of the Federal Council Dispatch (FCD)

Conclusions (C)

- C1 Economic growth data indicate a positive dynamic. However, this is the result of a few specific sectors (mining, infrastructure, services, construction and tourism), which are not leading to a significant reduced poverty incidence. At the same time, the business environment is not conducive to small and medium enterprises (SME). The increased political multi-party dynamics and intercommunity tensions have led to a rather fluid conflictive political situation and a quite pessimistic outlook on the expected government performance in the next two years prior to the next elections (with a confirmed change of president).
- C2 The CS is well-aligned with major development priorities of Tanzania. However, doubts by many donors about aid architecture in Tanzania have risen in recent years as the reform performance of the GoT is questioned. In particular the General Budget Support (GBS) – an aid modality, which Switzerland phased out in 2010 - is in a major crisis.
- C3 Switzerland is a small development partner in the ODA landscape in Tanzania. Retrospectively, the withdrawal from GBS was correct and did in the reviewers' opinion not substantially affect Switzerland's role in policy dialogue and influence on other development partners. But it did affect SDC's visibility and access to information within the Development Partner (DP community).
- C4 The CS domains are relevant for Tanzania's development. The global challenges - indicated in the Federal Council Dispatch (FCD) 2013-2016 -, especially food security, water, health and climate change are highly relevant in the Tanzanian context, too.
- C5 Public and private investments in agriculture are hampered by unclear governmental responsibilities, land tenure issues - especially for smallholders and communities -, lack of access to credit and agriculture inputs and the fact that the private sector remains weak.
- C6 The health domain is in line with the strategic orientation of the Health Sector Strategic Plan 2009-2015 (HSSP III) which aims at strengthening the overall health system and promoting transparency and accountability by engaging the communities. Quality service delivery, however, remains critical.
- C7 The CS recognizes the central role of local governance structures for accountability and service delivery. With the exception of the health domain, the linkages to local governance structures, mainly in agriculture and G&SA, are not yet established.
- C8 Whereas gender is a relevant cross-cutting issue, it remains to demonstrate whether HIV-AIDS can be effectively addressed as cross-cutting issue within the CS.

Recommendations (R)	
R1	Continue all three domain themes in the new CS. Assess the option to mainstream governance as transversal theme. Keep and strengthen gender as cross-cutting issue. Analyse and reflect the global challenges, especially food security, water and climate change and their potential impact on Tanzania in the new CS (Base C1).
R2	Involve more stakeholders across SDC's domains of intervention (other DPs, implementing and national partners) in the context analysis. Work on context development scenarios and consider conflict-sensitive programme management (CSPM). Context analysis could also focus on priority regions such as Dodoma (Central Corridor). Include systematic context monitoring of key trends related to SDC's defined global challenges (Base: C1, C2).
R3	Apply various aid modalities - except GBS - that allow alignment with government policies. These could include further support to the Health basket as well as anchoring the domain interventions with a geographic focus on the Dodoma and selected neighbouring regions. This diversity of approaches should enable a more effective policy building processes as based on field experiences (Base: C2, C3).
R4	Address the hindering and critical issues in agriculture (land tenure, not favourable business environment) in the PSD/A domain to increase impacts on employment and income generation in rural areas – with special focus on youth and women. Closely follow up the recently launched governmental initiatives and the new planning framework in agriculture (SAGCOT, BRN), maintain regular relations with the Ministry of Agriculture Food Security and Cooperatives (MAFC) and consider stronger engagement in relevant Development Partner Groups (DPG) in agriculture and trade (Base: C2, C5).
R5	Continue supporting the strengthening of the overall health system. Provide a stronger focus on the improvement of quality service delivery, especially at grass-root level facilities (Base: C6).
R6	Foster the links and increase direct support to the local governance structure in priority regions as a key factor for achieving sustainable domain results in the new CS (Base C7).

1.1 Positioning and adaptation of CS with respect to the country context and Swiss policies

Socio-economic overview

Tanzania's economic growth outlook remains positive with an expected growth of 7% in the next years. Tanzania has good prospects of becoming a major producer of natural gas in a decade. Tanzania's agriculture is regarded as having an enormous but yet unexploited potential. These factors are likely to attract increasing foreign direct investment (FDI). However, the economy remains vulnerable. The business climate for SMEs has hardly improved over the past years (Tanzania dropped down another 9 positions to 145 in the Doing Business report from 2013 to 2014), as access to credit, registration of property and tax procedures remain major limiting factors. Nevertheless, poverty remains high, largely due to an underperforming agriculture and infrastructure bottlenecks (Mashindano et al. 2011). The poverty headcount ratio at national poverty line is 33.4% of the population (2007). Poverty remains highest in the rural areas. The last Human Development Report (2013) ranks the country as 152nd out of 186 countries in terms of development.

The total Tanzanian population tripled within the past 40 years and is likely to grow by approximately 3% per year. This will have a major impact on future challenges and the development of Tanzania in the coming years and decades.

Political context

Tanzania is in the process of reviewing its Constitution. The nature of the union with Zanzibar is highly debated in this context and demonstrations for an independent Zanzibar have led to political and religious tensions and violence. This review process currently forms a major part of public debate along with topics such as corruption and poor service delivery.

The increased multi-party dynamics and tensions have led to a rather fluid political situation and a quite pessimistic view of the current government's expected performance in the next two years prior to the next elections. The freedom of press and access to information, as well as recurring human rights violations (also in the judicial system), and discrimination of minorities and women remain issues far from being solved (AR 2012).

Aid effectiveness, Official Development Assistance (ODA) environment

Tanzania's stable political and economic environment and supposed commitment to eradicating poverty has encouraged a wide spectrum of international development partners. The Joint Assistance Strategy Tanzania (JAST) should guide the donor government cooperation. Tanzania has in the past been recognized as a country implementing the Paris Declaration on Aid Effectiveness in an exemplary way.

Tanzania is one of the largest recipients of aid in Sub-Saharan Africa. In the financial year 2010-11, approximately 33% of government spending was financed by foreign aid. The volume of ODA flows to Tanzania has continued to increase. OECD/DAC statistics show that aid disbursements increased from US dollar 1'498 million in 2005 to 2'331 million in 2008, and 2'445 million in 2011. Switzerland's aid with about US dollar 30 million corresponds to approximately 1.2% of the total ODA budget.

Shortcomings of the current governmental system are generally acknowledged and comprise weak government performance, deficient implementation of reforms, rampant corruption, and the lacking reliability of Public Financial Management systems¹. The government attempts to address this situation by the adoption of the 5-year development plan and the new priority-setting framework Big Results Now (BRN). However, it is not clear how the BRN is linked to MKUKUTA – the poverty reduction strategy - which is the framework that underpins many development cooperation agreements.

General Budget Support (GBS) would be the preferred modality of GoT and in principle of a group of donors. However, doubts about the commitment and capacity of GoT to implement reforms go hand in hand with an impatience of the donors for immediate results from their interventions. Technical flaws and political problems from both, the recipient and donor countries seem to reduce the legitimacy of the new system (Odén et al. 2011).

Nevertheless, a recent GBS evaluation (ADE et al. 2013) paints a generally positive picture. But this assessment is strongly contested by interviewed donor representatives (including the Swiss Embassy) and a recent World Bank (2013) performance assessment report. Such diverging opinions on the effectiveness of the GBS among the donor community also reflect the incoherence among the development partners.

Besides the GBS and sectorial basket funds, a large proportion of development assistance to Tanzania continues to be delivered through project modalities, which often remain outside the government system.

¹ see also OECD 2011

Domain Private Sector Development in Agriculture (PSD/A)

80% of the population of Tanzania depend on agriculture as the main income. The GoT has identified agriculture as one of the priority sectors and envisions it as a modernised, commercial, highly productive and profitable sector relying on the active involvement of the private sector. In terms of agricultural investment, the most notable programme is the Agriculture First '*Kilimo Kwanza*' (Agriculture First) policy launched in 2009 with the objective of fostering a green revolution and transforming agriculture into a modern sector (OECD 2013).

Small and large-scale investors in the sector face major constraints. A complex, long and costly land registration process, deficient regulatory restrictions, low access to credits and overlapping government responsibilities result in weak land tenure security, notably for smallholders, thereby undermining sustainable agricultural investment and trade.

The CS well recognized the essential role of agriculture in poverty reduction, food security and economic growth in Tanzania. The strategic choice of the PSD/A domain has been to develop the agriculture market with a special focus on private sector development that benefits poor people. The links to governmental institutions and the participation to DP groups have not been very intense. Such relationships would also facilitate the follow-up of the recent investment initiatives of the Southern Agricultural Growth Corridor of Tanzania (SAGCOT) and the BRN² as these initiatives might offer new opportunities (e.g. spread out the Making markets work for the poor (M4P) approach), but might also influence the defence of the rights of smallholder farmers and rural communities.

Domain Health

The health sector is making progress in implementing the six-year Health Sector Strategic Plan 2009-2015 (HSSP III). Positive developments can be noted in all strategic areas. Overall, however, the pace is slower than anticipated. Generally speaking, there has been more progress in systems development (policies, strategies, guidelines, work plans) than in the implementation of service delivery. Innovations are only slowly trickling down to the grass-root level facilities. Also, in general, specific disease control programmes seem to be performing better than general and reproductive health services. The attendance data of health services show clearly that the population is not satisfied with the services. The sector is still not equipped to tackle gender and equity issues, especially in rural areas. The reproductive health services (RHS) are a primary area of concern. They can only improve if the total system improves (Ministry of Health and Social Welfare 2013).

The health domain is generally well-positioned in regard to the challenges in the health sector. Due to its well-recognized position in the health sector and its diversified support areas, Switzerland can make significant contributions to the health system and health delivery improvement.

Domain Governance and Social Accountability (G&SA)

Tanzania's Local Government Reform Programme began in 1998 with the aim of transferring resources from central to local government, and devolving and decentralising power to create more autonomous Local Government Authorities (LGAs). The government system has remained very centralistic and the decentralization process did not progress as expected. However, there are some encouraging experiences within the framework of the local government reform programme which bases on the approach "decentralization through devolution" (PMO-RALG 2009). *Wajibika* ("be accountable") conducted for instance an interesting experience in the Morogoro District with the Project Strengthening Management Capabilities of Local Leadership in Tanzania³.

² <http://www.pmoralg.go.tz/quick-menu/brn/>

³ <http://abtassociates.com/impact/2013/project-strengthens-local-leadership-in-tanzania.aspx>

The number of civil society organisations has grown over the last years and they have become increasingly vocal and have been influencing public opinion and political processes. The legislature (parliament, elected councils - in which opposition has a voice) has become more influential even though not yet leading to a balanced power relation between legislative, executive and judiciary. The media have become more diverse and vocal, even though censorship is still an issue.

The CS context analysis regarding G&SA is still to a large part reflecting the development context. Governance issues are relevant for achieving sustainable development results in agriculture and health and are therefore key to an equitable poverty reduction.

It may be disputable whether G&SA's current portfolio rather corresponds to the FCD domain state and economic reforms or whether it would rather fit into SDC's transversal governance theme. In both cases, the current strong focus on media development is rather specific to the CS Tanzania. Social Accountability and strengthening of CSOs, however, is in line with the FCD approach of governance as a transversal theme.

The role of local government structures is central for accountability and service delivery. This also applies to Tanzania. The CS recognizes this specifically in the health domain, where accountability and the strengthening of health provisions are viewed as two sides of the same coin and are pursued as a target at central, regional and local level. For the other two domains - PSD/A and G&SA - the CS does not identify Local Governance as a key element. The SCO and its partners do in fact recognize Local Governance as a key promoting factor in achieving the planned domain outcomes. Few specific interventions at local governance level within the existing projects have been identified so far for these two domains (see EA 2 and EA 4).

Gender

Gender equality is still far from being a reality even though MDG goals seem to be apparently reached (UNDP 2011). The multiple related vulnerabilities of women – higher levels of HIV infection in teenage girls, female genital mutilation, rape and gender-based violence – are hardly addressed in Tanzania. The Government and development partners do not address these issues sufficiently.

Global Challenges and Global Programmes

Climate change, food and water crises as well as migration are topics of concern to all mankind in a globalized world. It is for this reason that SDC has developed Global Programmes to meet these challenges and promote globalization that favours development.

Millennium Development Goal (MDG) indicators in health and water will be only partly met and the majority of the Tanzanian population depends on rain fed agriculture, pointing out the relevance of food security, agriculture and climate change. Migration is currently not a major issue affecting development in Tanzania, even though internal migration from rural to urban areas linked to strong population growth is on the rise.

Coherence of Switzerland's foreign-policy objectives for Tanzania and the principles of the Federal Council Dispatch (FCD)

The CS programme in Tanzania is well-aligned with the Federal Council Dispatch 2013 - 2016 (Bundesrat 2012) even though one could argue that the domain title "PSD in agriculture" corresponds in fact to two FCD themes (private sector development; agriculture and food security); and the domain governance in its current shape might rather correspond to FCD's outline of governance as a transversal theme, but could evolve fitting the FCD theme "state reform, local authorities and citizen participation".

1.2 Quality of context analysis

The context analysis of the Annual reports and the MERV are realistic and cover relevant aspects of the country. Regular team meetings, participation of external key speakers at SCO meetings, weekly contacts with the Ambassador and the attendance at DPG meetings are the main sources of information. The context information is appropriately summarized in the Annual reports and the MERV reports.

However, it does not always become clear how issues such as social and economic inequalities, regional disparities, concerns in regard to gender equity, social inclusion and HIV-AIDS are addressed by the domain portfolios.

No specific context information is reflected in the Annual reports for the priority regions (Dodoma/central corridor). Context analysis could gain in credibility by mentioning the sources of information (e.g. independent sector evaluations, studies, think tanks, ...).

Evaluation Area 2: Relevance and appropriateness of project/programme portfolio with regard to CS

Purpose: Appraise the coherence of the project portfolio with the CS and its relevance for achieving the country/domain objectives

Conclusions (C)

- C1 The portfolios of the three domains are differently structured (see also annex 5):
- The PSD/A domain intervenes with executive mandates, which is an effective modality as it can be based on experienced Swiss and competent national implementing partners. Due to a lengthy portfolio development process, the number of the interventions is still limited even though there is high potential to design a well-structured and coherent programme with the current domain orientation (value chain, producer organizations and advocacy), and with Rural Livelihood Development Programme (RLDP) as strong pillar.
- The health domain has a solid portfolio which is well-recognized due to its long-standing experience and substantial support (Ifakara Health Institute, malaria programme, Swiss Tropical and Public Health Institute). Switzerland adds value thanks to its strong and praiseworthy engagement in policy dialogue and the crucial health basket.
- On the basis of contribution supports, the G&SA domain focuses on supporting Civil Society Organizations (CSOs) in common mechanism with other donors, well appreciated by the CSO partners. Another focus area of support is the media, in which SDC is leading the donor coordination group. Even though foreseen in the CS, the G&SA portfolio is not very developed regarding linkages to and direct support of Local Governance authorities strengthening⁴ and thus has not fully exploited synergies with the other two domains and value added to the Swiss programme.
- C2 The domains have different approaches in their work with the government and also adapt their collaboration strategies geographically. Whereas the health domain recognizes the importance of the ministry level, the other two domains have a very weak relationship with the government at the national level. While the PSD/A and Health domains have a priority focus on Dodoma and neighbouring regions, the G&SA collaborates with partners with national outreach, but mainly works with partners based in Dar es Salaam.
- C3 SDC and SECO's supported global and regional programmes and initiatives generate promising innovative approaches on similar and complementary themes of the CS domains.
- C4 There is great potential to further increase synergies within and between the domains, and with the Global Programmes as well.
- C5 There is a lack of clarity concerning the end beneficiaries and how they should be reached by the PSD/A and G&SA domains.
- C6 The objectives and interventions for the two cross-cutting themes gender and HIV-AIDS were clearly formulated (CS: chapter 4, CS results framework). However specific interventions are rare and rather restricted to the area of gender.

⁴ Except Health Promotion System Strengthening (HPSS)

Recommendations (R)

- R1 Further develop the portfolios on the basis of the current strategic orientation. Consolidate, rethink and expand the existing G&SA portfolio, reach out to rural areas and local authorities, and think thoroughly before dispersing the portfolio with themes such as support to elections, rule of law, or access to justice (Base C1).
- R2 Continue to pursue a dual strategy in each domains of work: i) implement specific support measures at the district and the local level (e.g. HPSS), and bring in experiences and good practice from the work with the priority regions (Dodoma) into the national policy dialogue. This is preferably done by the representatives of the local / regional authorities themselves⁵; ii) invest in policy dialogue, invest in common funds and cultivate contacts with the government at the national level (Base C2).
- R3 Confirm Dodoma and selected neighbouring regions from the central corridor as a common geographical priority for the domains. Work on alliances and the division of labour with other donors (GIZ). Continue programmes that are successful, whatever the duration. Find ways to upscale their approach and go beyond the usual 10 to 15 years support - for example with a new entry proposal that confirms continuity of achievements and human resource investments (e.g. RLDP) (Base C1, C2).
- R4 Continue to do a "monitoring light" of Global Programmes that allows to identify the interventions and approaches that have the potential to contribute to reaching the planned CS outcomes and explore the scaling up potential of these interventions. Support SDC's global interventions by contributing SCO's experiences and views through the corresponding networks and in the design stage of Global Programmes interventions in Tanzania (Base C4). On the other hand, the Global Cooperation (GC) should systematically consult with and inform SCO in the design phase of GP interventions in Tanzania (Base C3).
- R5 In consideration of the importance of the Swiss engagement in the health sector and specifically in the health basket, conduct – additionally to the financial audits - public expenditure reviews in the health sector and public expenditure tracking surveys to analyse the flow of financial resources and estimate their impacts on the health status, especially for the poor population. Conduct such studies in close cooperation with the Ministry of Health and Social Welfare (MoHSW) and other donors to create ownership and to ensure continuity for such analysis (Base C1, C2).
- R6 Ensure that SCO domain teams and partners across the three domains share information, experiences and ideas in order to identify synergy potentials. Explore and foster potential links between agriculture, food security and nutrition, water, health and local governance in priority regions (Base C4).
- R7 Better define the beneficiaries to be reached and the respective changes to be achieved. Besides conducting Beneficiary Assessments, the results chains have to be specified to identify the outcomes at the population level (see also EA 4) (Base C5).
- R8 Cross-cutting themes: Define specific interventions within the existing projects aiming at promoting women's rights and interests and strengthening equal access of women and men to service delivery, employment and income opportunities. (Base C6).

⁵ see the Public Service Provision Improvement Programme in Agriculture and Rural Development (PS-ARD; SDC's project in Vietnam), which addresses regional- and district-wide mainstreaming of participatory local planning, financial decentralisation and improved public service delivery in agriculture and forestry (e.g. extension).

Specific Recommendations for the Domains and Global Programmes are suggested in annex 9. These are practical recommendations, which may help to manage the domains and GPs and could be considered when planning the new CS.

2.1 Relevance of Projects

Structure of the project portfolio

Domain Private Sector Development in Agriculture

Until 2012, the PSD/A domain consisted of only one SDC mandate (RLDP). Today, the portfolio is still small and moderately coherent, consisting of four executive mandates (annex 5), implemented by an international and two national NGOs which interact mainly with non-state actors. The interventions focus on improved market access for selected value chains (agriculture crops and poultry, charcoal, post-harvest technologies) and on advocacy by a farmer association (MVIWATA). Links to local, regional and national authorities are weak. However, the domain team participated to the DPG trade and agriculture and at the project level, and RLDP had fairly good collaboration with the Ministry of Industry, Trade and Marketing (MITM) and the Commission for Science and Technology (COSTECH). The domain also decided to look for stronger linkages externally, becoming more active in donor coordination in view of expanding the portfolio (AR 2012, 9).

The development of the portfolio has been slow and questioned by headquarters. Is this due to the lack of a shared strategic vision between the SCO-T and the OSA division?

The geographical area of the domain is huge, and covers around 600'000 km² nearly 2/3 of Tanzania's surface (see annex 6). As the bilateral Swiss programme (RLDP) is working in selected areas, the real coverage of the six regions concerned is reduced to approx. 100'000 - 200'000 direct beneficiaries.

The domain strongly builds on the experience and assets of the Rural Livelihood Development Programme (RLDP) which aims to improve livelihoods of smallholder farmers through increased income and employment opportunities. The main challenges of the interventions are the quite weak small and medium private sector enterprises, the limited access to financial services, to advisory services, and to information.

The global programmes in food security and the E+I initiative (Swiss Capacity Building Facility for Income and Employment Generation [SCBF]⁶) could contribute to solving these issues. Furthermore, synergies with the global programme in water might help to identify solutions aimed at mitigating weather risks and bridging the long dry season for regions such as Dodoma.

RLDP is substantially contributing to policy dialogue work thanks to its active role in the National Market Development forum which brings public and private actors together. It also coordinates the National Policy Action Node which works on topics such as cross-border trade restrictions, post-harvest losses, weights and measures.

The Transforming Tanzania's Charcoal Sector (TTCS) aims at establishing a commercially viable and pro-poor charcoal value chain for legal and sustainably sourced charcoal. This theme is relevant as charcoal consumption is a real threat to the long-term persistence of forests in Tanzania (Mwampamba 2007). TTCS has also a biomass energy communication and advocacy component, in which alternative energy issues are promoted. Energy saving and the search for alternative energy might be strengthened.

⁶ www.sdc-employment-income.ch/en/Home/Financial_Sector/SCBF_Swiss_Capacity_Building_Facility_for_Income_and_Employment_Generation

The new initiative on launching a multi-donor Agriculture Markets Development Trust (AMDT) is developed in partnership with DANIDA, Irish Aid and SIDA. This donor-led initiative has the potential to streamline M4P approaches on selected value chains and to contribute to knowledge management. AMDT is an interesting development instrument to foster similar approaches in agriculture, to reduce transaction costs and to foster donor coordination. But it will take time to start the initiative as solutions have to be searched for defining the organisational coordination set-up and governance structure necessary to appropriately bring in governmental institutions and to launch concrete projects in the field.

It is therefore not appropriate to proceed with the planned phase-out of the well-functioning and quite successful RLDP just because it is in phase 4! RLDP is getting increasingly recognized by governmental institutions and has the potential to demonstrate good practice to SAGCOT and similar initiatives in agriculture. There is no reason to replace RLDP by AMDT, as there is no guarantee that the AMDT will be working and quickly operational. Both modalities should be supported in parallel in the mid-term.

Domain Health

The health domain consists of a solid portfolio which has a high visibility and is well-recognized by the government and other donors. With its 10 interventions (annex 7) it consists of a broad but solid portfolio with various types of support. There is a strong engagement in policy dialogue in the framework of the Health SWAp (basket fund and global fund).

The domain includes a strong health system strengthening component (Health basket, HPSS in Dodoma region). The Malaria component contains the key support to the National Malaria Control programme which largely impacts on the reduction of malaria in Tanzania. The health service delivery programme consists in supporting the two hospitals St. Francis and Baobab maternity ("phase unique" projects). The high visibility of the Swiss health programme is closely associated with the long-lasting cooperation with the research programme of the Ifakara Health Institute (IHI).

Two interventions in the water and sanitation sector complete the portfolio. The health facilities project makes a lot of sense and should be continued. Specifically on SECO financing, the drinking water project in Tabora faces substantial delays due to poor contractors' performance. This shortcoming may be partially addressed by further strengthening the capacities of the urban water utility.

The Tanzania Health domain programme gets substantial and complementary support by the regional health advisor who is unanimously praised for his advice and who establishes close links to the Global Fund to fight AIDS, Tuberculosis and Malaria (GFATM).

Special and substantial attention is currently paid to the management and audit of the health basket. This intervention is highly relevant as the basket is of strategic importance for financing the health system at district level. However, the health basket fund is increasingly questioned: the donors are less ready to commit long term because of weak performance of the ministry. Some donors have withdrawn and are now working on a new support mechanism, including vertical funds (with very selected targets). Another important challenge in the health domain is the improved access to quality services for poor and marginalized population groups (see also Stoermer et al. 2013).

Domain Governance and Social Accountability

The domain portfolio has remained practically unchanged since 2009, before the CS was elaborated. It consists of contributions to non-state actors active in the fields of media, civil society organisations' strengthening and demanding accountability from governmental structures. A project tracking corruption recently phased out. The partners of SDC in this domain are acknowledged as having high reputations. However, there is no specific

geographical focus of the domain's interventions and most interventions do not reach out to rural areas but are rather present in urban centres. There is also little evidence that the portfolio contributes to improving women's rights and empowerment (CS outcome 3.1.3).

The portfolio is relevant, considering that the media and civil society organisations (CSO) have become increasingly vocal and have influenced public opinion and political processes in the last years.

The domain's portfolio must originally have been understood as a complementary measure to the GBS and basket funding of Switzerland. As Switzerland stopped its GBS contribution, it is important to adjust the portfolio development and to get more involved with state actors regarding governance, e.g. by supporting local authorities' functioning (role and responsibility, internal functioning, financing flows, lobby towards central level, participatory planning...). The link of the domain to the district level and to the domains PSD/A and Health is weak or inexistent, even though this link was foreseen in the CS.

Social Accountability has been taken up transversally and integrated in PSD/A and Health projects like RLDP, HPSS, and Mkaji, synergies and value added are currently under exploited and should be reiterated in the new CS. The well-established contacts with state actors at local and district levels in PSD/A and Health can open doors for achieving more results in regard to accountability, efficiency and quality of service delivery. The domain would gain in result achievements through coordination with and support by the other domains.

The overall aid programmes in Tanzania are disappointed by the overall performance of the given support at central level. Switzerland has rightly diversified its support to civil society and the private sector. It should, however, make more use of the local authorities (municipal and provincial authorities) as development partners and drivers of change in Tanzania, even if they are not yet elected bodies.

Global Programmes and Global Initiatives

SDC's Global Programmes for climate change, food security, migration and water are focused on the development of innovative solutions to global challenges, multilateral policy dialogue and the dissemination of knowledge.

Global Programmes are often launched following criteria such as innovation potential, strategic partner capacities, impact potentials etc. rather than following geographical focus logic. Annex 8 provides an overview of the about 20 Global Programme initiatives of SDC and SECO currently active in Tanzania.

All SDC's GPs have an innovation or pilot character, mainly feeding into policy influencing processes beyond country level. While all initiatives are thematically relevant in the Tanzanian context and in line with FCD, approximately half of them are - according to the discussion with SCO-T - potentially also contributing to achieving stipulated CS outcomes. The impressive number of initiatives (approximately 20) indicates that a close involvement and follow-up of all initiatives is almost impossible for SCO. However, there is considerable potential to take advantage of the tested innovative approaches and of the substantial analyses produced by the GP's interventions in Tanzania. SCO sees a potential of capitalizing approaches or findings and analyses of at least three GP projects into the CS's future interventions (Observatory for Land Acquisition / East African Farmer Federation / Ecological Organic Agriculture). The Peer Team also sees a high potential in taking up / creating synergies in PSD with the E+I implemented Swiss Capacity Building Facility for Income Generation and SECO's UN Trade Cluster project.

SECO also supports four global initiatives with components in Tanzania. SCO-T might take advantage of information access in governmental institutions and professional advice in the fields of economy, finance policy and public management reforms.

Even though headquarters (SDC and SECO) do not expect SCOs to be proactive regarding most Global Programme initiatives, the workload for SCO-T to stay sufficiently informed is already considerable.

Reach of relevant beneficiary groups

SCO-T has raised the question to what extent their projects and programmes are reaching the relevant beneficiary groups, especially in the PSD/A and G&SA domains. In PSD/A interventions, mainly the M4P approach is applied. HQ has expressed doubts as to whether this approach ensures that the poorest are reached and raises the question if this approach might be gender-blind. SCO-T is under the impression that its interventions do not sufficiently benefit the women and the youth and even fears that its programme might actually increase the gender gap. Therefore, SDC-T has integrated additional measures in the GPLP, for instance, to reach out more to the poorest. For making adequate steering decisions, it is also important to have evidence-based data on the type and number of beneficiaries benefitting from Swiss interventions.

Besides conducting beneficiary assessments to approach such questions (SDC 2003), it is advisable to refer to two previous studies done in Tanzania: i) The study on the views of the poor provides understanding and insights into the lives of the poor through their eyes, particularly within the geographic areas of SDC programmes 10 years ago (SDC 2003); ii) Pio Wennubst's exercise on the social differentiation in the Central Corridor done with the Systemic Approach to Rural Development (SDC 2008).

Regarding Gender and M4P: Women's economic empowerment (WEE)⁷ and their access to markets and services are widely recognised as being essential to economic growth and poverty reduction. SDC's employment and income E+I network and gender equality network under the coordination of the "M4P Hub Sharing knowledge on making markets work for the poor"⁸ have taken the timely opportunity to revisit the topic of WEE, focusing on the growing experience of M4P projects.

2.2 Transversal themes at the level of CS and the domains

Relevance of the selected transversal themes (Gender, HIV-AIDS) and their integration in the CS and its domains

The CS (chapter 4) states that gender equality will be promoted. The CS also defines that every project will have a baseline, situation analysis and targets that will integrate gender disaggregated data to be used for planning and monitoring progress. Further, the CS states that the implementation of project activities will tackle the specific needs and opportunities of women and men to promote their social, political and economic empowerment.

Against the background of these CS instructions, a gender-based context analysis highlighting issues in health, agriculture and governance allowed for a better understanding and a stronger focus on clear objectives in gender mainstreaming (AR 2012). In the area of HIV-AIDS, an assessment about the Dodoma Region, HIV-AIDS context and the programme's influence on HIV-AIDS prevalence was commissioned and was presented in January 2014. This should have provided insights and guidance on how HIV-AIDS mainstreaming in the Swiss programme should be achieved.

However - with the exception of some attempts in gender – only few specific interventions within existing projects have been implemented.

⁷ www.sdc-employment-income.ch/en/Home/Making_Markets_Work_for_the_Poor/Transversal_Themes_in_M4P

⁸ www.m4phub.org

Additionally to the reflection and studies by the SCO-T and implementing partners, there are many studies available which describe the inequalities for the two themes in the context of Tanzania (e.g. Mid-Term Review on the HSSP III).

Gender and HIV-AIDS mainstreaming remains a challenge. The cooperation office will continue the process of defining clearer objectives that will in due course lead to measurable results within the objectives that are fixed per thematic domain. Capacity building of staff and partners regarding hands on tasks and expectations is still needed (it is necessary to move from the general to the concrete) (AR 2012).

Evaluation Area 3: Implementation of the CS and its portfolio

Purpose: Appraise the efficiency of the portfolio management by the SCO and its contribution to an optimal achievement of results

Conclusions (C)

- C1 Despite massive staff turnover in the past years, SCO-T managed to create a positive team spirit, and enhanced capacity building and internal communication.
- C2 Issues observed that affect management performance are:
- SCO declares having little ownership of the CS 2011-2014.
 - Some working relationship difficulties between SCO-T and the OSA division led to a lengthy and deficient portfolio development process with a limited number of identified pipeline projects. There might be a lack of shared strategic vision.
 - Though weaknesses of the current CS have been declared clearly by SCO-T, the SCO-T and OSA division have not elaborated concrete proposals for amendment.
 - Weak exchange among partners with SCO-T within the domains.
 - Potential to take advantage of GP's innovative approaches yet to be more exploited.
 - The unfinished CS monitoring system leads to a lack of key information (e.g. data on employment and income for women and youth), and therefore hinders evidence-based steering decisions.
 - Low frequency of field missions to monitor the progress of intervention and to get inputs from district level for addressing policy concerns.
- C3 Responsibility sharing between the Embassy and SCO-T management, and cross services are appropriate for an Integrated Embassy. However, a clear shared vision for the potential of SDC's bilateral programme interventions (e.g. guidance for strategic CS orientation and efficient portfolio development, anchoring of the programme at a decentralized level) and fostering ownership for the Cooperation Strategy among the SCO-T team would strengthen the CS management
- C4 The communication and common understanding between Global Cooperation, OSA Division and SCO-T is not optimal. The consultation processes need improvement at the stage of identification, design and implementation of programmes.
- C5 The involvement of SDC-T staff in SDC networks contributes to thematic competent and informed local staff. Especially the local staff appreciates the quality of information and the networking aspect across SDC through the networks. Some domain teams plan their involvement in networks strategically on an annual basis, which is good practice.

Recommendations (R)

- R1 Considering the remaining validity and low ownership of the current country strategy, start planning the next cooperation. It should be done by cross-domain visits in priority regions and intensifying exchanges and consultations with the partners at local, regional and national levels. Be clear as how the portfolio should grow from 20 to 26 million CHF/year: more partners or larger financial amounts to the same partners? (Base C1, C2)
- R2 Set up - jointly with implementing partner - a lean CS monitoring system with a few key indicators for each domain. It will remain mostly valid for the next CS (Base C2).
- R3 Establish good links to policy makers at national and regional (in the priority regions) levels, administrative staff, NGO community (Swiss NGOs) and to project partners in the field (Base C2).
- R4 Field visits bring motivation and inspiration for projects and policy dialogue. Define a

motivating, imperative but encouraging policy for the staff to conduct field missions and policy dialogue on the level of priority regions on a regular basis and with a fixed percentage (for example approx. 20%, meaning 4 days per month for field visits) (Base C2).

R5 Involve the partners systematically in key moments (e.g. mid-term review of the country programme, annual review of the domain results achievements) (Base C2).

R6 Even though the GPs address global challenges and do not have a country approach, explore each GPs potential for bilateral interventions or scaling-up (also with other DPs and national partners). The GP interventions provide a great source of inspiration for elaborating the new CS (Base C3).

R7 Clarify and improve the relationship and mutual expectations between OSA division and SCO-T. Define clear responsibilities between SCO-T, and the OSA division and be accountable for it. Also improve exchange and communication between Global Cooperation team, SCO-T and OSA division. The division of labour to well manage the GPs is a challenge to overcome. It might be worthwhile considering Berne's Global Cooperation staff for the task of promoting exchange and improving collaboration with the SCO-T during the elaboration processes of the new CS (Base C1, C2, C3).

R8 SCO and the domain teams should continue to encourage the operational staff's participation in relevant SDC networks. The GSO team's network participation planning for 2014 can serve as a good practice example (Base C4).

3.1 Allocation and management of financial resources

The following tables summarize financial planning and actual disbursement during the CS 2011 – 2014 period.

Table 1: Disbursement 2011 – 1st semester 2013 and financial planning 2nd semester 2013 and 2014 in million CHF. Percentage of field office expenses.

Domain	Planned disbursements (CHF m.) (Reference: CS)					Actual & planned disbursement (CHF m.) (Reference: AR 2011, AR 2013)				
	2011	2012	2013	2014	Total	2011	2012	2013 estim.	2014 plan.	Total
PSD/A	7.5	7.5	7.5	7.5	30.0	2.900	3.797	3.840	7.190	17.727
Health	10.0	10.0	10.0	10.0	40.0	12.284	11.669	11.184	12.282	47.419
G&SA	4.5	4.5	4.5	4.5	18.0	3.282	4.726	4.501	5.385	17.894
SECO*	6.5	5.9	0.5	0	12.9	3.169	5.756	1.399	1.391	11.715
Small act.	2.8	2.7	2.7	2.9	11.1	0.631	0.416	0.686	0.450	2.183
SCO						2.412	2.423	2.835	2.816	10.486
TOTAL	31.3	30.6	25.2	24.9	112.0	24.678	28.787	24.445	29.514	107.424

% Field office expenses / Programme disbursement	9.8	8.4	11.6	9.5
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* Water Dodoma & Tabora (SECO - WEIN), UN Trade Cluster Programme (SECO - Trade Promotion)

Since 2012, the overall implementation of the CS programme is in line with the planning. However, the actual disbursement of the PSD/A domain is well below the financial volume foreseen in the CS due to delays in the design, approval and launch of several projects (TTCS, Grain post-harvest, farmer association support). The reasons for the important

delays of over 2 years are lengthy discussions between SCO-T and OSA, the lack of viable bids, staff changes, capacity constraints and unexpected tasks (AR 2012). A certain lack of sensitivity and skills in financial management by the operational staff regarding timeliness of submitting realistic financial planning and accuracy of budget estimations makes financial management difficult.

3.2 Management performance

The current CS 2011-2014 was mainly built on the continuation of the former strategy and on the basis of a quite strong commitment to the Paris Agenda. The current SCO-T team identified gaps in the relevance and quality of the CS and declared having little ownership for the CS document. The Embassy and SCO leadership voice fundamental doubts as to whether a small bilateral cooperation programme can have a substantial positive impact under the current framework conditions in Tanzania. The evaluation team believes that Switzerland has brought and in the future can bring interesting contributions to Tanzania, especially in selected thematic niches.

In the opinions of the evaluation team, the CS provides an acceptable strategic orientation for the Tanzania programme. It is difficult to grasp why the CS was not reviewed and improved over the past two years, given the doubts of the programme's leadership, as this could have led to a better common ground for the SCO team for interventions' planning and implementation. While no initiative to rework the CS seems to have been taken by SCO-T, HQ should have asked the field to do so.

As a consequence, the effectiveness and efficiency of the portfolio development process have been critical over the CS period. The team largely maintained the current portfolio and launched interventions which had already been planned before 2011. The too lengthy and time-consuming project design and approval process with the HQ discouraged the team from further developing the portfolio and new pipeline projects.

In spite of the critical situation in Tanzania, no corruption case in SDC projects was reported in the CS period. The SCO-T undertakes adequate prevention by ex-ante assessing the national partners in the project selection process, based on objectively verifiable criteria. Such measures could also reduce the risks when selecting the partners for implementing the GPs.

The financial risks are higher with contribution aid modalities than with execution mandates as the control mechanism for audits are not always managed by SCO.

Considering the number of staff (chapter 3.5), the size of the portfolio, financial means, and the strategic orientation of the CS, the Swiss programme and its future development is well-manageable.

3.3 Quality of the CS monitoring system

There was an attempt to develop a CS monitoring system. A large number of indicators (67) was suggested. But the monitoring matrix is an unfinished business. The system was not developed closely following the SDC CS monitoring concept (SDC 2009), was not mainly understood as a steering instrument, and did not serve as an exchange tool with the implementing partners. On top of that, data availability of the identified (too many) indicators proved unsatisfactory. Apparently, no advice from SDC's Quality Assurance or from a monitoring specialist was required to finalize the system.

The changes at beneficiary level could not be adequately measured (e.g. reach of poor beneficiaries and gender equity by M4P interventions). Gender disaggregated monitoring is only available at project, but not at CS level (AR 2012, AR 2013). The SCO further critically self-assessed that the quality of progress monitoring data and reporting procedures has improved but is not yet satisfactory (AR 2013).

Frustrated by the unproductive appraisal of data within the existing monitoring framework, SCO-T decided not to invest much more effort into the monitoring system for the 2011 – 2014 period, but rather to define a more performing monitoring for the upcoming CS. The evaluation team feels that the monitoring system could have been quite easily revised and simplified at an early stage of the CS implementation.

3.4 Positioning, coordination and aid effectiveness in the country set-up

Role of SDC within the donor community

Switzerland is a small donor, but well-recognized for its long-standing engagement in the health sector (health basket, Ifakara, Swiss TPH). Furthermore, the cooperation programme has reached significant results in several niches (health financing and community health funds, media, M4P, RLDP in Dodoma).

Generally, SDC is viewed by DPs as a relevant player in some thematic fields. Unfortunately, the evaluation and peer team had no possibility to ask national government partners for their view on SDC's position and comparative advantages in Tanzania because the organization of respective meetings was not regarded as feasible and useful by SCO-T.

Given the size of the country and the financial volume of overall ODA in Tanzania, Swiss interventions have to be strategically planned regarding its positioning among the donor community. Thanks to a well-developed programme with interventions at local, regional and national level, the Swiss influence on policy dialogue in health is much greater than in the other domains. Furthermore, the health basket and the strategic support interventions at the Ministry level (e.g. Netcell) enable high leverage impacts in health financing and significant reduction of the malaria prevalence rate.

SDC has positioned itself as the leading agency in media in Tanzania. Even though this is a commendable achievement, it should be reviewed within the development of the new CS, as SDC has rather limited institutional knowledge in this specific topic while the workload for leading the donor coordination group on media seems to be substantial. The lead function could be passed on from Switzerland to another donor (as it was previously passed on by SIDA to SDC) and Switzerland could still remain involved. It is recommended that the Swiss programme be well-focused thematically and geographically. Switzerland's engagement in the poverty-stricken regions in the central corridor (Dodoma and neighbouring regions) is therefore well-justified.

Knowledge management mechanisms

While internal knowledge and information exchange works very well in regard to context analysis (regular staff meetings, SCO-T/Embassy joint analysis and sharing of analytical skills), exchange and strategic planning across sectors, including sharing of experiences, ideas for portfolio development, policy dialogue etc., including SCO staff and implementing partners, is weak. E.g. the health and PSD/A teams would have valuable contributions to make for further developing the local governance portfolio.

The Swiss financed partners do not get the opportunity to commonly meet with SCO-T on a regular basis. It is advisable for the domains of all partners to meet at least yearly (also with partners involved in contribution interventions), to foster an understanding of the Swiss programme's objectives, to find synergies, thus adding value, and validate progress in view of joint outcome reporting.

Due to the lack of opportunities to share experiences on and progress in the Tanzanian cooperation programmes, the Swiss NGOs took the initiative in the organization of a platform of Swiss NGOs (members: Helvetas Swiss Intercooperation, Swisscontact, Interteam, solidarmed, Swiss TPH, Terre des Hommes, Biovision, Arthur Waser Stiftung).

The SDC programme officer (desk) in Berne attended these meetings conducted in Switzerland. It is also agreed to meet once a year in Tanzania.

The national programme officers are well-integrated and connected to SDC's thematic networks. In G&SA, the contribution to and from the network for the domain are discussed and planned on a yearly basis, which is good practice. Currently, one PSD/A NPO is a member of both A&FS and Gender networks, while E+I and climate change networks, which would also be very relevant for SCO-T, are currently not followed up very actively.

Cooperation among Swiss governmental agencies

SCO is well-informed of the Swiss interventions "outside" the CS programme (GPs, E+I, BAFU, Regional OSA programmes, SECO interventions). The large number of ongoing interventions is, however, a challenge for the SCO-T. There is a feeling - both in SCO and at HQ (GC, OSA) - that there are fundamental differences in approaches, that mutual cooperation is sometimes inefficient, but that the potential for synergies is rather high. The peer team identified some synergy potential as well as communication gaps that should, however, be feasible to overcome.

3.5 Human resources management

The SCO-T aims at employing one additional staff member to further develop the portfolio. (annex 10). However, more staff might also lead to increased management and coordination challenges. The evaluation team questions the perception of limited human resource capacities for actively contributing to DP's dialogue, defining new interventions and ensuring continuous and quality field monitoring. A firm shared ownership of the CS and its strategic orientation (see 3.2) and a more effective exchange of cross sector knowledge within SCO would be more promising to this end.

Compared to other DPs, the salary scale for local staff is competitive. This should provide a good basis for hiring qualified staff. However, the selection of qualified (technical, administrative) staff is a challenge. A more pro-active headhunting-like selection process might be a promising option for identifying promising candidates and informing potential candidates about the good working conditions (salary, development programme capacity, long term cooperation programmes). The peer team also thinks that the role of the National Programme Officers (NPO) should generally be empowered. Other country experiences show that competent NPOs are able to successfully represent Switzerland in programme steering and management as well as sector donor coordination. This creates motivation and ownership for the Swiss cooperation programme among the national staff and is an efficient measure for preventing staff fluctuation.

The participation in SDC's networks is appreciated and motivating for the staff. The role of financial controllers in the domains is interesting and worthwhile considering for other SCOs. The main objective of these financial controllers is to control and monitor the projects and to coach and support the programme staff in administrative and financial issues during the project cycle. The financial controllers are supervised by the Chief of Finance & Administration (CFA) but they are also part of their domain team.

Evaluation Area 4: Results of the CS in relation to the results at country level.

Purpose: Appraise and compare the contribution of the Swiss Cooperation portfolio at the output and outcome level to the achievement of the development results of the partner country

Conclusions (C)

- C1 Substantial results have been achieved in both PSD/A and GSA according to the validation workshops conducted with the SCO-T partners (results achievements in the health domain was not assessed).
- C2 The results frameworks defined in the CS for PSD/A and GSA have been largely confirmed by a joint validation exercise. They provide a good basis for defining the new CS.
- C3 Outcome-oriented reporting on the basis of CS Results Frameworks and the according CS monitoring system was rather weak so far. The reason is that different outcome frameworks were used from one year to the other. Due to this, measuring progress in results achievement is very difficult. Additional impact studies for key interventions or approaches were not conducted recently. On such a basis, evidence-based steering and decision-making for the strategic orientation of the domains is challenging.
- C4 The analysis of the PSD/A and G&A results chains reaffirms the validity of the initial planned results, but also points to a diversity of thoughts and expectations among the key stakeholders i.e. partners and SCO-T staff. It is therefore important to get a shared understanding of the results chains.
- C5 Besides the results achieved in the area of selected value chains in the PSD/A domain - unfortunately demonstrated with weak data evidences - remarkable results have been achieved in the area of improved regulations in agriculture and trade. A stronger focus should be in the further development of smallholders and advocacy for their rights and access to information.
- C6 Little progress is reported in the field of the cross-cutting themes gender and HIV-AIDS. Meanwhile some progress has been made at output level in gender (e.g. attendance training by women), HIV-AIDS mainstreaming remains an unclear concept; the work is limited to workplace policies.
- C7 There are many promising innovations and innovative approaches, mainly in the PSD/A and Health domains, which could be scaled up. So far there is no scaling up strategy providing guidance on which and how innovations should be scaled up through policy dialogue, alliances, networking, direct financial support and dissemination.

Recommendations (R)

- R1 Foster outcome reporting on the basis of shared results framework with key indicators, joint analysis of results achievements with partners and complementary impact studies (Base C3, C4).
- R2 In regard of the strategic orientation of the PSD/A domain, further promote the creation of income and employment, but with a stronger focus on the youth. Increasingly defend the interest of smallholder farmers through supportive economic interventions and advocacy work, e.g. on secured land rights and better information access (Base C5).
- R3 In G&SA invest more in shared planning and reflection on the common objective with the partners. Monitor and review the results framework which should also comprise local governance concerns and an enhanced focus on rural areas, especially on priority

regions. Eventually complete the portfolio with executive mandates to cover these critical results areas (Base C6).

- R4 Clearly define in the next CS how gender will be mainstreamed i.e. whether a gender-informed (each project integrating gender aspects) or gender-focussed approach (focus on women rights and stand alone women empowerment programmes) will be promoted. Define clearer objectives that will lead to measurable results within the objectives that are fixed per thematic domain (see also AR 2012, 19) (Base C6).
- R5 Clarify scaling-up and leverage strategies for innovations and innovative approaches, identified in both the bilateral programme and in global programmes in the new CS (Base C7).

4.1 Domain Results. Effectiveness, and Swiss contribution to country results

According to the CS evaluation concept, the analysis of the results achievements was only done for the two domains PSD/A and G&SA. For the Health domain, there is a broad consensus that its interventions achieve good results and make substantial contributions to the related country results.

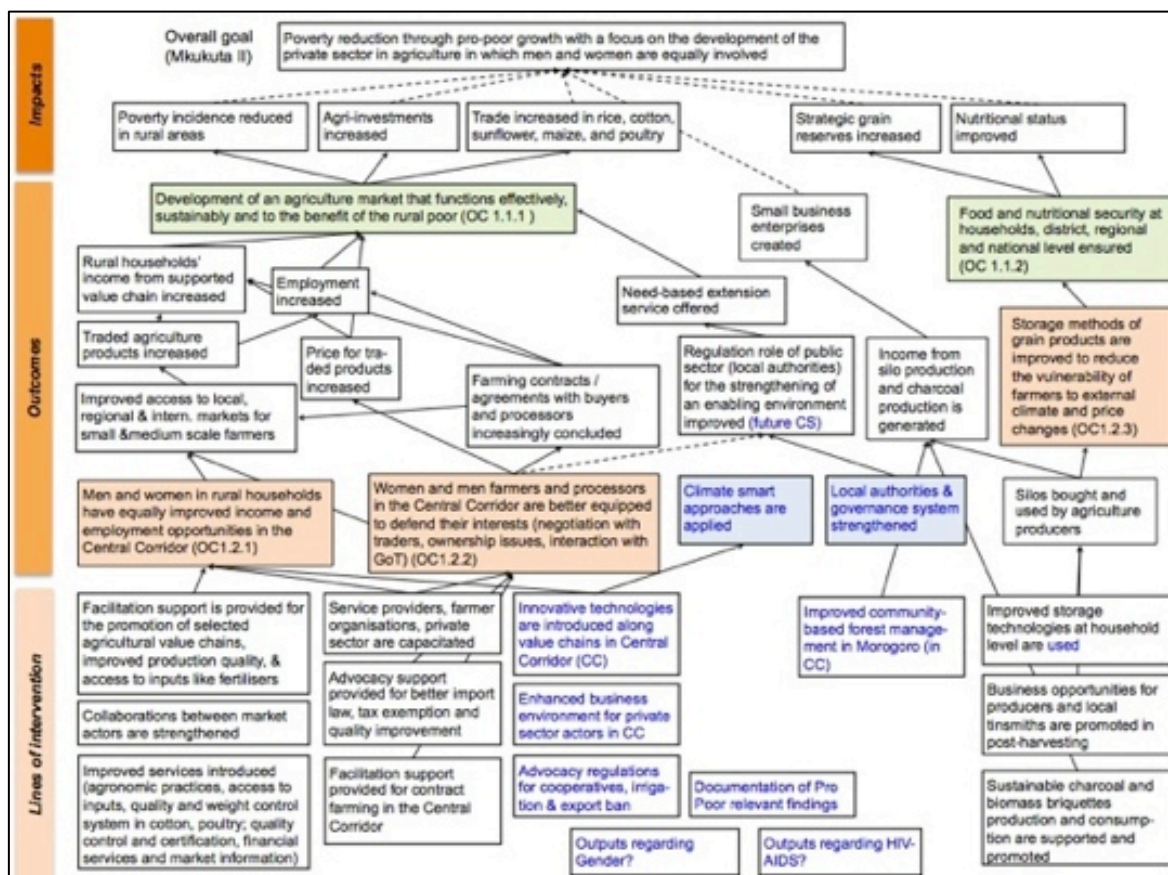
The results analysis is based on the Results Framework (RF) of the CS, even though this does not exactly correspond to the model proposed by the actual CS guidelines (SDC 2013b). The analysis was done on the basis of the results statements of the Annual reports (2011, 2012, 2013), on a summary with significant results presented by the head of domains, and the domain workshops with SCO-T staff, project representatives, and the peers.

The workshop participants first analysed the domain logic model - established with the RF – and suggested improvements. In a second step, the most important results were summarized, and promoting and hindering (external and internal) factors leading to the domain outcomes were identified. Finally, the workshop participants were encouraged to propose a vision for the domain.

From the methodological point of view, the results chain of the domains PSD/A and G&SA helped to visualize results to be achieved and to verify the contribution logic between the Swiss Portfolio results and the Country Development Results.

Domain Private Sector Development in Agriculture

Figure 1: Results chain of PSD/A domain



a. Results Chain (logic model)

Annex 11 shows the results chain, established on the basis of the RF and inputs of workshop participants reflecting the current situation.

The workshop participants validated and endorsed the two CS Country development outcomes, the three CS Swiss portfolio outcomes and the underlying intervention logic.

The workshop participants recommended completing the logic model with the following results statements:

- At outcome level: Local authorities and governance system strengthened, and climate smart approaches applied. These are important additional intervention areas to be considered in the new CS.
- At output level: The interventions lines were completed with innovative technologies, community forest management, business environment support, and advocacy regulations.
- Besides documenting pro-poor findings, they also suggested to clearly formulate what outputs have to be delivered in gender and HIV-AIDS.

Table 2: *Simplified Results Framework of the PSD/A domain (CS 2011 - 2014)*

Swiss portfolio outcomes	Country development outcomes
Men and women in rural households have equally improved income and employment opportunities in the Central Corridor (OC1.2.1)	Development of an agriculture market that functions effectively, sustainably and to the benefit of the rural poor (OC 1.1.1)
Women and men farmers and processors in the Central Corridor are better equipped to defend their interests (negotiation with traders, ownership issues, interaction with GoT) (OC1.2.2)	
Storage methods of grain products are improved to reduce the vulnerability of farmers to external climate and price changes (OC1.2.3)	Food and nutritional security at households, district, regional and national level is ensured (OC 1.1.2)

b. Results achievements: Swiss portfolio outcomes

Remarkable results have been made in the area of policy work (partly due to Helvetas Swiss Intercooperation - RLDP):

- Removal of import taxes on oil processing equipment;
- Reinstatement of 10% tax on imported crude oil in favour of sunflower oil;
- Waiving of VAT for dairy and edible oil pressing equipment, harmonization of (17!) regulatory frameworks in the dairy sector.

A detailed results analysis was not possible due to the way the results are presented in the Annual Reports, the lack of the CS monitoring (see chapter EA 3), lack of baseline data and target values for both, the Swiss portfolio outcomes and the related country level outcomes. Due to the unavailability of compiled data at the domain level, the related country development outcomes were not analysed in the workshop. However, we recognize that reliable monitoring data does exist at project level (e.g. RLDP).

In spite of the methodological issues concerning results reporting, it is possible to acknowledge the main areas of achievements⁹ that have been measured in regard to increased income and employment for selected value chains (sunflower, cotton, rice) thanks to new opportunities offered by processors, improved qualities of products, higher productivity and unit sale prices. Other progress has been made in improved access to rural finances, level of organisation and use of new entrepreneurship skills.

c. Promoting and hindering (internal and external) factors to achieve outcomes

Relevant promoting and hindering factors were identified in the workshop (see annex 13). It is worthwhile considering them by formulating the RF for the new CS.

There is great opportunity to work with the committed and competent implementing partners of the Swiss programme, including the private sector actors. The local government is supportive and interested. The working approaches of Swiss interventions are generally well-appreciated, especially for their pro-poor focus. There is huge market potential for the current and other value chains.

The main external hindering factors are the confusing policies in agriculture and trade, sometimes the unwillingness of the government to improve value chains (e.g. charcoal), and the uncoordinated donor interventions. It is also advisable to increasingly adapt the future PSD/A interventions to the changing weather patterns and climate change (seed, irrigation)¹⁰.

⁹ Refer also to the internal workshop report and the annual reports

¹⁰ Refer to the inception report for additional context information for the agriculture sector.

d. Vision for the future domain development, suggested by workshop participants

Smallholder farmers, millers and processors in the Central Corridor contribute substantially to the economic growth. In particular, support directed towards well equipping the processing companies leads to increased job creation for women and the young. Smallholder farmers are respected actors in policy formulation for commodity markets and have access to finance. Local governments support the smallholder farmers and are accountable to them. The value chain interventions are better coordinated among the development partners. The M4P approach is broadly scaled-up at national level. SDC has a clear commitment towards smallholder farmers to defend their interest.

Domain Governance and Social Accountability

a. Results Chain (logic model)

Similar to the PSD/A workshop, the domain results chain was critically assessed and improvements were suggested in order to better reflect the current intervention logic. Annex 12 shows the revised results chain. The RF for the G&SA domain and the underlying intervention logic were also endorsed.

Table 3: Simplified Results Framework of the G&SA domain (CS 2011 - 2014)

Swiss portfolio outcomes	Country development outcomes
An independent and professional media that supports the quest for accountability, transparency, non-discrimination, anti-corruption, participation and efficiency of the public sector (OC3.2.1 adapted)	Equitable social and agriculture service delivery is improved (OC3.1.1). Public services to all, but especially to the poor and vulnerable are improved
Social accountability lessons learnt from health & agriculture are used in policy dialogue (OC3.2.4 adapted) (OC1.2.4 adapted)	
CSOs (and local communities?) demand improved accountability from local and national authorities and CSOs are accountable to the public (OC3.2.2 adapted)	
More women are active in CSOs work and hold leading positions (OC1.2.3)	The rights of women are promoted and protected (OC3.1.2)

The workshop participants suggested few changes. The Outcome 3.2.2 is valid for both: the Swiss portfolio and the corresponding Country Development Outcome. This is understandable as interventions in the domain are contributions to national organisations with national outreach.

However, there is a rather weak contribution logic between the domain portfolio and the improvement of equitable social and agriculture service delivery (OC 3.1.1), as few specific action have been taken so far. G&SA interventions could have targeted PSD/A and Health much more to go in hand with SDC's interventions in these two domains, especially by supporting local governance authorities. Social accountability lessons from agriculture and health have, contrary to the CS planning, not been systematically documented and used so far.

b. Results achievements: Swiss portfolio outcomes

The G&SA programme has contributed to the Country development outcome (OC3.2.2) in so far that CSOs and media are now more vocal in demanding accountable and quality service delivery of the state. The CSO and media (direct beneficiaries of the G&SA portfolio) are relevant drivers of change in making services work also for the poor in Tanzania, thus having an impact on poverty reduction.

However, CSO and media are not the only relevant drivers of change that could have been supported by the programme. Local Government structures, the legislative (both on

the national as well as on the local level) have not been taken into account for joining hands in reaching results so far.

Table 4: Most significant results from the point of view of national partners - G&SA domain

- The capacity of members of health facilities supervisory Boards (HFBSB) has been built through social accountability training. With a better understanding of their role, they now demand greater involvement in the budgeting and monitoring of service delivery (previously they only focussed on receiving drugs from MSD). Local elected councillors have also started to show interest in how the health facilities are managed and deliver services (SIKIKI).
- The Policy Forum successfully influenced the Prime Minister's Office - Regional Administration and Local Government (PMO-RALG) to issue a circular compelling all District Councils to provide all budget related information to civil society organizations. This is an indispensable opportunity for CSOs engaged in budget tracking and social accountability despite the hurdles that still remain (Policy Forum).
- Increased credibility of civil society resulting from increased capacity of CSOs. Many CSOs are now able to access funds from other donors to work in different thematic areas. Support from Foundation for Civil Society (FCS) has thus served to build a firm foundation for a strong civil society movement in Tanzania.
- Developing a competence-based curriculum for journalists that is accredited by the National Accreditation Council of Tanzania and has already been taken up by several training colleges in Tanzania. The impact will be felt in a few years time. Press freedom guarantee in the new draft constitution (Media Council of Tanzania).
- Increased political and public dialogue on corruption as national issue. The ruling Party recently approached the NGO Agenda Participation 2000 to help it address corruption in its ranks. Developing a prototype for using Information - and Communication Technologies (ICT) to track corruption (AP 2000).

The outcomes regarding women's rights and empowerment, equitable access to services in health and agriculture / PSD have implicitly been given up, even though SCO and its implementing partners acknowledge that well-targeted interventions would be possible, both in PSD/A (e.g. in specific value chains such as poultry) as well as in G&SA.

Like the assessment of results achievements of the PSD/A domain results, the G&SA results do not refer to a consistent monitoring system, even though the OSA division specifically recommended improved monitoring and reporting, completed by specific studies to show outcomes and impacts on the ground (Management report AR 2012).

c. Promoting and hindering (internal and external) factors to achieve outcomes (annex 14)

Promoting factors are the long-term commitment of Switzerland which favours broad results achievement. The partners also appreciate the patience and flexibility of SDC. The move from service delivery to policy dialogue and advocacy is promising. Strong partnership among the CSO enhance results achievements. The relationship between CSO and government is improving; there is increased consultation through dialogue platforms. Another promoting factor is the fact that the Government does not restrict the interaction/support by DPs to CSOs which is very common in neighbouring countries (Uganda, Rwanda, Ethiopia).

Limited capacities of CSOs, fear to engage in sensitive political agenda, the lack of accountability and misuse of funds by NGOs were identified as hindering factors. Similar to the PSD/A domain, the lack of reliable and relevant national data is felt as a hindering factor.

d. Vision for the future domain development, suggested by workshop participants

Local authorities – empowered and accountable – which implement development interventions responding to citizens needs. Effective public service delivery. Effective exchange forum platforms with private sector actors, CSOs and government representation. A better informed rural population. Women are empowered to benefit from production activities and its revenues. Reduced grand and petty corruption. Social Accountability Monitoring (SAM) is institutionalized in all districts. Links between the areas of interventions in PSD/A, Health, G&SA and Gender are established.

4.2 Sustainability and scaling up

Domain Private Sector Development in Agriculture

It is expected that scaling up and sustainability processes can be strengthened through the M4P approach, which is aiming at sustainable market system changes. Supportive measures are improving important regulations, the design and distribution of adapted booklets and the rural radio. However, M4P requires a long-term approach for long lasting success (AR 2012, 29-30).

The multi-donor trust AMDT should have positive effects on coordinated support for promising value chains such as sunflower and maize. AMDT should also sustain achievements of former and current interventions in the PSD/A domain (RLDP, charcoal) (AR 2013, 7).

Domain Health

Thanks to the diverse portfolio and the links to governmental institutions at all levels, the health domain is in good position to scale up innovations and foster sustainability.

- The MoHSW requested SDC in 2009 to design and implement a scalable health promotion project with a systems strengthening dimension in the whole of Dodoma region (HPSS 2011, 1). This provided an excellent basis for developing innovative approaches for scaling up at national level, thanks to the work of SDC's HPSS project which is generating health system improvement such as the community health fund (CHF), health financing processes, medicine and instrument management. Institutionalization and scaling up is promoted through scientific research, documentation and shared with stakeholders and the wider international development community (Swiss Tropical and Public Health Institute 2011, 58).
- It is important to further keep in close contact with the Ministry, even though staff turnover and changing commitments of decision-making persons may hinder outreach at national level.
- SDC's long-term support in malaria is embedded in the National Malaria Control programme (NMCP). Netcell has succeeded in supporting a strong, effective and efficient coordination and management unit for Insecticide-treated nets (ITNs) at the ministerial level. This has permitted good coordination across multiple donors (USAID, GFATM) around a single national ITN strategy, which has resulted in a significant reduction of malaria prevalence in Tanzania (Smithson et al. 2011, iii). The prevalence of malaria among children aged 6 months to 5 years halved between 2008 and 2012, from 18% to 9% (IHI).
- Switzerland currently has the lead of the Health Basket donor group and proactively pushes issues that are crucial for a well-functioning health system in Tanzania. Special emphasis is put on transparency and efficiency of public management, the long-term sustainability of funding for the health sector and the decentralized use of funds for local service delivery (AR 2013, 19).

Global Programmes

No specific appraisal on this could be done; there is not enough information available to the team to judge this, except for iMoMo (Low-Cost High-Tech Solutions for Better Water Resources Management) which in its nature might be considered also a bilateral intervention in Tanzania. iMoMo is on the verge of horizontal scaling up as discussions are on-going between the GP Water Initiatives and the WB to replicate iMoMo's experience across Tanzania.

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Annex 1: CS Evaluation Tanzania: Evaluation matrix with the specific evaluation questions (EQ)

	12 key evaluation questions to be included in all CS Evaluations
	Additional evaluation questions suggested by SCO/Operational Division

Evaluation Area 1: Context analysis (referring to the partner country context and to the Swiss context)	
1.1 Positioning and adaptation of CS with respect to country context and Swiss policies	
EQ 111.	How coherent are the CS and the defined domains and transversal themes with the (development priorities set by the partner country and) development challenges observed in the context?
EQ 114.	What were the most important changes in the context and what has been their effect on the CS, and what adaptations have been taken?
EQ 115.	Which alternative development scenarios are presented in the context analysis?
1.2. Quality of context analysis	
EQ 121.	How realistic and relevant is the context analysis? How the broad political context is assessed in the CS and ARs? Does the analyses include issues such as social and economic inequality, power relations, regional disparities, the state apparatus, the political parties, institutions and powers?

Evaluation Area 2: Coherence of project / programme portfolio	
2.1 Relevance of the projects / programme portfolio	
EQ 211.	How is the project/programme portfolio structured?
EQ 21a	Is the CS being implemented using efficient and effective modalities (mandates vs contributions vs baskets) integrating Paris/Accra/Busan in a strategic way?
EQ 21b	Is the level of focus of the strategy and sector portfolio adequate?
EQ 21c	Are the projects/programmes reaching the relevant beneficiary groups?
EQ 21d	Is the choice of partners relevant for achieving significant results in a sustainable way?
EQ 216.	How does SDC and its projects/programmes make use of its comparative advantages (and which innovative approaches produce added value?)
EQ 217.	How does the CS position SDC in the country compared to other donors?
2.2 Consistency of project/programme objectives with Results Framework of the domain	
EQ 221.	How is the project/programme portfolio aligned with the results frameworks of the domains/sub-domains of the CS?
2.3 Transversal themes at the level of CS and the domains	
EQ 231.	How relevant are the selected transversal themes and how are they integrated in the CS and the domains?

Evaluation Area 3: Implementation of the CS, and their portfolio	
3.1 Allocation and management of financial resources	
EQ 311.	How well do the actual financial volumes of the projects/programmes and of the domains match with the amounts defined in the CS and why are there differences?
3.2 Management performance	
EQ 321.	How are decisions for steering the country programme made if the results differ considerably from planning?
3.3 Quality of the CS monitoring system	
EQ 331 - EQ 334	<ul style="list-style-type: none"> • How relevant and efficient is the management of the process of the CS monitoring system? • How relevant are the domain indicators? • How are the transversal themes monitored and progress reported? • How reliable and credible are the data provided by the CS monitoring system?
3.4 Coordination and aid effectiveness in the country set up	
EQ 341.	Which role does SDC play within the donor community?
EQ 342.	Which information and through which mechanisms is the achievement of results shared with the governments of the partner countries, the Swiss community (incl. SDC's networks), other relevant stakeholders?
EQ 344.	How well do the Swiss Governmental Agencies (SDC, SECO, BAFU, PA IV and others) in the country cooperate?
3.5 Human resources management	
EQ 35a	<p>352. How has capacity development for selected local partner organizations contributed to result achievement of the CS?</p> <p>Is the SCOs investment in partner capacity building and follow-up adequate / sufficient to achieve the desired CS results?</p>

Evaluation Area 4: Results of the CS – in relation to the results at country level	
4.1 Domain Results, Effectiveness and Contribution to Country Results	
EQ 41a	What are the drivers of change for the domains and how the CS implementation bases on these drivers?
EQ 413.	To what extent have the Swiss portfolio results (outcomes) of the different domains and transversal themes been achieved? Or what is the likelihood to achieve them?
EQ 415.	How significant is the Swiss contribution to the achieved results at country level for the different domains?
4.2 Sustainability and scaling up	
EQ 421.	What innovations / changes generated by field experience have been scaled up through policy dialogue, alliances, networking and dissemination?
EQ 422.	What has been done at country level to enhance the sustainability of the investments of SDC/SECO?

Annex 2: Synopsis Result Framework of the CS Tanzania 2011-2014

Overall Goal		
Poverty reduction with focus on private sector development in the agricultural sector, governance and social accountability mechanisms and equitable access to quality health services.		
Private sector development in agriculture	Health	Good Governance and Accountability
Growth for Reduction of Income Poverty	Improvement of quality of Life and Social Well-Being	
Switzerland's focus on the following goals of the Mkukuta II		
Pursuing sound macroeconomic management	Improving health, nutrition and well-being especially for children, women and vulnerable groups	Ensuring systems and structures of governance uphold the rule of law and democratic systems
Reducing income poverty promoting inclusive sustainable development and employment	Increasing access to affordable clean and safe water, sanitation and hygiene	Promoting and protecting human rights for all
Ensuring food and nutrition security, environmental sustainability and climate change adaptation	Providing adequate social protection and rights to the vulnerable and needy groups	Improving public services to all especially to the poor and vulnerable
Switzerland portfolio contribution		
Development of an agricultural market and private sector that functions effectively, sustainably and to the benefit of poor people	Increasing access to quality health services based on equity and gender specific needs and community participation in health promotion and disease prevention	Strengthened accountability mechanisms that focus on the equitable delivery of quality public services at local level
Improvement of Food and nutritional security at household, district, regional and national level	Health system strengthening, at policy as well as local level, including public-private partnerships and health promotion for a better identification and use of all existing resources to improve health	Promotion of the right to social accountability and improvement of social accountability along the whole budget cycle exercised by groups of citizens towards their local authorities and service providers at sector and at district level
Improved access to local, regional and international markets for small and medium scale farmers, both men and women, for better quality products, income and employment opportunities	Empowerment of health care users and communities to become actors in the health sector reform and claim their rights	Building of an independent and professional media that supports the quest for accountability, as well as transparency, non-discrimination, anti-corruption, participation and efficiency of the public sector
Better storage methods of grain products to reduce the vulnerability of farmers, both men and women, to external climate and price changes	Health research in order to build solid evidence for policy makers and improvement of social accountability in health	Stronger, skilled and engaged civil society that continues to advocate for equitable service delivery and monitor effective and gender balanced poverty reduction

Transversal themes: Gender and HIV/AIDS		
CHF Annual Budget	CHF Annual Budget	CHF Annual Budget
2011: 7.5 Mio	2011: 10 Mio	2011: 4.5 Mio
2012: 7.5 Mio	2012: 10 Mio	2012: 4.5 Mio
2013: 7.5 Mio	2013: 10 Mio	2013: 4.5 Mio
2014: 7.5 Mio	2014: 10 Mio	2014: 4.5 Mio

Annex 3: List of Persons Consulted

Embassy

Olivier Chave, Ambassador, Head of Mission

SCO-Tanzania

Géraldine Zeuner, Head of Cooperation SDC

Jürgen Fritsche, Head of Finance / Administration

Ueli Mauderli, Head of PSD/A domain

Joel Khalago, National Project officer PSD/A

Olivier Praz, Head of Health domain

Jackeline Matoro, National Project officer Health

Elizeus Kahigwa, National Project officer Health

Sonya Elmer, Head of G&SA domain

Marcelina Biro, National Project officer G&SA

Eric Kalunga, National Project officer

Jacques Mader, Regional Advisor Health

Interviews and Workshops in Dar es Salaam

Samweli Kilua & Dinhan Aamand Hansen, DANIDA

Malena Rosman, SIDA

Aileen O'Donovan, Irish Aid

Diana Henderson, DfiD

Olivier Coupleux - DfiD, European Union Delegation

Tumsifu Mmari, Embassy of Sweden

Brian Cooksey, Independent consultant

Stephane Bonduelle, Helvetas Swiss Intercooperation

Mikael Poulsen, Tanzania Forest Conservation Group (TFCG)

Stephen Ruvuga, MVIWATA

Francis Massawe, Rural Livelihood Development Company

Paul Kalu, Rural Livelihood Development Company

Joost de Jong Noordholland, Consultant

Bernard Kindoli, Foundation for Civil Society

Semkae Kilonzo, Policy Forum

Ernest Sungura, Tanzania Media Fund

Irenei Kiria, Sikika

Kajubi Mukajanga, Media Council of Tanzania

Moses Kulaba, Agenda Participation 2000

Karen Kramer, National Malaria Control Programme (NMCP)

Inge Baumgartner, GiZ

Hanif Nazerali, Advisor Pharmaceuticals

Mkondo Comelius Fabian, CABI

Stuart Forster - Senior Governance Advisor, DfiD

Interviews Switzerland

Chrystel Ferret & Gerhard Siegfried, OSA Management

Philippe Monteil, OSA, Rural Development

Rea Bonzi, OSA, Programme Officer Tanzania

Christophe Bösch, Global Cooperation Water initiatives

Andreas Loebell, Focal Point Health

Susanne Amsler, OSA, Health

Peter Bieler, Global Cooperation Food security

Christoph Graf, Global Cooperation Management

Benoît Meyer-Bisch, OSA, Governance

Monica Rubiolo, Macroeconomic Support

Adrian Schläpfer, Ex-Head of Mission Tanzania

Andreas Sicks, Biovision

Martin Fischler, Helvetas Swiss Intercooperation

Dagmar Vogel, SECO Infrastructure

Mattia Celio, SECO Infrastructure

Annex 4: Programme of the Field Mission

Date	Activities
SA 26.10	Arrival international consultant
SU 27.10	Arrival peers
MO 28.10	Preparation meeting with peers and consultants
	Briefing meeting - Objectives CS Evaluation, expectations, comments Inception report, review working programme
	Exchange per domain: analysis of results statements per domain (see Annual reports). Key issues to be addressed by domain
TU 29.10	EA 1 Context analysis:
	1.1 Positioning and adaptation of CS with respect to country context and Swiss policies
	1.2 Quality of CS context analysis
	EA 2 Coherence of project/programme portfolio (Teams PSD/A and G&SA):
	2.1 Relevance of project portfolio
2.2 Consistency of project/programme objectives with Results framework of the domain	
2.3 Transversal themes at the level of CS and domains	
Interviews with donors and national partners and donor representatives (Group 2) related to Domain PSD/A and G&SA	
WED 30.10	Workshop PSD/A: Results achievements and relevance
	Interviews Partner G&SA and Health
TH 31.10	Workshop Governance and accountability: Results achievements and relevance
FR 01.11	Interviews with main national partners and donor representatives (Group 2) related to Domain PSD & Health
	EA 2 Coherence of project/programme portfolio (Global Programmes and Health):
	2.1 Relevance of project portfolio
	2.2 Consistency of project/programme objectives with Results framework of the domain
2.3 Transversal themes at the level of CS and domains	
Interviews with main national partners and donor representatives (Group 1) related to Domain PSD & Health	
SA 02.11	Team meeting and individual report writing: Analysing information, elaboration summary notes

MO 04.11	<p>Evaluation Area 3: Implementation of the CS, and their portfolio:</p> <p>3.1 Allocation and management of financial resources</p> <p>3.2 Management performance</p> <p>3.3 Quality of the CS monitoring system</p> <p>3.4 Coordination and aid effectiveness in the country set up</p> <p>3.5 Human resources management</p> <hr/> <p>Exchange on progress of evaluation among peers. Report writing</p> <p>Preparation of debriefing meeting</p>
TU 05.11	<p>Evaluation Area 4: Results of the CS</p> <p>4.2 Sustainability and scaling up</p> <hr/> <p>Preparation of debriefing meeting</p>
WE 06.11	<p>Debriefing meeting. Feedback on main findings, conclusions and recommendations</p> <p>Departure of peers</p>

Annex 5: Structure of Portfolio

Figure 2: Temporal development of the amounts of the project portfolio over the CS Tanzania 2011 - 2014 period (with number of projects)

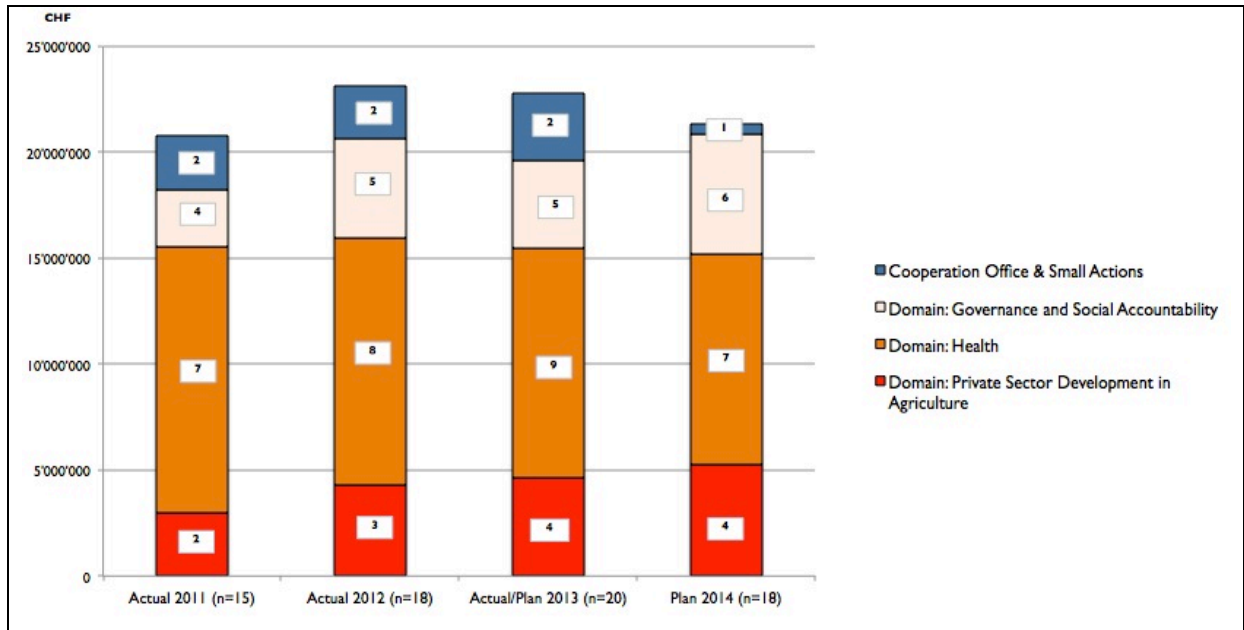


Figure 3: Number of projects according to amounts disbursed / planned over the CS period (with number of projects)

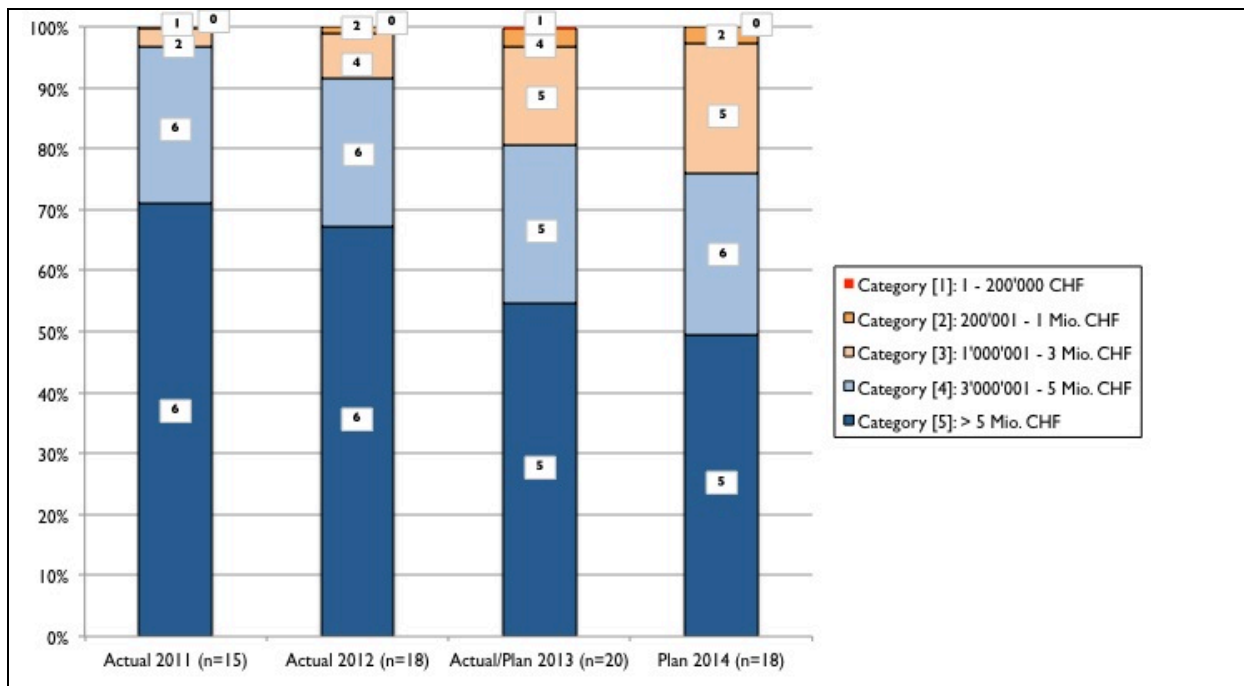
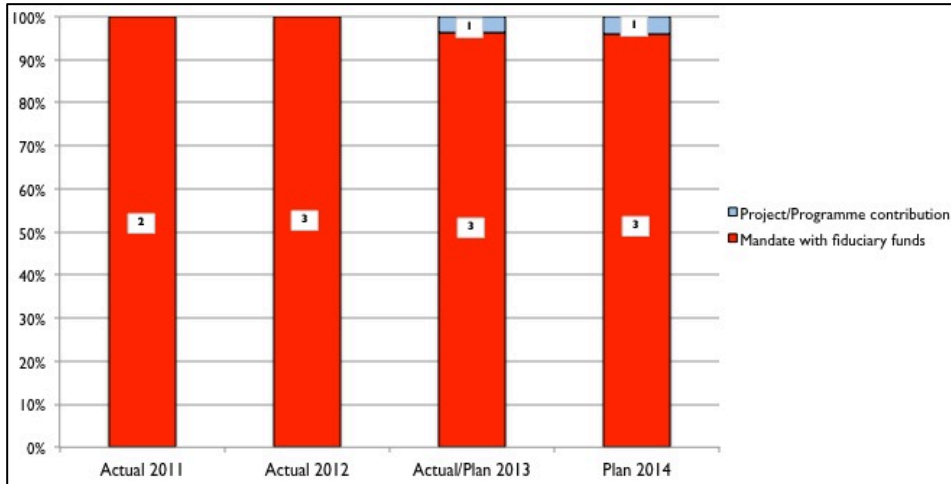


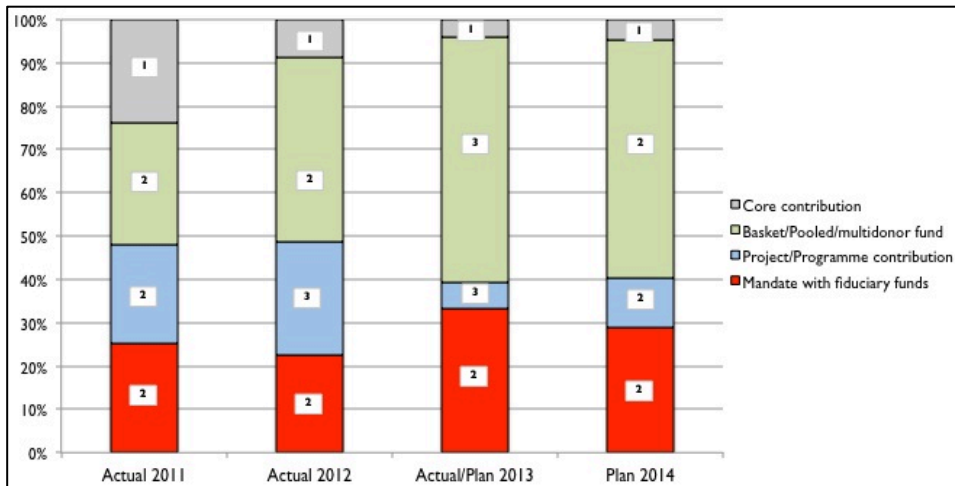
Figure 4: Overview on the types of support per domain (see definition in Inception Report)

Financial disbursement / budget according to main forms of cooperation (with number of projects)

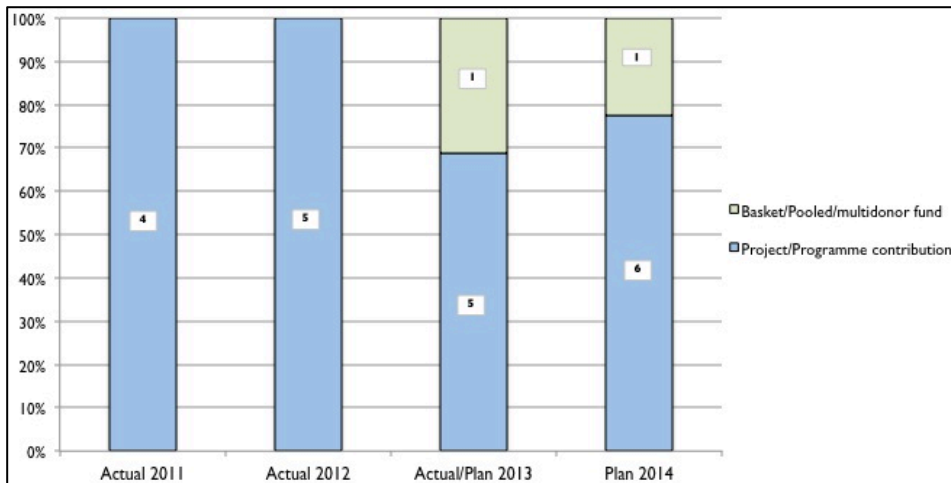
Domain Private Sector Development in Agriculture



Domain Health

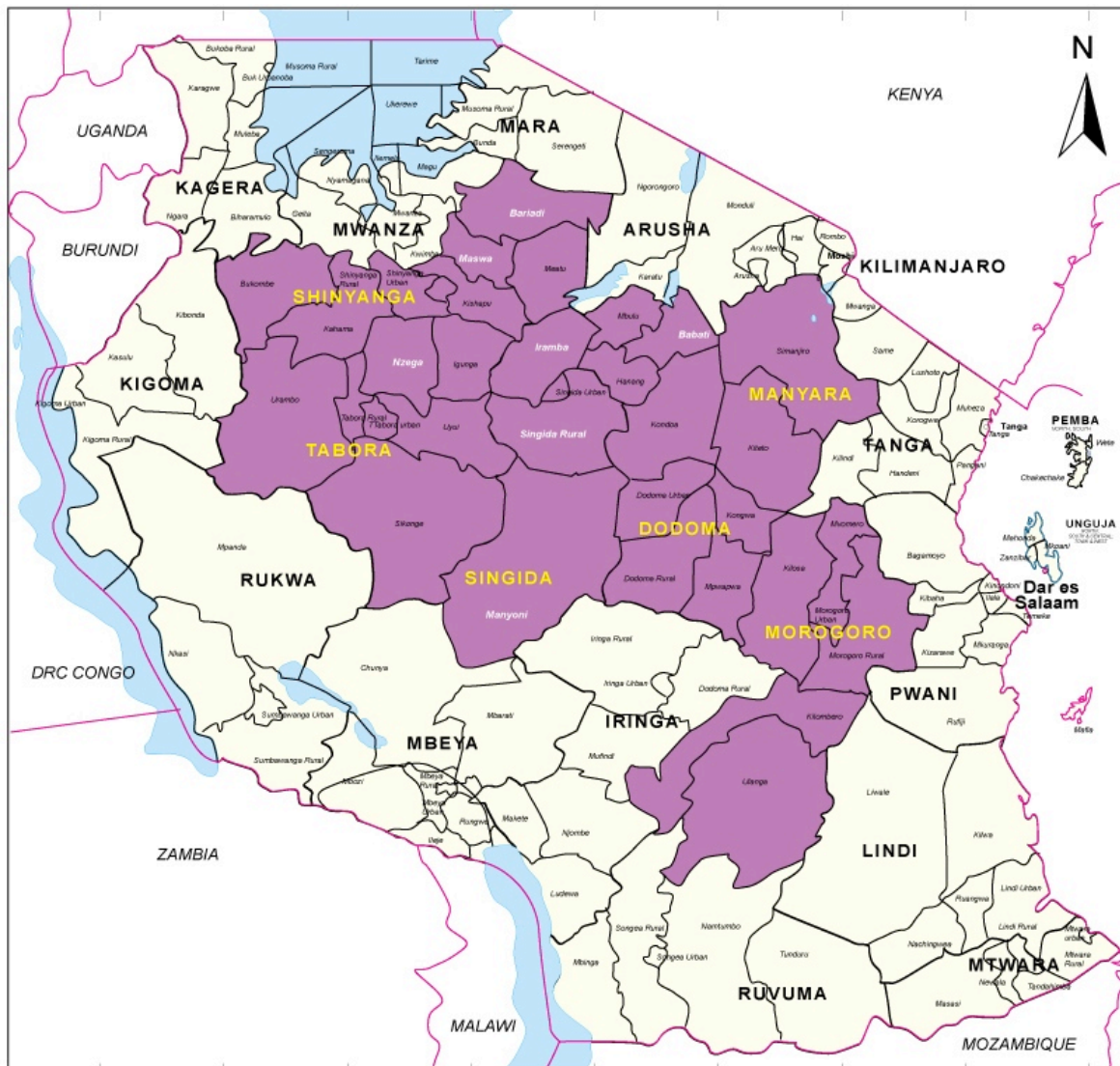


Domain Governance and Social Accountability



Annex 6: Coverage of Swiss Programme

Current intervention area of RLDP



Source: Helvetas Swiss Intercooperation / Swisscontact (2012): Rural Livelihood Development Programme. Project Document Phase IV. 01.04.2012 to 31.03.2016.

Annex 7: List of the projects of the CS Tanzania 2011 – 2014

Projects/programmes	Domain / Special theme	Number	Implementing agency (SDC/SCO's contract partner)	Type of Support (SAP)	Project start (begin date of 1st phase)	End date of current phase	Actual 2011-1st sem 2013 + Plan 2nd sem 2013 + Plan 2014 CHF	Financial categories see Legend	SDC's financial contribution to overall budget current phase (%)
DOMAIN: Private Sector Development in Agriculture							17'240'130		
Rural Livelihoods Development Program	M4P	7F-03459.05	Helvetas Swiss Intercooperation	17130 Mandate with Fiduciary funds	01.03.04	31.03.16	11'220'768	5=>5'000'000 CHF	100%
Strengthening MVIWATA Network	M4P	7F-08782	local NGO	17010 Project/Programme contribution	01.08.13	31.10.19	380'000	2=200'001-1'000'000 CHF	16%
CL: Transforming the Charcoal Sector	Charcoal	7F-07802	local NGO	17130 Mandate with Fiduciary funds	01.01.11	31.05.14	3'653'099	4=3'000'001-5'000'000 CHF	100%
Grain Post-Harvest Loss Prevention GPLP	Post harvest	7F-07726	Helvetas Swiss Intercooperation	17130 Mandate with Fiduciary funds	01.10.10	31.08.17	1'986'263	3=1'000'001-3'000'000 CHF	100%
M4P Hub							0		
DOMAIN: Health							44'576'113		
Health Sector Reform Support Programme	System strengthening	7F-01708.05	Central state authorities	17070 Basket/Pooled/multidonor fund	01.01.98	30.09.15	15'707'807	5=>5'000'000 CHF	8%
Health promotion & System strengthening	System strengthening	7F-07381.01	Swiss TPH	17130 Mandate with Fiduciary funds	01.02.10	31.01.15	8'855'275	5=>5'000'000 CHF	100%
NETCELL . Insecticide treated nets	Malaria Prevention	7F-02377.03	Central state authorities	17070 Basket/Pooled/multidonor fund	01.09.02	31.01.12	3'951'089	4=3'000'001-5'000'000 CHF	3%
SMS for Life	Malaria Prevention	7F-07798	Multiple local Partners	17010 Project/Programme contribution	01.12.10	31.11.12	320'000	2=200'001-1'000'000 CHF	100%
Ifakara Health Research	Research	7F-01726.05	Swiss TPH	17010 Project/Programme contribution	01.07.97	31.08.13	1'745'492	3=1'000'001-3'000'000 CHF	7%
Support to St Francis Hospital	Quality of care	7F-07720.01	VSO	17130 Mandate with Fiduciary funds	01.10.10	31.07.16	3'384'450	4=3'000'001-5'000'000 CHF	100%
Baobab Maternity Hospital CCBRT	Quality of care	7F-07756.01	Non profit South	17010 Project/Programme contribution	01.11.10	31.12.14	5'355'000	5=>5'000'000 CHF	20%
Emergency Obstetric Care	Quality of care	7F-07617	WB-IBRD	17070 Basket/Pooled/multidonor fund	01.06.10	31.08.13	50'000	1=1-200'000 CHF	15%
Water in Health facilities Dodoma region	Quality of care	7F-08426.01	NGO North	17010 Project/Programme contribution	01.09.12	28.02.14	287'000	2=200'001-1'000'000 CHF	100%
Tanz. WASH (Water Sanitation Hygiene)	Quality of care	7F-08137.01	UNICEF	17020 Core contribution	01.09.11	31.12.14	4'920'000	4=3'000'001-5'000'000 CHF	1%
DOMAIN: Governance and Social Accountability							17'154'015		
Media Research Fund	Media	7F-01069.02	Non profit org South	17010 Project/Programme contribution	01.10.06	31.05.12	3'046'237	4=3'000'001-5'000'000 CHF	25%
Media Council of Tanzania	Media	7F-05613	Non profit org South	17010 Project/Programme contribution	01.05.07	31.12.15	2'638'621	3=1'000'001-3'000'000 CHF	33%
Social Accountability Programme	Social Account	7F-06437	Non profit org South	17010 Project/Programme contribution	01.09.09	30.04.14	5'029'332	5=>5'000'000 CHF	100%
Foundation for Civil society	Civil Society	7F-02689	Non profit org South	17010 Project/Programme contribution	01.01.03	31.12.13	3'207'655	4=3'000'001-5'000'000 CHF	13%
UNDP Electoral Support Programme Tanz.	Civil Society	7F-01725.01	UNDP	17070 Basket/Pooled/multidonor fund	01.09.09	31.10.11	2'551'170	3=1'000'001-3'000'000 CHF	
Tanzania Corruption Tracker System	Civil Society	7F-07601	Non profit org South	17010 Project/Programme contribution		30.06.13	681'000	2=200'001-1'000'000 CHF	50%

Annex 8: List of Global Programmes (SDC) and Global Initiatives (SECO) which have a country component in Tanzania (situation 2013)

Global programmes of SDC:

- Food security: CABI Plantwise, Observatory for Land Acquisition, Grow Africa Initiative (credit proposal), East African Farmer Federation, Vegetables go to school.
- Water initiatives: Low-Cost High-Tech Solutions for Better Water Resources Management (iMoMo), Water Security in the Nile Basin, Water Diplomacy and Governance in Key Transboundary Hot Spots, Global Sanitation Fund, Water Supply & Sanitation Collaborative Council, Water Resources Group.
- Health: GLOBMAL in malaria prevention, Foundation for Innovative New Diagnostics (FIND), Drugs for Neglected Disease Initiative (DNDi).
- Swiss Capacity Building Facility (SCBF) for Income and Employment Generation¹¹

Through the SCBF, a SDC co-financed Public-Private Development Partnership (PPDP), various innovations in financial inclusion in the South - thus resulting in income generation and livelihood risks mitigation for low-income people – are developed in Tanzania. SCBF is mobilizing Switzerland's competitive advantage in the financial sector development (i.e. in building inclusive banking and insurance sectors) in the South, through cooperation with Allianz Re, Credit Suisse, FIDES, PlaNet Finance Swiss Foundation, Swisscontact, swiss microfinance holding, SwissRe and Syngenta Foundation for Sustainable Agriculture.

Initiatives of SECO:

- IMF Regional Technical Assistance Centers (RTAC).
- African Tax Administration (ATAF).
- Financial Sector Reform and Strengthening Initiative (FIRST).
- Dept. Management Facility (DMF).

¹¹ www.sdc-employment-income.ch/en/Home/Financial_Sector/SCBF_Swiss_Capacity_Building_Facility_for_Income_and_Employment_Generation

Annex 9: Specific Recommendations for the Domains and Global Programmes

For PSD/A

- Rename the domain title according to FCD recommendations (e.g. Agriculture and food security).
- The M4P approach is promising in Tanzania. Continue M4P initiatives in the Central Corridor (regions Dodoma+), diversify the value chains which have high market potential (e.g. sorghum, grapes, vegetables and fruits, oil seeds).

Be aware of the limiting factors for the application of M4P principles. Hindering factors are the low density of producers leading to high transaction costs, weakly equipped private sector actors (infrastructure, management), and unfavourable business environment conditions. These issues need to be addressed in the application of the M4P principles (see also SDC 2011).

- Continue to respect M4P principles, but facilitate the access to finances and quality inputs to further strengthen the private sector actors (traders, processors) by offering appropriate support to equip them with necessary skills (e.g. in management) and initial investments (e.g. equipment, transport, storage facilities, cooling chambers) to make them more competitive for national and international market access.
- Regarding TTCS, conduct the Political Economy Assessment of the charcoal sector as the charcoal sector (due to the immense market and profit margins) provides enormous sources of income to a few entrepreneurs. The improvement cooking stoves and the search for alternative energy sources might be promising complementary interventions.
- Integrate innovative approaches – in cooperating with Global programmes - in financial services, risk mitigation measures and for the diversification of additional income and employment opportunities thanks to investments such as irrigation schemes – as concrete measure against the long and unproductive dry season in the Dodoma region which is a serious challenge for the small-scale farmers.
- Favour interventions for the benefit of the youth and women and pay special attention to gender equity and potential risks for smallholders and rural communities related to contract farming and large-scale agriculture investments (accurate information provision, land tenure, contract farming).

For Health

- Continue to support the health basket fund as long as other donors are supporting it. However, it is advisable to elaborate two scenarios (with or without the basket fund), with their respective consequences on the portfolio. Continue the malaria programme as Switzerland adds value to reducing malaria prevalence.
- The portfolio should keep the balance between national level (policy dialogue, health basket) and regional and local level interventions (overall health system strengthening with quality service delivery, community health promotion, medicine and infrastructure management, capacity building).
- Continue to promote and rollout innovative approaches such as Community Health Fund (CHF).

For G&SA

- Analyse if the G&SA domain in the next CS is more effective as a separate domain or as a transversal theme in PSD/A and Health. Only managing the current governance programme is not sufficient. In any case, it is recommended to link the governance interventions as closely as possible to PSD/A and Health and to regularly analyse the local governance situation in the priority regions. Consider if specific support to local authorities could be added.
- Consolidate the programme in media and strengthening of civil society organizations, but give a strong focus on local governance.
- Considering the political leverage potential of the Swiss programme, corruption should not be a prominent component, but can be concretely addressed by project interventions and the promotion of social accountability.
- Avoid social accountability to be streamlined in Swiss interventions as compulsory and artificial add-up. Promote instead need-based and integrated approaches.

For Global Programmes (GP)

- SCO should be informed as early as possible about GP interventions going to be implemented in Tanzania, in order to provide inputs at the design stage (KA discussion being too late). Specific contributions could be input on experiences from own relevant interventions, inputs to partner assessments, stakeholder analyses, political economy aspects, and geographic focus in Tanzania.
- SCO should remain well-informed about GP interventions in order to identify potentials to integrate innovative but already piloted interventions and approaches for integration or scaling up within the CS.
- Whenever possible, orient the interventions of the GPs in geographical and thematic priority areas of the Swiss programmes.
- Contribute to scaling up of innovations from GPs (linking up with other interested donors).

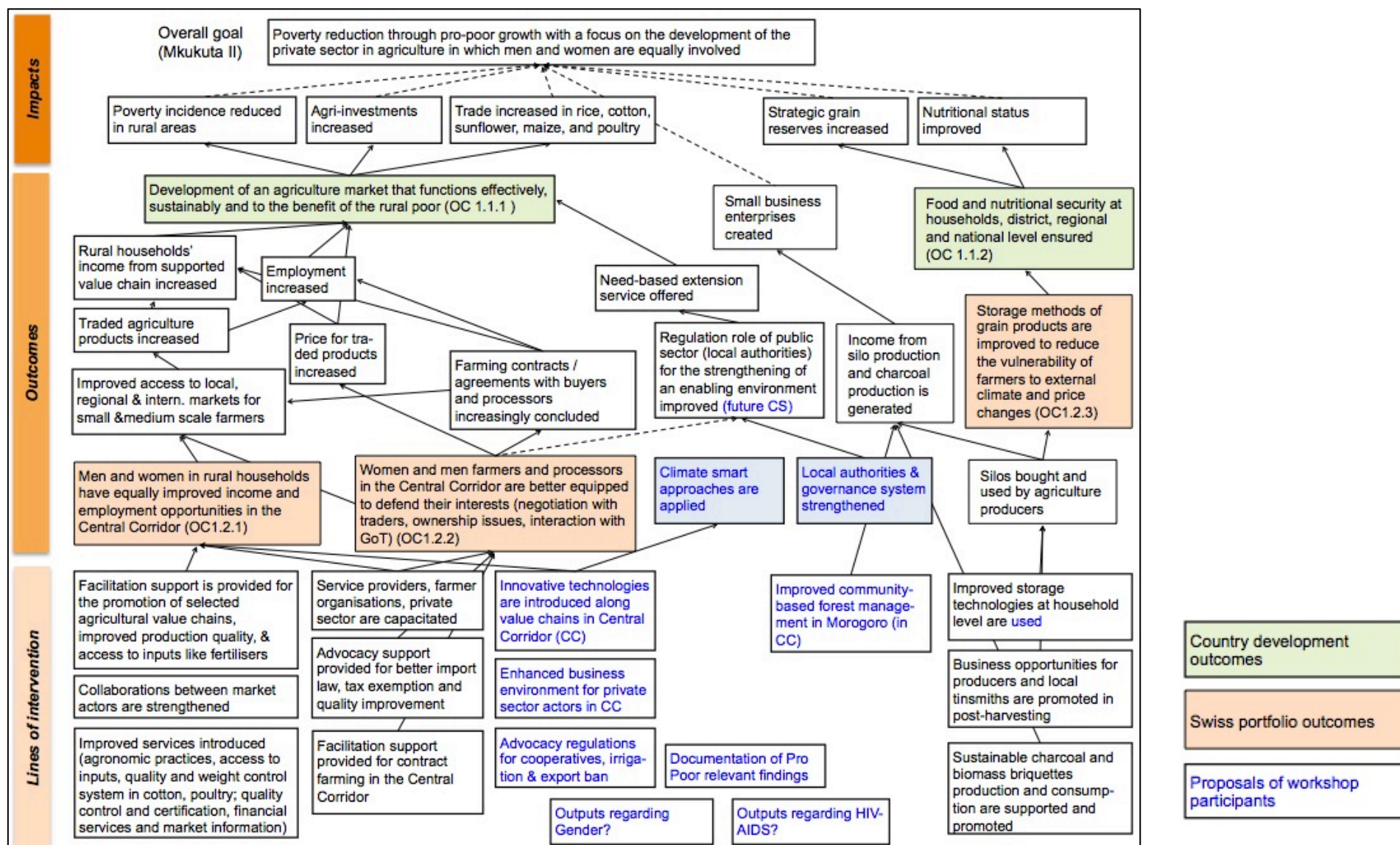
Annex 10: Staff Composition: Swiss field office (FO) and project staff in numbers (FTE = Full-time-equivalent)

Function	Actual 2011				Actual 2012				Actual 2013				As per end of 2014 planned			
	CH/expat		Local		CH/expat		Local		CH/expat		Local		CH/expat		Local	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
FO management (CD, Deputy CD, Ass. CD)	2	2.5			2	4.5			2	3.5			2	3.5		
Programme management (NPO, others)		1	2	2			3	2			3	3			3	3
CFA, BwB, Finances (incl. accounting)	1		2	1		1	2	2		1	3			1	3	1
Administration (Secr., IT, PR, & others, excl. Finance)			2	2			3	2			4	2			4	2
Internal Services (support, driver, cleaning, etc.)			1.5	6			0.5	6				6				6
Consular affaires																
Sub-Totals FO	3	3.5	7.5	11	2	5.5	8.5	12	2	4.5	10	11	2	4.5	10	12
Total FO staff	25.0				28.0				27.5				28.5			
Labour turnover rate (local staff)**	16%				10%				0%				0%			
Project staff on FO payroll (self-implemented)								1				1				
Total PROJECT staff	0.0				1.0				1.0				0.0			
Total staff	25.0				28.5				28.5				28.5			

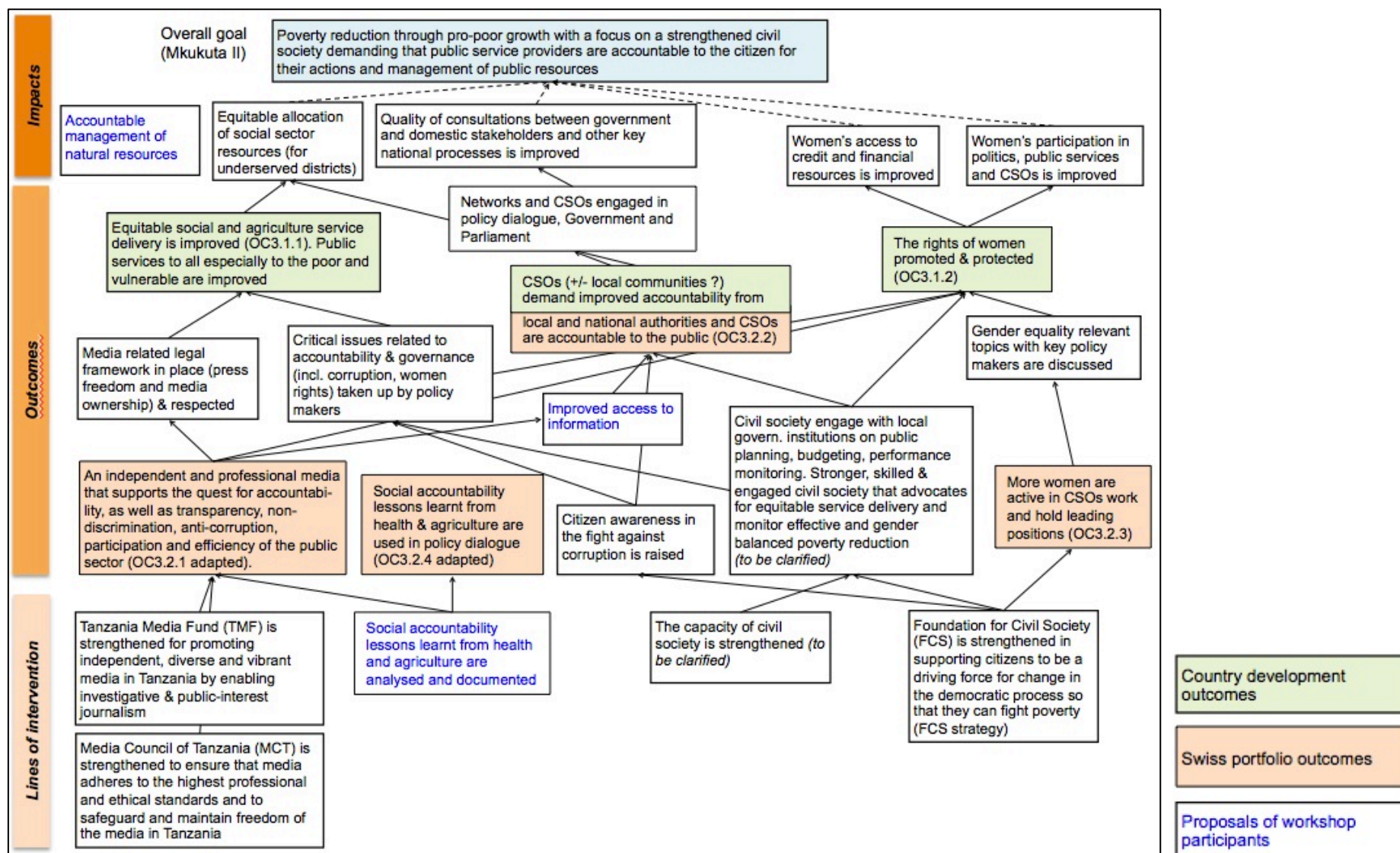
* According to credit proposal

** Number of FTEs leaving within the year (incl. retirement) in % of total FTEs at beginning of the year

Annex 11: Results chain of the Domain PSD in agriculture (revised version)



Annex 12: Results chain of the Domain Governance and Social Accountability (revised version)



Annex 13: Promoting and hindering factors for achieving outcomes in PSD/A

	Internal	External
Promoting	<ul style="list-style-type: none"> • Reputation and good methodologies of the national and international partners of the Swiss programme • Willing private sector partners of projects • Easy collaboration within the “Swiss family” • Available human resources • Mainstreaming of pro-poor approaches and other innovative approaches • Potential and promising technologies and innovations • Willingness of farmers and other value chain actors to cooperate 	<ul style="list-style-type: none"> • Recognition of RLDP working approach • Consumption behaviour which increases demand for promoted products (e.g. sunflower oil) • Available and large potential of market opportunities • Supportive local government • Private sector potential
Hindering	<ul style="list-style-type: none"> • Unclear strategic orientation of the PSD/A domain • Lack of monitoring system without deficient indicators and missing baseline data • Pressure on partners to produce (quick) results • Risk to get involved as an active actor instead of remaining a facilitator (as foreseen in the M4P principles) • Limited capacity to coordinate with other stakeholders 	<ul style="list-style-type: none"> • Confusing policies (crop production, trade barriers) • Lack of information on access to finance • Decreasing government budget in agriculture • Information gaps lead to unclear small farmers rights (land tenure, services) • Unwillingness of central government to formalize charcoal and biomass sector. Few persons profit from charcoal market • A lot of donor funding and uncoordinated interventions • Changing weather patterns and climate change

Annex 14: Promoting and hindering factors for achieving outcomes in G&SA

	Internal	External
Promoting	<ul style="list-style-type: none"> • Long-term commitments enabling broad results achievements • Patience and flexibility in dealing with partners • Move from service delivery to policy dialogue & advocacy activities • Commitment to governance and accountability agenda in Tanzania • Partnership among CSOs, both local & national organizations 	<ul style="list-style-type: none"> • Increased trust relationship between CSOs, Government & other stakeholders • International trends towards stronger governance as a key development factor • Oversight bodies > i) CAG / NAO (National audit office; control audit government); ii) Parliament / local counsellors • Dialogue platforms with government (e.g. sector reviews) • Big results now (BRN): consultations with civil society • International support and initiatives (international media association) • Freedom to support - as a donor - civil society
Hindering	<ul style="list-style-type: none"> • Limited capacities of CSOs. Be realistic with the objectives and the available human measures • Delays in implementation by partners • Continued existence of briefcase NGOs (damaging image of the sector) • Fear to engage in sensitive political agenda • Lack of baseline and monitoring data regarding governance indicators. Poor monitoring and evaluation. Difficulty in reporting • Being overambitious with regard to planned & expected results (How does social change happen? How long does it take?) • Lack of reflection on learning from experiences due to time and awareness constraints 	<ul style="list-style-type: none"> • Lack of commitment to act • Government attitudes towards CSOs – mistrust • Dependency of external aid for CSOs to function – no governmental commitment • Lack of local awareness on CSO focus / activities • Citizen fatigue • Limited resources (funding, skills etc.) • Lack of access to freedom of information

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