

***EVALUATION OF THE EUROPEAN
COMMISSION'S SUPPORT TO THE UNITED
REPUBLIC OF TANZANIA***

Inception report
(final)

June 8th 2005

Evaluation for the European Commission



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| <p><i>The opinions expressed in this document represent the authors' points of view which are not necessarily shared by the European Commission or by the authorities of the countries concerned.</i></p> |
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Status and versions of the document

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1. INTRODUCTION

1.1. Framework of the evaluation

The European Commission (EC) is accountable to the European Parliament and the Council for its activities. All activities must be submitted to periodic evaluations as a means of accounting for the management of allocated funds and as a way of learning lessons. Moreover, development aid evaluations contribute to a results-oriented approach and encourage all development partners to focus on the impacts of their policies.

The Commission Services have requested the Evaluation Unit of the EuropeAid Co-operation Office to undertake an Evaluation of the European Commission's support to the United Republic of Tanzania, hereafter referred to as Tanzania. The present evaluation is part of the 2004 evaluation programme as approved by the Board of the EuropeAid Co-operation Office.

Having consulted relevant EC services, the EuropeAid Co-operation Office prepared the terms of reference for this evaluation on January 27th 2005 (see **Erreur ! Source du renvoi introuvable.**) and recruited an external evaluation team on March 8th.

1.2. Scope of the evaluation

According to the terms of reference, the central scope of the evaluation (i.e. what is to be assessed) is the EC support to Tanzania since 1/1/2000, covering:

- All actions funded under current and previous EDF programmes, provided that they started and/or were completed during the years 2000-2005 (1st semester)
- All non-programmable assistance in addition to EDF and related to the same time period. These actions are either funded by the European Investment Bank or via mechanisms such as STABEX, structural adjustment, emergency aid and community budget lines.
- The strategy paper designed in 2001 and the 9th EDF National Indicative Programme (NIP)

The evaluated actions cover sectors and themes like: transport infrastructure, primary education, food aid/food security, environment and forests, agriculture, mineral resources, tourism, human rights and democracy, governance, health. They rely on various instruments including: project support, programmes, sector and general budget support, sector wide approach, co-financing of Non-State Actors.

The actions under evaluation are to be studied in relation to other connected interventions when relevant (extended scope) and particularly to:

- Tanzania Poverty Reduction Strategy and related policies
- Regional initiatives affecting Tanzania (EAC and SADC), as well as EC actions at regional level
- All-ACP programmes for which Tanzania was eligible during the period under review
- Other donors' support to Tanzania
- Other EC policies like trade, refugees, environment and agriculture

1.3. Purpose and utilisation

This evaluation is meant to provide **feedback** into the decision-making processes at several levels:

- implementation of the current Strategy and Indicative Programme
- design of the first version of the 10th EDF strategy before summer 2006 in order to have it finalised before 2008
- policy dialogue with the Government of Tanzania (key dates on the political agenda include the national elections on October 30th 2005, when the incumbent president's second and final term will end and renewal of the Technical Assistance Strategy in 2006)

Tanzania is becoming one of the most EC supported countries worldwide (see section 3.2). This fact calls for the evaluation to contribute to EC's **accountability** towards the Commissioners with responsibility for External Relations, the European Parliament, the Member States and the European civil society.

For the development aid community, Tanzania is an interesting case. It has high poverty incidence levels yet receives more than average international aid funding, is one of the most politically stable countries in Africa, has undergone many institutional, sector and other reforms and has shown good economic growth figures in recent years. (the best economic growth figures in 2004 within the East African Region with 6.3% increase in GDP.) The importance of international aid in proportion to national resources also raises the issue of aid dependency¹ and the Government has set up innovative initiatives for the management and governance of International Aid through the "Tanzania Assistance Strategy" and "Joint Assistance Strategy". This context suggests that there is a potential for **learning** and transferring lessons for the benefit of EC services and the Government of Tanzania, and more broadly of the development aid community as a whole.

1.4. Evaluation process and activities carried so far

The overall evaluation process consists of five phases as shown in the following table (see detailed time schedule in **Erreur ! Source du renvoi introuvable.**).

Table 1 – The evaluation process in five phases

| Phases | Stages | Main documents | Meetings* | End on* |
|---------------------------------|------------------------------|--|--|-----------------|
| Preparation (0) | | Terms of reference | | 27/01/05 |
| Structuring (1) | Launch | Evaluation team's technical and financial proposal | | 04/03/05 |
| | Inception | Evaluation questions | Inception meeting (04/04/05) | 10/05/05 |
| | | Inception report | | 07/06/05 |
| | Desk | First phase report (desk) | First phase meeting <i>(14/07/05)</i> | 28/07/05 |
| Field (2) | | | Debriefing meeting <i>(22** and 27/09/05)</i> | 27/09/05 |
| Synthesis (3) | Analysis and judgement | Evaluation report version 1 Quality assessment | Validation meeting <i>(31/10** and 6/11/05)</i> | 02/12/05 |
| | Discussion | Evaluation report version 2 | Discussion seminar*** | 12/12/05 |
| | Report | Evaluation report final | | 12/01/06 |
| Dissemination and follow up (4) | Feedback and dissemination | Summary for the Commissioners Einfo (summary for OECD and Commission databases) | | |
| | Follow up of recommendations | <i>Fiche contradictoire</i> (a statement of key recommendations followed by the Commission's response) | | 2007 |

* dates of completed steps in bold - ** meeting in Brussels, the other date pertaining to the meeting of the local group in Tanzania (see **Erreur ! Source du renvoi introuvable.**) - *** in Tanzania

¹ Tanzania's dependence to international aid has been the focus of a recent evaluation by SIDA.

Since the evaluation was launched, the process has undergone the following steps:

- Evaluation Unit
 - o Terms of reference and setting up of reference group (see [separate document](#))
- Evaluation team
 - o Technical and financial proposal (see extracts in [separate document](#))
 - o Gathering of documents and uploading on a special server². First analysis of some documents in order to draft the present report (see **Erreur ! Source du renvoi introuvable.**).
 - o Consultation of CRIS database, OECD database and millennium goals indicators. First analysis in order to draft the present report (see **Erreur ! Source du renvoi introuvable.**).
 - o Identifying key informants in Brussels and EC Delegation. First round of interviews in order to assist with the development of evaluation questions (see Annex 3)
 - o Preparation and presentation of a draft set of evaluation questions to the first reference group meeting on 04/04/2005 (see Annex 4)
 - o Proposal for gathering an informal evaluation group in Tanzania (see **Erreur ! Source du renvoi introuvable.**)
- Reference group members³
 - o Several rounds of comments on evaluation team's proposal (launch note) until final validation
 - o Meeting on 04/04/2005 (see Annex 4) plus several rounds of comments on proposed evaluation questions until final validation

² Members of the reference group to whom this report is addressed may access the part of this server where non-confidential documents are stored. Address = <ftp://bricktop.develop.com/>; Login = eureval_evaluation; Password = tanzania

³See Group membership in Annex 4

2. DEVELOPMENT CO-OPERATION CONTEXT

2.1. Tanzania's needs and challenges as seen in EC's strategy

The three following tables have been elaborated by the evaluation team on the basis of strengths, weaknesses, opportunities and threats identified within the EC's strategy paper signed in 2002. (See Annex 6). They show how the EC has understood the needs and challenges Tanzania was facing in the first years of the millennium.

Politics and civil society

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| <p>Strengths</p> <p>Stable political leadership has kept Tanzania outside the numerous conflicts which afflict neighbouring countries. Tanzania continues to play a leadership role in conflict prevention and regional co-operation.</p> <p>Implementation of institutional and structural reforms</p> <p>Tanzania has ratified the most important international conventions and rules on human rights.</p> <p>Existence of a large number of unions, co-operatives, women & youth organisations, ethnic self-help associations and religious organisations.</p> |
| <p>Weaknesses</p> <p>Transition to a culture of decentralized multi-party democracy, after 30 years of a highly centralized one-party socialist system, is in an early stage.</p> <p>Irregularities in Zanzibar Elections in 2000</p> <p>Corruption is a widespread phenomenon.</p> <p>NGOs are weak in legal and financial/human resources terms.</p> |
| <p>Opportunities</p> <p>Partner states of the EAC are co-operating in many domains</p> |
| <p>Threats</p> <p>Tanzania hosts one of the largest refugee population in Africa (over 500,000), which leads to severe stress on the host population</p> |

Economic development

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| <p>Strengths</p> <p>Macro economic stability achieved</p> <p>Inflation declined from 30% to 6% (1996-2000)</p> <p>Re-emerged growth levels averaging 4% in the four years leading up to 2000, (6.3% in 2004)</p> <p>Potential and rich natural assets and resources</p> <p>Privatisation of nearly 75% of the former state-owned enterprises has been achieved.</p> <p>A growing number of tourists (circa 600,000 in 1999), providing 14% of Tanzania's GDP, are mainly attracted by the unique natural resources.</p> <p>Achievement of positive commodity trade balance with EU</p> |
| <p>Weaknesses</p> <p>Traditionally agriculture has been the backbone of Tanzania's economy. 80% of the population find employment in this sector, generating 60% of the country's GDP. The agricultural sector, have not yet been able to generate growth levels necessary to alleviate poverty in the country.</p> <p>Tanzania is highly dependent on external aid, which accounted for 33% of the Government's budget in 1999/2000. Levels of direct foreign investment are low (18% of aid flow in 1999).</p> <p>Private investment share of GDP at 10–12% only during late 90s.</p> <p>The density of the road network is much lower than in other East African Community member countries and the network is poor by international standards and even deteriorating.</p> |
| <p>Opportunities</p> <p>Tanzania has benefited from recent considerable debt relief</p> <p>Opportunities arising from:</p> <ul style="list-style-type: none"> • membership in regional integration organisations, incl. Tariffs and Customs Liberalisation • Trade agreement (EPAs) between EU and ACP member states • 'Everything but Arms initiative' of the EU • WTO/UN 'Integrated Framework for Trade Development' • EIB investment Facility |
| <p>Threats</p> <p>Vagaries of weather (droughts, floods)</p> |

Social development

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|---|
| <p>Strengths</p> <p>Priority social sectors being addressed and funded under the PRSP</p> <p>Abolishment of school fees</p> |
| <p>Weaknesses</p> <p>More than half the population is poor with 36% living in absolute poverty (2000)</p> <p>Low human development</p> <p>HIV/AIDS has become an epidemic (1.5 million people). It has reduced life expectancy to 48 years.</p> <p>Malaria is the main killer disease, with clear poverty and gender dimensions. Malnutrition is widespread among children.</p> <p>Less than 50% of the rural population has access to clean water, which contributes to the spreading of waterborne diseases such as cholera and diarrhoea.</p> <p>Education sector has seen a continuous deterioration over the last two decades with stagnant or worsening basic education indicators</p> |
| <p>Opportunities</p> <p>Development of the ESDP (Education Sector Development Plan) and Basic Education Master Plan</p> |
| <p>Threats</p> <p>Refugee population leads to severe stress on the host population</p> |

2.2. Relevant facts and analyses about Tanzania

2.2.1. Tanzania compared to similar countries

The following table displays a selection of internationally comparable indicators. Tanzania performance is compared to a group of seven African countries which have been considered as similar enough by the evaluation team (see **Erreur ! Source du renvoi introuvable.**). The group includes: Burkina Faso, Gambia, Ghana, Madagascar, Mali, Niger and Zambia. Grey cells show where Tanzania performs less than the average similar country.

Table 2 – Selected internationally comparable indicators

| Indicators | Tanzania | 7 similar countries | |
|---|----------|---------------------|---------------------|
| | | Average | Range |
| Quality of life and social well being | | | |
| Child malnutrition prevalence, weight for age (% of children under 5) in 2000 | 29 | 30 | 17...40 |
| Under 5 mortality rate (per 1000) in 2002-2003 | 165 | 175 | 97...262 |
| Net enrolment ratio in primary education (% of age group) in 2001-2002 | 69 | 56 | 35...79 |
| Primary education completion rate in 2002-2003 | 58 | 42 | 26...69 |
| Quotient female – male primary & secondary in 2000 | I | 50 | 40...50 |
| | II | 45 | 34...49 |
| Births attended by trained health staff (% of total) in 2000-2002 | 36 | 39 | 16...55 |
| Child immunization rate against measles (% of children under 12 months) in 2002-2003 | 97 | 74 | 55...97 |
| Prevalence of HIV (% pregnant women aged 15-24) 2000-2001 | 8 | 5 | 0 ...18 |
| Proportion of population with sustainable access to arranged water point in 2001-2002 | 73 | 59 | 47...82 |
| Life expectancy in 2003 | 43 | 47 | 36...56 |
| Economic development | | | |
| GDP per capita (USD – Atlas method) in 2003 | 290* | 300 | 200...380 |
| External aid (% of GNI) in 2003 | 16* | 13 | 10...17 |
| Direct foreign investment (% of GDP) in 2003 | 2.4 | 1.2 | 0.2...3.0 |
| Debt (% of GDP) in 2003 | 34 | 30 | 13...70 |
| Agriculture value added (% of GDP) in 2003 | 45 | 32 | 23...45 |
| Governance in 2004 | | | |
| Political, civil and human rights | (-0.35) | 0.05 | (-0.59) ... 0.39 |
| Political stability | (-0.38) | (-0.10) | (-0.56) ... 0.38 |
| Control of corruption | (-0.57) | (-0.49) | (-0.15) ... (-0.89) |

Sources: World Bank - * not coloured in grey since the indicator has been used for identifying comparable countries

The table suggests that Tanzania performs generally well above similar countries for quality of life and social well being, except for life expectancy, a key indicator which has declined dramatically over the last years in relation to HIV.

Economic performances are close to that of similar countries (partly because these countries have been considered as similar by referring to economic indicators)

According to the [World Bank](#), governance indicators are well below average.

2.2.2. Tanzania's economic development⁴

During the last fifteen years or so, Tanzania has been developing an environment of macroeconomic stability and reorienting its economy to market based operations and creating space for exploiting the large potential of private initiatives. Tanzania's economy has shifted from a low to a higher performance since the mid 1990s. In the mid 1990's, GDP per capita was stagnating, inflation was double-digit and the borrowing level was unsustainable (both foreign and domestic debt). Despite adverse weather conditions and deteriorating terms of trade, GDP has been growing at an average rate of more than 4 percent. Inflation, which was in excess of 25 percent five years ago, has been reduced to 4.2 percent (Dec 2004). Borrowing has been reduced to comfortably sustainable levels. The balance of payments position has also improved substantially with foreign exchange reserves rising and maintained at a sustainable level.

⁴ This section consists mainly of edited extracts of the recent GBS evaluation

The period beginning early 1990s saw a generation of reforms focused on deeper institutional reforms; to support and sustain market orientation; to open up political system; and to develop institutional capacities. Credit to the private sector has been growing at double digit rates since 1997 and Foreign Direct Investment has now reached an annual average inflow of 3 per cent of GDP (USD 300 million per year).

There still remain concerns however, about the pattern of growth, which has been concentrated predominantly in a few sectors like mining, tourism and fisheries. Gold amounts to 90% of increase in exportations between 1999 and 2004 (see **Erreur ! Source du renvoi introuvable.**). The challenge facing the Government of Tanzania, however, is to translate these macro achievements into tangible development that will eradicate poverty.

2.2.3. Poverty in Tanzania

In 1991/1992, around 27 percent of the people were in households with total expenditure that was insufficient to obtain enough food to meet nutritional requirements, and about 48 percent of the households were unable to meet their food and non-food basic requirements⁵.

A recent synthesis⁶ of poverty related data suggests that slight improvements in the incidence of income poverty may have occurred in the late 90s'. However, it was only in Dar es Salaam that the measured change was statistically significant, reducing the proportion of those in poverty from 28 to 18 per cent. Signs that income inequality had been growing are also reported. About 87 per cent of both the poor and the extremely poor live in rural areas, while less than 3 per cent live in Dar es Salaam.

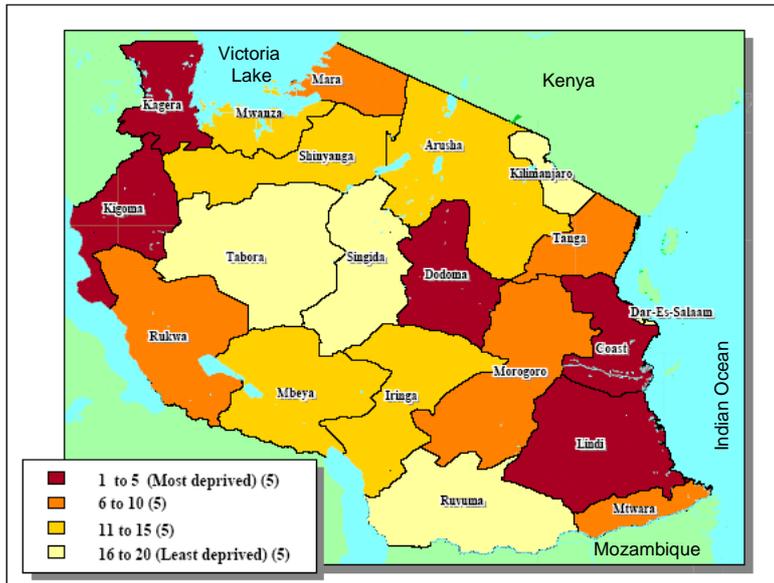
While GDP growth per capita has been significant and rising in recent years, the structure of this growth has been unfavourable to the poor. Mining and tourism have both been dynamic, helping, along with aid to fuel capital-city growth. However, agriculture and other widely spread rural activities have not yet substantially increased their rates of growth.

Infant and under-five mortality rates, which improved between 1960 and 1985, appear to have stagnated for the whole period since the mid-1980s. The national data on HIV prevalence suggest no tendency to stabilisation or improvement. Life expectancy estimates continue to decline year by year. It is quite probable that the overall picture of health conditions in the country remains dismal. There are reasons for thinking that while school enrolments have increased dramatically, the quality of education remains disturbingly poor. While human-development indicators remain as bad as they have been and probably continue to be, it may be unrealistic to expect any noticeable reduction of social exclusion and vulnerability among poor people.

⁵ Government of Tanzania's Poverty Reduction Strategy Paper, page 6.

⁶ This section consists of edited extracts of the recent GBS evaluation which builds upon many sources, particularly on Poverty and Human Development Report, 2000/01 household survey (NBS, 2002, URT, 2002), Participatory Poverty Assessment, REPOA's Policy and Service Satisfaction Survey. Additional evidence might be used in this evaluation from 2002 census analyses and the 2004 Demographic and Health Survey

Figure 1 – Regional incidence of income poverty⁷



2.3. Government's development and poverty reduction strategy

In recognition of the enormous challenge in combating poverty the Government of Tanzania has stated clear intention to focus priorities towards poverty eradication. Tanzania formulated its first Poverty Reduction Strategy (PRS) in year 2000. The PRS was a response to the enhanced HIPC initiative, through which Tanzania was, in April 2001, declared eligible for debt relief. The resources which were expected to be freed up from debt relief were to be channelled towards poverty reduction.

The PRS has linkages with five other major policy frameworks, all of which are largely complementary to one another. These are:

- The Tanzania Development Vision 2025 (TDV).
- The National Poverty Eradication Strategy (NPES).
- Tanzania Assistance Strategy (TAS).
- Rural Development Policy (RDP).
- The Agriculture Sector Development Strategy (ASDS)

The Tanzania Development Vision 2025 outlined the long-term social and economic development goals and aspirations, from which the NPES was formulated. The latter sets out long-term poverty eradication objectives, consistent with the International Development Goals. Since then, focus has been put on translating the long-term objectives into short and medium-term policies and targets. To this end, the Government identified priority areas for public expenditure through a systematic medium-term expenditure framework (MTEF) and annual public expenditure review (PER) modality. This process has guided the fiscal policy framework for five years.

⁷ Extract from Poverty Reduction Strategy Paper

The PRS framework translated the processes described above into more prioritized actions and developed impact assessment indicators. It was also a process for a more systematic involvement of the private sector and civil society in the fight against poverty. The government implemented the Poverty Reduction Strategy in the rural areas through two complementary initiatives. These are the Agricultural Sector Development Strategy (ASDS) and the Rural Development Strategy (RDS). Whereas the ASDS covers the agricultural sector, the RDS covers all dimensions of poverty reduction, including agriculture, non-farm economic activities, social services and economic infrastructure.

The National Strategy for Growth and Reduction of Poverty (NSGRP) is a second national organizing framework for putting the focus on poverty reduction high on the country's development agenda. The NSGRP keeps in focus the aspirations of Tanzania's Development Vision (Vision 2025) for high and shared growth, high quality livelihood, peace, stability and unity, good governance, high quality education and international competitiveness. It is committed to the Millennium Development Goals (MDGs), as internationally agreed targets for reducing poverty, hunger, diseases, illiteracy, environmental degradation and discrimination against women by 2015.

The NSGRP builds on the Poverty Reduction Strategy Paper (PRSP). It is expected to last 5 years, (i.e. from 2005/06 to 2009/10). The end point of the strategy coincides with the National Poverty Eradication Strategy (NPES)'s 2010 poverty reduction targets; it is two thirds of the way towards the MDGs (2015) and 15 years towards 2025 targets of Vision 2025. The longer-term perspective (5 years) is considered to be a better time frame that will allow for a more sustained effort of resource mobilisation, implementation and evaluation of the poverty reduction impact compared to three years (see **Erreur ! Source du renvoi introuvable.**).

Apart from these major policy initiatives, the context of poverty reduction in Tanzania also includes the various major reforms taking place in key areas such as agriculture, education, health and local government.

2.4. Development partners' support

The following tables are extracted from OECD Databases (see **Erreur ! Source du renvoi introuvable.**). They display the cumulated Official Development Assistance committed to Tanzania. As in Table 2, Tanzania is compared to the group of seven similar African countries.

Table 3 - Cumulated assistance 2000 to 2003

| Donor | Tanzania | | 7 similar countries (average) | |
|--------------|-------------|-----|-------------------------------|-----|
| | Million USD | % | Million USD | % |
| EC | 361 | 7 | 1117 | 10 |
| EU Members | 2409 | 48 | 4396 | 40 |
| Multilateral | 1540 | 31 | 4407 | 40 |
| Other donors | 720 | 14 | 1122 | 10 |
| Total | 5030 | 100 | 11041 | 100 |

Sources: OECD - 2002 Prices

The European Union (EC + Member States) appears to allocate 55% of the development assistance to Tanzania, which is slightly more than the average 50% in the seven similar countries. However the share of EC is relatively lower in Tanzania in comparison to Member States.

OECD data per sector are displayed in the following table, but seem to be far from accurate. [Cross checking with EC data needed in first phase report (desk)]

Table 4 - Assistance per sector 2000 to 2003

| Main Sectors of interventions | EC | | Other donors | |
|---|--------------|-----|--------------|-----|
| | Millions USD | % | Millions USD | % |
| Education | 19 | 3 | 485 | 10 |
| Health | | | 297 | 6 |
| Water Supply & Sanitation | 65 | 12 | 227 | 5 |
| Government & Civil Society | 8 | 2 | 222 | 4 |
| Economic Infrastructure | 142 | 26 | 561 | 11 |
| <i>Transport & Storage</i> | 89 | 16 | 233 | 5 |
| Production sectors | | | 365 | 7 |
| <i>Agriculture - Forestry - Fishing</i> | (1) | | 318 | 6 |
| Structural Adjustment | 73 | 13 | 440 | 9 |
| Others | 239 (1) | 44 | 2309 | 48 |
| Total | 546 | 100 | 4906 | 100 |

Sources: OECD, 2002 Prices (1) EC aid to the agriculture sector has been allocated through the STABEX instrument only and is not recorded by OECD in the agriculture sector.

Compared to other donors, a high percentage of EC's assistance is allocated in the sectors of water and sanitation (more than double) and transports (more than triple). A comparison with the group of seven similar countries shows that the EC's concentration on transport is not specific to Tanzania. On the contrary, EC invested much more in water and sanitation in Tanzania during the period 2000-2003 than it did in the average similar country. EC's assistance allocated to education and health has been low in comparison with other donors. This is true for Tanzania as well as for the group of similar countries.

2.5. The co-ordination of development assistance in Tanzania

The **Tanzania Assistance Strategy** 2000-2005 (TAS) is a result of mutually felt need by the Government of Tanzania and its development partners for a comprehensive development agenda, around which issues pertaining to ongoing activities can be regularly discussed and assessed. As such the TAS covers all the development areas that have characteristically been supported by the development partners, both within and outside the framework of the central Government budget. Hence the TAS is a key process, which the Government is currently implementing to provide locally designed and locally owned framework for all development assistance to Tanzania. Its aim is more effective development assistance by putting in place and operationalising a coherent national development framework for coordinating and managing external resources. The TAS highlights nine priority areas namely: agriculture and food security, rural roads, education, health, rural water supply, environment and natural resources management, employment and private sector development. The TAS also targets crosscutting issues particularly land, HIV/AIDS, Human and Institutional Capacity, Gender Equity and Community Development, Disaster and Relief Management, Data, Information and Communication.

Under this policy framework (TAS), the Government of Tanzania is committed to making more effective and efficient the management of external assistance and is promoting bilateral budget support and programme approaches in development, rather than the historical plethora of projects. Sector wide approaches in agriculture, education, health, local government reform and rural development are in varying degrees of implementation or planning.

In order to move forward on and beyond implementing the 'best practises' for development co-operation and aid management laid out in the Tanzania Assistance Strategy (TAS) of 2002 and the international harmonization, alignment and managing for results agenda of Rome 2003, the Government of Tanzania aims to work together with and coordinate all Partners under a **Joint Assistance Strategy** (JAS) to collectively support Tanzania in achieving its national development and poverty reduction goals. This Strategy would specify all modalities and arrangements of development support to Tanzania and replace individual country assistance strategies. It would hence do away with multiple Development Partner processes and requirements that have placed a

high burden on limited Government capacity, would strengthen national ownership and allow for more efficient and effective donor resource use through joint funding arrangements and by avoiding duplication and uneven Development Partner support. It would furthermore promote consolidation and continuity of Development Partner commitment to the national and international harmonization and alignment agenda through institutionalizing a culture of harmonization in Partner agencies. [*reference to GOT's document to be inserted in next version*]

3. THE EC STRATEGY AND THE LOGIC OF EC SUPPORT

3.1. Objectives and priorities at higher levels

3.1.1. Global level

Article 177 of the Amsterdam Treaty (entry into force 1st May 1999) defines the EU development policy priorities, as follows:

- Sustainable economic and social development in favour of developing countries, with a particular emphasis on the most disadvantaged countries.
- Progressive and harmonious integration of developing countries in the world economy.
- Fighting poverty in developing countries.

The Declaration of 20 November 2000 on the European Community's development policy expresses the Council's and the Commission's intent to reaffirm the Community's solidarity with developing countries, in the framework of a partnership which respects human rights, democratic principles, the rule of law and the sound management of public affairs. The principal aim of the Community's development policy is to reduce poverty with a view to its eventual eradication.

Poverty results from many factors. Therefore, the Community supports poverty reduction strategies which integrate these many dimensions and are based on the analysis of constraints and opportunities in individual developing countries. These strategies must contribute to strengthening democracy, to the consolidation of peace and the prevention of conflict, to gradual integration into the world economy, to more awareness of the social and environmental aspects with a view to sustainable development, to equality between men and women and to public and private capacity-building. Resources available for development aid should be allocated in accordance with their impact on the reduction of poverty. The least developed countries should be given priority. The ownership of their strategies by the partner countries is considered as the key to the success of development policies. The wide-ranging participation of all segments of society should be encouraged and prime importance should be given to political dialogue with the partner countries.

In the eyes of the Declaration, community activities should be refocused on the following six areas:

- Link between trade and development;
- Regional integration and co-operation;
- Support for macroeconomic policies and promotion of equitable access to social services;
- Transport;
- Food security and sustainable rural development;
- Enhanced institutional capacity building.

Horizontal issues like human rights, equality between men and women, children's rights and protection of the environment must be incorporated in all aspects of development cooperation. Conflict prevention and crisis management also require systematic attention.

3.1.2. ACP level

Since 1975 relations between the ACP states and the European Union (EU) have been governed by the Lomé Conventions which traditionally provide for: (1) specific ACP/EC trade preferences, and (2) development assistance.

In addition to previous conventions, the 1995 Lomé IV Convention promoted human rights and respect for democracy as key elements of the partnership and stated new objectives: enhancing the position of women and protecting the environment. Another important feature was decentralised co-operation, through involvement of civil society in the development process.

The Cotonou Agreement was signed on 23 June 2000 and entered into force on 1 April 2003. This document strengthens the political dimension of the partnership, provides for more flexibility in the co-operation and entrusts the ACP states with additional responsibilities. Under the Cotonou Agreement, new trade agreements are to be negotiated and made consistent with WTO rules. Trade between the two parties will be liberalised, putting an end to the system of non-reciprocal trade preferences and enabling the ACP states to participate fully in international trade. Nonetheless, the current system remains in force during the transitional period, until 2008 at the latest.

3.1.3. Regional level

Tanzania is currently a member of the East African Community (EAC) and the Southern African Development Community (SADC), as well as participating in the Regional Integration Facilitation Forum. Tanzania left COMESA in September 2000.

The East African Community (EAC)

The strategy under the EAC (2nd Development Strategy 2001-2005) is based upon the vision of creating wealth in the region and enhancing competitiveness through increased production, trade and investment in the region. Emphasis is placed upon accelerating development and building the capacity to compete effectively in the world economy.

Notable economic and trade integration has begun with the formation of a Customs Union which became operational on January 1st 2005 between the three EAC member states (Tanzania, Uganda and Kenya). The EAC envisages the future creation of a common market and eventually a political federation.

Trade between the EAC Partner States has grown over the past decade. Between 1991 and 2002, the share of exports the East African States exported to each other increased from 6 per cent in 1991 to 18 percent in 2002. Over the 1990 – 2000 period, Tanzania's exports to the region increased fourfold while Kenya's exports increased threefold. However, Uganda's exports to the EAC only doubled during that period. The share of regionally sourced imports on the other hand increased four-fold over the same period, accounting for about 10 percent of total imports into the region in 2002. The largest importer from the region is Uganda, which obtained nearly 50% of her imports from EAC in 2002. Tanzania imported 7% from the region while Kenya obtained only 1.4% of her imports from the EAC.

The EU is the main trading partner of EAC countries. While regional trade has grown somewhat, the European Union (EU) remains the largest market for EAC's exports, absorbing around 40 percent.

To facilitate smooth operations of the customs union, steps were taken to harmonize macroeconomic policies, liberalize interest rates and exchange rate regimes, and harmonize investment incentives, fiscal policies and put in place double taxation regimes. However, issues on multiple memberships in regional economic communities (Tanzania is a member of SADC, while Kenya and Uganda belong to COMESA), and negotiating as a single bloc in regional and international remain outstanding.

From a regional perspective, Tanzania benefits from support within the Eastern/Southern Africa and the Indian Ocean Regional Indicative Programme (RIP) (under the 8th and 9th EDF). The overall aim of the current regional programme is to increase economic growth and reduce poverty through higher levels of regional economic integration.

The EC Strategy (under 9th EDF) has opted to develop its regional response in line with EAC strategy that focuses on three focal areas:

1. Economic Integration and Trade with the specific objective of enabling all countries in the region to become members of regional Free Trade Areas and/or Customs Union and to improve trade negotiating capacities at a regional and multilateral levels.
2. Management of Natural Resources with the objective to ensure sustainable management of the natural resource base of the region in order to contribute to the overall aim of poverty reduction.
3. Transport and Communications in order to facilitate easier and cheaper trading systems.

Additional support to the region is available to non-focal areas including conflict prevention/resolution; capacity building, higher education and culture, alongside cross-cutting issues include gender, environment and capacity building.

Although HIV/AIDS is a major constraint in the region's economic development, at the time of developing the 9th EDF there was no significant alignment of regional policy on these issues. The 9th EDF aimed to identify synergies between the RSP and HIV/AIDS programmes of the EC and other donors.

EC funding to Tanzania for regional cooperation and integration is made available through the RIP for specific programmes that are beneficial to two or more member countries within the region and also through the RIOs Secretariats for other programmes. Projects that are only beneficial to an individual country are made available through the NIPs.

3.2. Objectives and priorities of EC support to Tanzania

Tanzania is one of the most supported countries as regards EC co-operation. In 2003 it was the second largest non-European recipient country after Afghanistan in terms of disbursements⁸. [EC's explanation to be provided in first phase report (desk)]

The Government of Tanzania jointly with the EC has prepared the current Country Strategy Paper in close consultation with state and non-state stakeholders and key donors, notably EU member states. External expertise was used to assist with the analysis of some areas (roads, governance and gender). The result of this highly participatory process is a CSP squarely based on Tanzania's own policy agenda for reducing poverty and on the EC's co-operation objectives.

The CSP was signed on March 9th 2002. Its ultimate objective is to reduce poverty through accelerating the process of sustainable economic and social development. Major sub-objectives are to eliminate constraints to economic growth and to improve the capacity for social service delivery.

In terms of sectors, the focus of EC's commitments has evolved over the successive periods as shown in the following table.

Table 5 – Sectors receiving higher EC's support over years

| 7 th EDF signed | 8 th EDF signed | 9 th EDF signed 2002 |
|--|---|--|
| Roads Agriculture | Roads Water supply and sanitation Agriculture | Roads (focal sector) Basic education (focal sector) Governance and capacity building |
| Plus structural adjustment programmes followed by poverty reduction budget support | | |

⁸ Annual report 2004, Financial tables

The choice of focal sectors has been justified by rating the following criteria:

- poverty incidence of the sector/area, according to the PRSP. This could be either direct (income generation or social services rendered to the poor) or indirect (e.g. transport infrastructure, good governance)
- actual progress and potential for progress in the reform process (openness for reforms)
- relevance of sector/area under EU development policy objectives & Cotonou agreement;
- proven or potential comparative advantage of EC in Tanzania in sector/area
- net funding requirements of the sector/area, considering other donors' support.

The fifth criterion (donor complementarity) has been rated quite differently across sectors, which suggests that it has played a major role in the selection of focal sectors. On the contrary most sectors received high rates for the first criterion (poverty incidence), which means that it has probably played no role in the selection of focal sectors. [*interpretation to be confirmed in the first phase report (desk)*]

3.3. Implementation⁹

Resources

When the CSP was signed several programmes/projects under the 7th EDF were still on-going or being finalised (amounting to a total of 183 millions EUR of commitments). Most programmes/projects under the 8th EDF were still under implementation (amounting to a total of 461 millions EUR of commitments). Indicative commitments under the 9th EDF amounted to 290 millions EUR (see **Erreur ! Source du renvoi introuvable.**)

The EC Delegation has produced a table recording 275 actions going on in March 2005 ("Kampala table") with global commitments amounting to 557 millions EUR. In addition, 23 actions were to be launched during the first semester 2005.

The evaluation team has made a first extract from the CRIS database (see **Erreur ! Source du renvoi introuvable.**) which indicates that 202 individual actions have been "alive" (started and/or terminated) since 01/01/2000 in Tanzania¹⁰. These actions constitute the scope of this evaluation. The corresponding resources amount to EUR 954 millions (planned), 912 (contracted) and 687 (paid).

Activities

The main categories of activities undertaken are:

- Technical assistance and training
- Studies
- Investments
- Grants
- Support to Government's budget and Governmental agencies

[*Data to be produced and inserted in the first phase report (desk)*]

Funding modalities

The funding modalities used or considered are:

- Projects
- Programmes consisting of similar projects

⁹ Excluding EIB loans

¹⁰ This figure is not consistent with the Delegation's table, probably due to differences in the counting approach. The evaluation team will provide cross-checked figures in the first phase report (desk)

- Sector budget support
- General budget support

[Data to be produced and inserted in the first phase report (desk)]

Implementation modalities

In the framework of its inquiries, the evaluation team will pay attention to and report on any particular implementation modality which contributed to or hindered the achievement of intended effects, for instance:

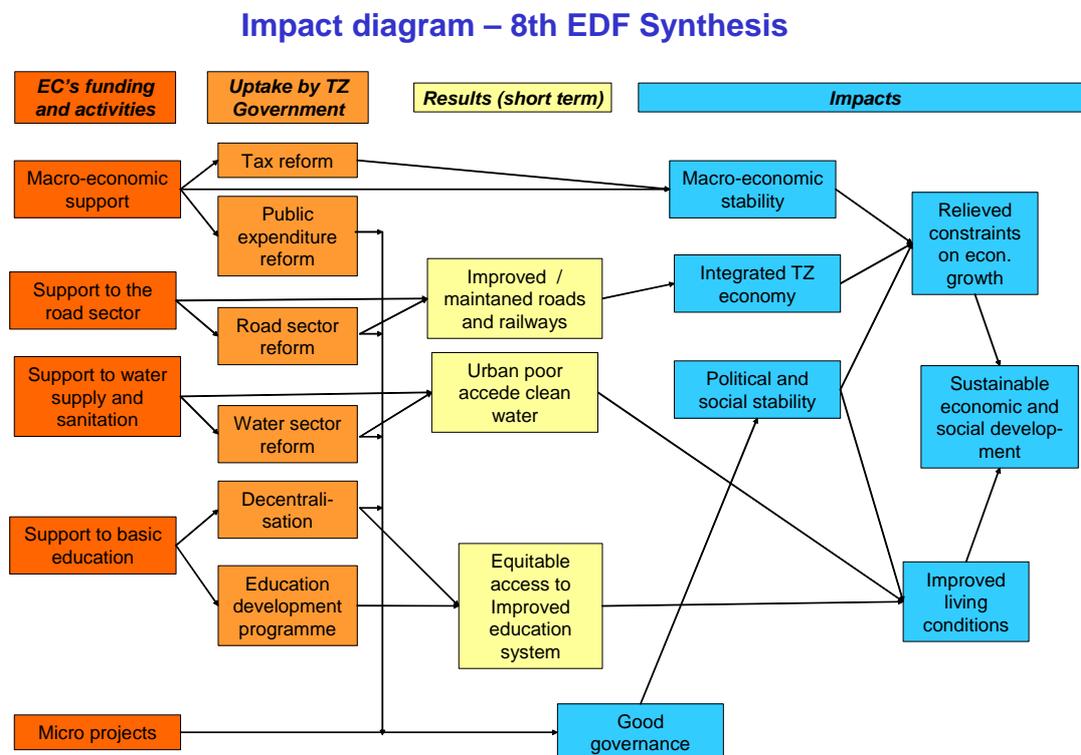
- Human, regulatory, logistic, administrative, time and other resources
- EC and partner country procedures
- Time constraints associated with funding decisions and implementation
- Deconcentration and changed sharing of responsibilities between headquarters and Delegation

3.4. Logic of EC support and internal coherence

3.4.1. Years 1996-2000

Figure 2 has been constructed on the basis of the activities and objectives stated in the EC Strategy Paper and National Indicative Paper covering the 8th EDF¹¹. The synthesis of 24 pages into a simple diagram involves choices which are those of the external evaluation team.

Figure 2 – EC support to Tanzania, overall intervention logic 8th EDF



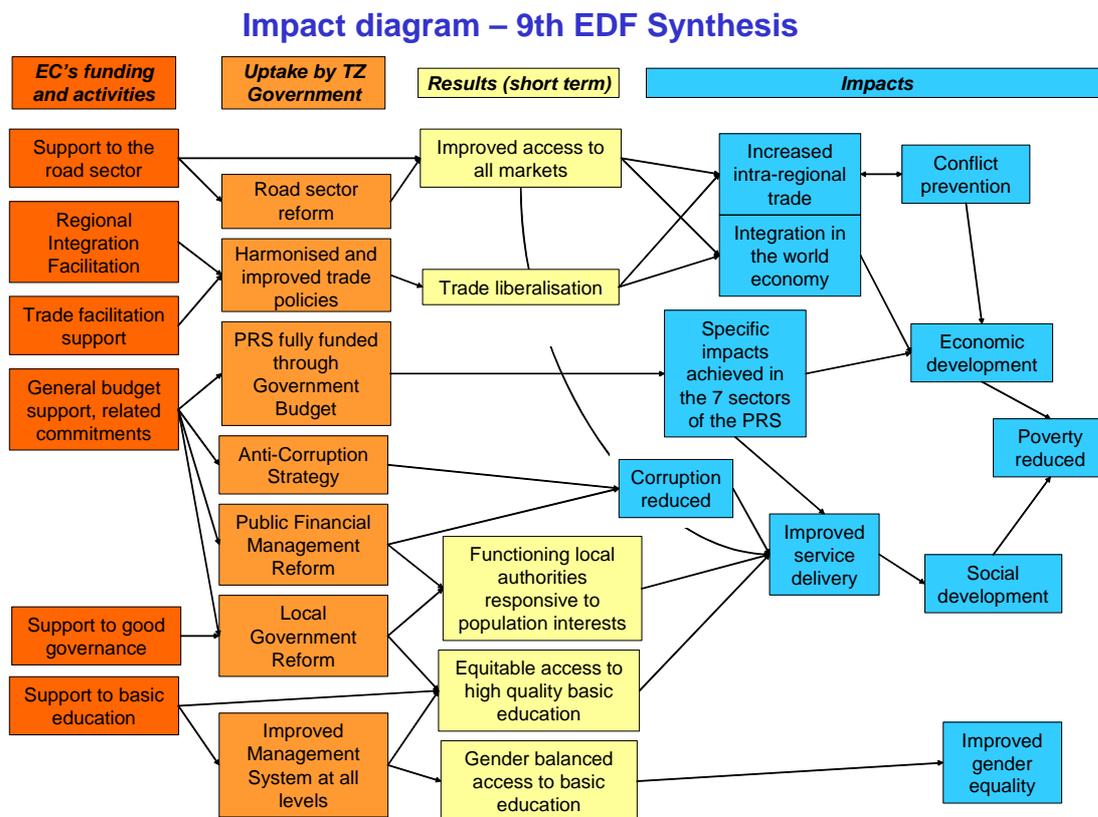
¹¹ Detailed diagrams have been prepared for two sectors: transports and education (see Annex 4)

The EC support included a general macro-economic support, plus sector support, mainly in the areas of transports, water and sanitation and education. In each supported area, contributions to capacity building were highlighted, with intended consequences in terms of better governance and maintained political and social stability. The overall objectives were economic development through relieving constraints on growth and social development through improved living conditions.

3.4.2. Years 2001-2007

Figure 3 is derived from the Country Strategy Paper and National Indicative Programme (NIP) related to the 9th EDF. It summarises several other diagrams which mainly draw on the logical frameworks included in the NIP: roads, basic education, macro-support and governance (see Annex 4).

Figure 3 – EC support to Tanzania, overall intervention logic 9th EDF



A comparison of both diagrams show areas of continuing focus:

- Continued focus on macro-economic support, roads, education and governance
- Continued insistence on the two sides of development: economic and social

Major changes are also visible such as:

- Withdrawal from water and sanitation sector
- Increased focus on trade and regional integration
- Improved service delivery becoming a key intended impact
- ... and last but not least, poverty reduction becoming the global and ultimate intended impact

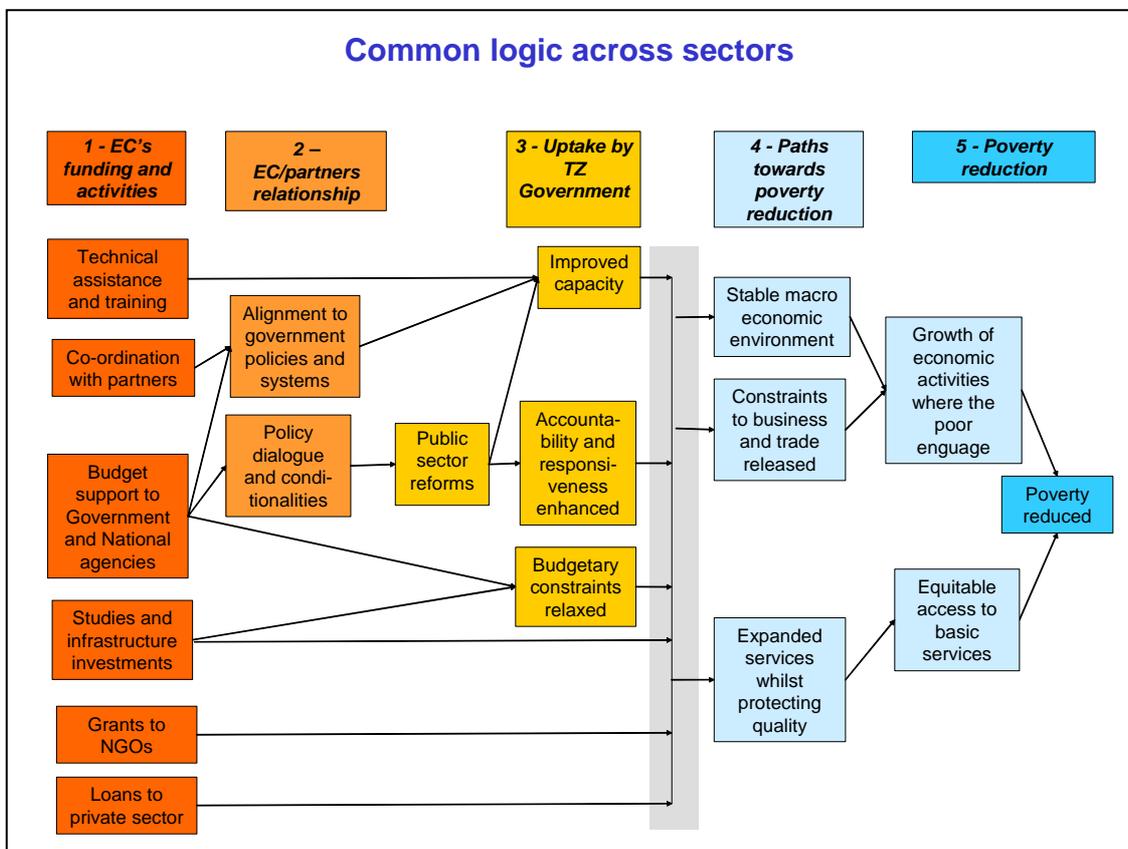
3.4.3. Internal coherence

Internal coherence is the extent to which activities and intended impacts are mutually and logically connected. Having analysed the 9th Strategy Paper and NIP through a series of logical diagrams, the external evaluation team concludes that the internal logic of EC intervention is highly coherent. However, the logical connections have raised questions in two areas:

- Trade, an area where intended impacts are connected to actions at country and region level. This issue will be investigated further through one of the evaluation questions (see 4.2.8)
- Public sector reforms which are often seen as a logical precondition for the achievement of intended impacts, although they are not explicitly connected to EC support in the analysed documents.

Figure 4 below is a proposal of the evaluation team for unveiling implicit assumptions about public sector reforms. This proposal is common to all sectors and it is structured in five levels as in the recent evaluation of the General Budget Support to Tanzania.

Figure 4 – EC support to Tanzania, intervention logic revisited – evaluation team’s proposal



4. EVALUATION QUESTIONS

4.1. Approach to questions and criteria

4.1.1. Ten evaluation questions

The evaluation will focus on the ten following questions which have been discussed extensively with and eventually validated by the reference group:

Generic questions

- **Coherent strategy (C):** To what extent did the design of the EC support strategy take due account of the Tanzanian strategic priorities and of other EU policies?

- **Funding modalities and poverty reduction (P):** To what extent and how has the EC's choice of funding modalities allowed progress towards the achievement of Tanzanian Poverty Reduction Strategy's objectives?
- **Development partners' co-ordination and complementarity (D):** To what extent has the EC contributed to a harmonized dialogue with the Tanzanian Government and all development partners that effectively and efficiently addresses Tanzanian priorities and strategies?
- **Conditions of success (S):** Considering reputedly successful actions in various supported areas, what impacts have been seen, how have these impacts been achieved, what were the conditions of success and to what extent are the lessons transferable?

Theme / sector specific questions

- **Efficient transport services (T):** To what extent has the EC support in the road sector contributed to Tanzania's goal to establish an affordable and sustainable road transport infrastructure and efficient services for the benefit of the Tanzanian economy and people?
- **Basic education for all (E):** How far has EC support assisted in improving the equitable access to quality basic education for all?
- **Stable farmers' income (A):** To what extent has EC assistance promoted agricultural development and supported the stabilisation of farmer incomes in tea and coffee growing areas?
- **Trade and regional integration (R):** How far have EC interventions in the field of trade and regional integration addressed Tanzania's needs and priorities and shown coherence with other national actions?
- **Promotion of good governance (G):** How successful has the EC been in contributing to the promotion of good governance within the areas it has supported?
- **Cross-cutting issues (X):** To what extent have EC interventions in Tanzania, where relevant, successfully addressed gender and environmental issues and ensured the involvement of Non State Actors?

4.1.2. From question to criterion and indicators

Hereafter, all questions are developed successively along the following structure:

| <i>Item</i> | <i>Definition</i> | <i>Example</i> |
|--------------------------------------|---|--|
| Question | | How far has EC support assisted in improving the equitable access to quality basic education for all? |
| Utility | Why has this question been asked? | Education = focal sector. Prospect to learn lessons from EC's attempt to construct a true sector approach |
| Scope | Which EC expenditures, activities or implementation modalities are covered? | All actions started and/or finalised over the period 2000/2005 and pertaining to education |
| Judgement criterion | <p>The ultimate reason why the evaluation team will answer the question positively or negatively, after having collected and analysed all relevant data</p> <ul style="list-style-type: none"> • Main dimensions of the criterion • Type(s) of criterion e.g. effectiveness, efficiency, relevance, coherence | <p>Quality basic education is available and affordable to all school age children without obstacles like distance or discrimination</p> <p>Quality, availability, affordability, close distance, absence of discrimination</p> <p>Effectiveness</p> <p>Equity</p> |
| Indicator(s) (preliminary) | Preliminary views of the evaluation team about which information is to be collected in relation to each dimension of the judgement criterion | % of qualified teachers, rate of pupils per teacher, cost per pupil for family, proportion of pupils living within 30 minutes of their relevant education facility, enrolment rate for categories exposed to discrimination |
| Feasibility | <p>How far will it be easy/difficult to answer the question?</p> <ul style="list-style-type: none"> • Existing documents (only documents that are specific to the question) • Expertise | <p>High feasibility</p> <p>Available evaluation of EDF 8 support</p> <p>Information from World Bank projects in Tanzania</p> <p>High in EC headquarter, Delegation and evaluation team</p> |
| Method (preliminary) | <p>Which sub-questions have to be answered in order to answer the question properly?</p> <p>Sub-questions are just meant to understanding cause-and-effects. They do not involve other value judgements than what is already covered by the judgement criteria.</p> | <ul style="list-style-type: none"> • How has EC co-ordinated with other donors? ... especially EU family? • What about mainstreaming of gender equality? • How far has EC input focused on identifying and addressing key bottlenecks in the reform of basic education? |
| Inquiry at central level | <p>Documentary analysis and expertise</p> <p>Interviews with EC and Government officials</p> <p>Specific indicators or scoring grids to be developed</p> | <p>Documentary analysis</p> <p>Interviews in Delegation and Government</p> |
| Field inquiry | <p>Which kind of assumptions should be subject to further inquiry in the field (i.e. outside EC, Government and experts)</p> <p>Special tools (questionnaire, focus group, case study) to be developed</p> | / |
| Methodological options | Which other approaches could be considered and why have they not been selected? | Inquiry at central level is likely to be sufficient. Interviews should not duplicate what has been done in the previous evaluation |

4.1.3. Evaluation team's approach to developing criteria and indicators

A wide spread evaluation practice consists of proposing multiple criteria and indicators. However, and in agreement with the Evaluation Unit, the Evaluation Team pushes in the opposite direction, at least at the stage of this inception report. The working approach has been the following:

- Preferably one single judgement criterion is proposed for each question, e.g. "Quality basic education is available and affordable to all school age children without obstacles like distance or discrimination"
- The various dimensions of the criterion are made explicit, e.g. "quality, availability, affordability, close distance, absence of discrimination"
- Preferably one key indicator for each dimension of the criterion, e.g. "% of qualified teachers, rate of pupils per teacher, cost per pupil for family, proportion of pupils living within 30 minutes of their relevant education facility, enrolment rate for categories exposed to discrimination"
- Only indicators related to the judgement criterion per se are proposed at this stage. This will not prevent the evaluation team to use other indicators when appropriate for addressing sub-questions and support its analysis (e.g. "share of primary education in the overall education budget")
- Indicators are presented as measures and not as trends or criteria, e.g. "pupil-teacher ratio" and not "increase in pupil-teacher ratio"
- Three options are considered as equally appropriate as regards indicators: use of available (or presumably available) statistical data, development and use of ad hoc scoring grids or rating by experts.

As far as possible, indicators measure what is to be measured and proxies are avoided¹², e.g. "whether students are passing exams" does not measure the availability of quality education but goes one step further beyond the criterion.

The rationale for these options is to avoid collecting and processing too much data, simply because data are (or are supposed to be) available, at the expense of analysing data in sufficient depth, making value judgements explicit and communicating evaluation findings in a simple way. Developing questions, criteria and indicators is seen as a means to focus data collection on what is really important and to reduce the kind of information overload which tend to undermine the quality of evaluations. In addition, experience show that many indicators are considered in the first phases of evaluations but few are actually used for supporting key conclusions¹³.

¹² This will not prevent the evaluation team to use proxies as far as relevant in the next phases in order to support its analyses and to substantiate its conclusions.

¹³ Due to the options taken, the following tables do not accommodate for all indicators that have been (and will be) suggested by the members of the evaluation team. In order not to loose potentially interesting ways of gathering evidence, these proposed indicators are stated in **Erreur ! Source du renvoi introuvable.**

4.2. Questions

4.2.1. Coherent strategy (C)

| Coherent strategy (C) | |
|--|---|
| Question | To what extent did the design of the EC support strategy take due account of the Tanzanian strategic priorities and of other EU policies? |
| Utility | Findings and conclusions to be used for the design of the next country strategy paper |
| Scope | The question covers the objectives of latest country strategy paper, plus other global objectives pertaining to major actions started and/or finalised - over the period 2000/2005 The design process is also to be covered |
| Judgement criterion Dimension(s) Type(s) | Objectives within the CSP, RSP (EDF 9) are coherent with Tanzanian strategic priorities and with other EU policies' objectives Coherent with the objectives and strategic priorities of Tanzania at the time of development and currently Coherent with all relevant EC global and regional objectives with regards to the support provided to Tanzania EC has identified, assessed and managed potential interferences (either positive or negative) across its policies affecting Tanzania, Coherence |
| Indicator(s) (preliminary) | Degree of alignment of CSP/RSP/Stabex objectives with needs and priorities of Tanzania as stated <ul style="list-style-type: none"> • needs and priorities of Tanzania as stated in the PRSP, TAS, Vision 2025 • needs and priorities of Tanzania as stated in Mkukutaa (NSGRP) • objectives and priorities of all relevant EC global and regional objectives with regards to the support provided to Tanzania Degree of acknowledgement / management of synergy / anti-synergy with other EC policies like trade, refugees, environment and agriculture |
| Feasibility Documents Expertise | High PRSP I Mkukutaa (PRSP II) Millennium Development Goals Vision 2025 Tanzania Assistance Strategy (TAS) Joint Assistance Strategy (JAS) CSP/NIP (EDF 9), RSP/RIP (EDF 9) Mid Term Review (EDF 9) Mid Term Review (EDF 8) Other TZ Govt strategies and policies EC Global Development Strategy EC Policy documents relating to (trade, refugees, environment, agriculture) Other evaluation reports, projects, programmes etc. Others to source from Delegation, EC Headquarters, and other sources In the Delegation, EC headquarters and Government |
| Method (preliminary) Sub-questions Inquiry at central level Field inquiry Methodological options | <ul style="list-style-type: none"> • How far have the designers of the EC strategy assessed potential effects and their likeliness to reinforce / contradict each other? ... through desk study? ... through dialogue with Government? • How far have the designers of the EC strategy improved coherence? ... by modifying previous strategies? ... by amending initial versions of their strategy? • To what extent is there consistency and internal coherence between EC support objectives and other EU policies Documentary analysis Interviews of EC and Government officials Scoring grid to be developed and used by evaluation team Scoring to be checked through a web based forum of experts if relevant / |

4.2.2. Funding modalities and poverty reduction (P)

| Funding modalities and poverty reduction (P) | |
|---|---|
| Question | To what extent and how has the EC's choice of funding modalities allowed progress towards the achievement of Tanzanian Poverty Reduction Strategy's objectives? |
| Utility | The general budget support to Tanzania has just been subject to a multi-donor evaluation which has been conclusive mainly on levels 1 (donors' activities) to 3 (change within Government) and less on levels 4 and 5 (impact on economy and society). Concentrating on levels 4 and 5 might help (1) filling the gap as much as possible, (2) learning more about what does or does not work in terms of reporting on budget support impact. |
| Scope | General Budget Support and EC support in sectors where various funding modalities were considered or could have been considered (education and roads, possibly governance, agriculture and others) |
| Judgement criterion (or criteria) | The choice of funding modalities reduces transaction costs and increases the government's ownership of and capacity to implement actions that have a strong rationale in terms of poverty reduction |
| Comment | See in section 5.2.3 the evaluation team's understanding of the concept of "progress towards the achievement of Tanzanian Poverty Reduction Strategy's objectives". The section explains how the concept is translated into five "paths towards poverty reduction" |
| Dimension(s) | Switch from project aid to programme aid in the framework of a sectoral approach, and from the latter to budget aid Transaction cost for both EC and Government Government's ownership and capacity ¹⁴ |
| Type(s) | Rationale in terms of one or more "paths towards poverty reduction" Relevance, efficiency |
| Indicator(s) (preliminary) | Transaction costs: scoring grid to be developed in the first phase report (desk) Action plans are developed in PRS sectors and corresponding resources are allocated Estimated weight of each path to poverty reduction (in %) within intended impacts. Rationale in terms of various paths towards poverty reduction to be scored by experts |
| Feasibility | Very low (the question addresses an issue that could not be tackled by the recent GBS evaluation) |
| Documents | PRS Progress report, PRS Review European Commission, Guide to the programming and implementation of budget support for third countries, AIDCO, DG DEV, DG Relex, March 2002 European Commission, Annexes of the Guide to the programming and implementation of budget support for third countries, AIDCO, DG DEV, DG Relex, December 2002 European Commission, Guidelines for European Commission support to sector programmes, EuropeAid, February 2003 ODI, Evaluation framework for General Budget Support, Framework for country-level case studies, Report to the OECD-DAC Evaluation Network, February 2004 ODI, Daima Associates Ltd, Joint evaluation of General Budget Support, Tanzania 1995-2004, Final Report, November 2004 |
| Expertise | Poverty and Human Development Reports Low : experience with answering similar questions is still limited in the field of development aid, although it does exist to a certain extent in other policy domains |
| Method (preliminary) | |
| Sub-questions | <ul style="list-style-type: none"> How far do Government's decisions in PRS sectors show a concern to continue / reinforce actions undertaken with the objective of contributing to poverty reduction? Which were the relative transaction costs of different types of support (on Tanzania side as well as EC side)? What were the side effects in term of parallel systems, degree and depth of policy dialogue, national ownership, national accountability? ... in terms of public finance management reforms (incl. the introduction of VAT)? How do the likely impacts of disbursed funds break down into various categories, including the five paths towards poverty reduction displayed in section 5.2.3 hereafter? How strong is the rationale of each individual path in terms of poverty reduction? |
| Inquiry at central level | Selection of several sectors that are (have been, might be) supported by the Commission through different funding modalities, such as agriculture (mainly projects); roads (projects, programme in the framework of a sectoral approach); education (programme or budget support in the framework of a sectoral approach) Identifying several key decisions from both EC and GOT in each sector. Answering sub-questions for each decision through documentary analysis and interviews |

¹⁴ The dimension of rate of disbursement has been considered and abandoned as not being in line with EC principles

| Funding modalities and poverty reduction (P) | |
|---|--|
| Field inquiry Methodological options | Possibly have the findings of the inquiry at central level reviewed by a panel of experts in order to strengthen interpretations |

4.2.3. Development partners' co-ordination and complementarity (D)

| Development partners' co-ordination and complementarity (D) | |
|--|--|
| Question | To what extent has the EC contributed to a harmonized dialogue with the Tanzanian Government and all development partners that effectively and efficiently addresses Tanzanian priorities and strategies? |
| Utility | Lasting efforts towards co-ordination and complementarity have been made in Tanzania. The Tanzania Assistance Strategy and Joint Assistance Strategy create a particularly interesting opportunity to learn transferable lessons |
| Scope | EC inputs in specific instances of policy dialogue and harmonisation |
| Judgement criterion (or criteria) | EC adds value in policy dialogue in areas that have a strong rationale in terms of poverty reduction |
| Comment | See in section 5.2.3 the evaluation team's understanding of "Tanzanian priorities and strategies". The section explains how is the concept translated into five "paths towards poverty reduction" |
| Dimension(s) | Inputs in policy dialogue are assessed as adding value by development partners Rationale in terms of one or more "paths towards poverty reduction" |
| Type(s) | Effectiveness, efficiency |
| Indicator(s) (preliminary) | Ranking of Development Partners' contributions (EC among others) to dialogue and harmonisation (Budget support, SWAPS etc) in specific instances. Ranking by GoT and other development partners. Rating of how much the specific co-ordination instances were connected to the paths towards poverty reduction |
| Feasibility | High |
| Documents | Documents related to TAS and JAS Minutes of DP group meetings in various sectors Others to source from Delegation, EC Headquarters, and other sources |
| Expertise | Relevant expertise expected to be available in the EC Delegation, Government and other development partners' staff in Tanzania |
| Method (preliminary) | <ul style="list-style-type: none"> • To what extent are EC interventions complementary to other donors' support? • What are the main comparative advantages of EC? • How does EC self-assess its contributions to the process of co-ordination? • How do development partners assess the value added of EC's contribution on challenging co-ordination issues? How much initiative has it taken? Did it create obstacles? • Are EC's most valuable contributions in line with its comparative advantages? ... with its relative financial weight? • How far were the most valuable EC contributions logically connected to the five paths to poverty reduction? • As far as success stories are identified, to what extent are they explained by the specificities of the Tanzanian context (TAS, JAS)? |
| Inquiry at central level | Semi-structured interviews with selected staff members of development partners and GoT officials involved in sectoral or budget reference groups Introduction of the co-ordination issue in the tools developed for answering other questions |
| Field inquiry Methodological options | / |

4.2.4. Conditions of success (S)

| Conditions of success (S) | |
|--|---|
| Question | Considering reputedly successful actions in various supported areas, what impacts have been seen, how have these impacts been achieved, what were the conditions of success and to what extent are the lessons transferable? |
| Utility | A question related to impacts, with a prospect for learning lessons which would be transferable to further EC support to Tanzania, possibly in other sectors |
| Scope | EC activities that are considered as successful by development partners. Focus primarily, but not exclusively, on sectors which are less covered through other questions, e.g. water, AIDS |
| Judgement criterion (or criteria) | Evaluation team's overall assessment of sustainable achievement of intended impacts |
| Comments | The question is biased towards "reputedly successful actions" in order to provide a better insight into the conditions of success. The evaluation team will have to draft the report in a way that does not bias the reader's judgement |
| Dimension(s) | Depending on selected actions |
| Type(s) | Effectiveness |
| Indicator(s) (preliminary) | Depending on selected actions, these will be selected on a case by case basis |
| Feasibility | High |
| Documents | Reviews, evaluations and assessments of selected 'reputed successful actions' – to be identified during process of selection of actions Availability of documents should be taken into account in the selection of actions |
| Expertise | Relevant expertise expected to be available in the EC headquarters and Delegation and in the evaluation team |
| Method (preliminary) | For each action under study |
| Sub-questions | <ul style="list-style-type: none"> • What are the main impacts and how have they been achieved? Is the action as successful as it is reputed to be? • What are the main internal factors which explain the achievement of impacts? Which lessons can be drawn? • What are the main external factors that were necessary in order for the successful achievement of impacts? • To what extent are the lessons transferable/replicable? |
| Inquiry at central level | Selection of actions with the delegation according to 3 criteria: reputedly successful, potential for learning, availability of information Desk study and interviews at central level |
| Field inquiry | Field level inquiry when necessary |
| Methodological options | |

4.2.5. Efficient transport services (T)

| Efficient transport services (T) | |
|--|---|
| Question | To what extent has the EC support in the road sector contributed to Tanzania's goal to establish an affordable and sustainable road transport infrastructure and efficient services for the benefit of the Tanzanian economy and people? |
| Utility | The EC focuses on roads more intensively than other development partners. The question will investigate key links between road support and poverty reduction covering sustainable economic growth and social development. |
| Scope | All road actions started and/or finalised over the period 2000/2005 (1st semester) – country and region + EC's efforts towards reforming the management of the road sector |
| Judgement criterion (or criteria) Dimension(s) | Tanzanian economic actors and population benefit from improved time and cost accessibility by road in a sustainable way Most significant types of accessibility: <ul style="list-style-type: none"> • Economic actors' accessibility to/from economically productive areas • People's accessibility to basic social services • Governmental and Non State actors' accessibility to poor people Time and cost accessibility Sustainable accessibility as regards maintenance of road network and mitigation of the negative impact of road sector activities |
| Type(s) | Effectiveness, efficiency, sustainability |
| Indicator(s) (preliminary) | Time and cost spent to access economically productive areas, public services Population of districts accessible within X hours, at a cost less than X GDP of districts accessible within X hours, at a cost less than X |
| Feasibility Documents | Low (the issue of who are the beneficiaries has not yet been addressed in previous EC evaluations) SSATP Working Paper N°23, Review of the Road sector in Selected COMESA Countries – WB and Economic Commission for Africa – June 1996 Transport for the Poor or Poor Transport, Review of rural transport policy in developing countries with emphasis on low-income areas – ILO – 1997 2003 Court of Auditors Special Report on the execution of infrastructure work financed by the EDF Evaluation of EC Interventions in the Transport sector in Third Countries - ADE - December 2002, including country note Tanzania Towards Sustainable Transport Infrastructure: Transport sector Guidelines - DGDev - July 1996 RSP & RIP - Region of Eastern & Southern Africa and the Indian Ocean - 2002/2007 Communication from the Commission to the Council and the European Parliament (Linking relief, rehabilitation & development - an assessment) - April 2001 Programming Guidelines for the Transport Sector - 9th EDF Council Reg N°s 12847/95 & 2836/98 - Integration of Gender Issues in Development Co-operation Evaluation of EDF Transport Sector Projects & Programmes: Final report - Tecnecon - March 1995 COM(2000)422 – Communication for the Commission to the Council and European Parliament: Promoting sustainable transport in development cooperation, July 2000 Road Management Initiative - SSATP - Financing & Organizing Road Maintenance - 2000 |
| Expertise | High in EC headquarters, Delegation and evaluation team |
| Method (preliminary) Sub-questions | <ul style="list-style-type: none"> • To what extent have EC support, procedures (e.g. NIP commitment deadlines, FA validity periods), dialogue and co-ordination efforts conflicted with, accompany and/or encouraged the Tanzanian road reform programme? ... and to what extent has this added local know-how? ... reinforced the maintenance management and financing capacity? ...reduced the backlog of periodic maintenance on paved and gravel roads? • How has domestic and externally supported investment in maintenance, upgrading and rehabilitation complemented each other? ... improved access to economically productive areas? ... developed a network meeting domestic and regional aims? ...contributed to mitigation of the negative impact of road sector activities? • Who are the current and potential users / beneficiaries of the improved network? What benefits will they gain? What about gender? |
| Inquiry at central level | Documentary analysis Interviews of EC and Government officials Selection of typical sections of roads supported by EC (case studies) Desk analysis of catchment areas and changes in accessibility Selection of typical districts for quantification of indicators and further field inquiry |
| Field inquiry | Focus groups in selected district |
| Methodological options | A survey of road users has been considered and rejected. Pros: findings would be more credible. Cons: impact of EC support would be almost impossible to disentangle from external factors. |

4.2.6. Basic education for all (E)

| Basic education for all (E) | |
|--|--|
| Question | How far has EC support assisted in improving the equitable access to quality basic education for all? |
| Scope | All education actions started and/or finalised - over the period 2000/2005 (first semester) + EC's efforts towards encouraging the evolution of a sector approach Basic education covers primary and lower secondary levels plus informal activities intended to meet the basic learning needs of people of all ages (definition provided by EC) |
| Judgement criterion (or criteria) | Quality basic education is available and affordable to all without obstacles like distance or discrimination |
| Dimension(s) | Quality basic education (seen from delivery side, does not include successful completion) Availability Affordability Close distance Absence of discrimination (boys/girls, remote areas, poor people, vulnerable children) |
| Type(s) | Effectiveness Equity |
| Indicator(s) (preliminary) | % of children benefiting from trained teachers(define trained teachers) pupil-teacher ratio cost per pupil for family proportion of pupils living within 30 minutes of their relevant education facility rate of girl enrolment to overall enrolment when relevant and feasible: indicators to be broken down per categories of districts, income of family, degree of vulnerability |
| Utility | The question relates to one of the focal sectors. It will help learning lessons from EC's project under 8th EDF and EC's attempt to construct a true sector approach under 9th EDF. The question will investigate key links in between basic education support and poverty reduction. |
| Feasibility | High |
| Documents | Available evaluation of EDF 8 support Information from World Bank projects in Tanzania Tanzania Report in IDT/MDG Progress: International Millenium Declaration Development Goals (MDGs) EFA Global Monitoring Report 2003/2004 (UNESCO) EFA Regional Forum Dakar 2004 Millenium Development Goals Needs Assessment for Ghana, Tanzania and Uganda. In: Ending Africa's Poverty Trap, January 2004 Tanzania's Basic Education Master Plan 1997-2002 Medium Term Expenditure Framework Plans of Actions approved by the Basic Education Development Committee (BEDC) and PEDP/ESDP Annual reports/Aide Memoires of Joint Reviews. <i>Useful but very basic information is contained in:</i> CEF Tanzania Country Presentation, London, October 2003 Mainstreaming Gender in education for ALL(EFA) Action Plans: FAWE's Experience from 1999-2002 <i>Policy documents:</i> Education Sector reforms (ESDP, PEDP) |
| Expertise | High in EC headquarter, Delegation and evaluation team |
| Method (preliminary) | <ul style="list-style-type: none"> • How has EC co-ordinated with other donors? ..especially EU family? • What about mainstreaming of gender equality? • How far were EC resources and procedures used as incentives for education sector development? ... for capacity building? ... for government ownership? • To what extent has EC input focused on identifying and addressing key bottlenecks, strategic, operational and financing, in the reform of basic education? • How far have EC interventions interacted with national public sector reforms, especially local government and public finance? ... with treatment of social sectors within poverty reduction budget support? • How far has EC promoted results based management and dialogue on results? ... non state actors' involvement? ...the strengthening of institutional capacities? |
| Sub-questions | |

| <i>Basic education for all (E)</i> | |
|---|--|
| Inquiry at central level | Documentary analysis Interviews of EC and Government officials |
| Field inquiry | Inquiry at central level is likely to be sufficient |
| Methodological options | Inquiry at central level is likely to be sufficient. Interviews should not duplicate what has been done in the previous evaluation |

4.2.7. Stable farmers' income (A)

| | Stable Farmers Income (A) |
|---|---|
| Question | To what extent has EC assistance promoted agricultural development and supported the stabilization of farmer incomes in tea and coffee growing areas? |
| Utility | Findings and conclusions to be used for the design of the next country strategy paper |
| Scope | STABEX support through compensation payments to smallholders for export losses, support to TaCRI and TRIT for research, and rejuvenation of coffee and tea industries, and development of new disease resistant varieties. Further use of STABEX Fund Allocations Coffee 1994/1999 via FMO 2002, for Coffee Research and Technology Support Programme, Support to the Agricultural Development Programme (ASDP), Support for the Rehabilitation of Priority Rural Roads and other technical backstopping sector support. |
| Judgement criterion (or criteria) | Commission's interventions in agriculture have resulted in the stabilisation/reduction of income poverty in tea and coffee growing areas |
| Dimension(s) | support includes compensation payments, access to low price/high quality inputs (incl. improved varieties), situated in area where rural roads have improved, |
| Type | Effectiveness |
| Indicator(s) (preliminary) | variance in farmers income from areas receiving support vs. areas not receiving support |
| Feasibility | High |
| Documents | Agricultural Sector Development Strategy Agricultural Sector Development Plan Rural Development Strategy Framework of Mutual Obligations (FMO) (2002) for Stabex Coffee 1994/1999 Framework of Mutual Obligations (FMO) (2000) for Stabex Tea 1996 Evaluation of TRIT (think 2004?) TaCRI Strategic Action Plan Other evaluations of TaCRI and TRIT 'Tanzania's Coffee Sector: Constraints and Challenges in a Global Environment', Africa Region Working Paper Series no.42, World Bank, Baffes J, 2003 'Tanzania Tea Sector: Constraints and Challenges', World Bank, Baffes J, 2003 (unpublished report) World Bank, and others studies in tea and coffee in relation to Tanzania Stabex impact related studies Other documents to source from Delegation/EC headquarters, TaCRI and TRIT |
| Expertise | Delegation headquarters, TaCRI and TRIT |
| Method (preliminary sub-questions) | To what extent has the EC support played a part in the establishment of a sector wide approach in agriculture and hence the successful development and implementation of the ASDP? To what extent has/will the support allocated to the rehabilitation of priority rural roads result/resulted in reduced cost of distribution of inputs, increased trade and market access? To what extent is/has the support to rural roads been developed in coherence with other roads interventions of the EC and Tanzania in general? How far has EC support ensured the development of new/improved high quality, high yielding and disease resistant varieties of tea and coffee accessible to all farmers? How far have small holder farmers benefited from improved varieties, rural roads, compensation payments? How far has EC support assisted in the revitalization of the tea and coffee industries? To what extent are Stabex funds strategically managed and evaluated by the EC? |
| Inquiry at central level (preliminary) | Interviews with Delegation Staff, Ministry of Agriculture and Food Security, Ministry of Lands, Human Settlement and Development, TaCRI, TRIT, other development partners involved in ASDP development |
| Field inquiry (preliminary) | If relevant and feasible: field inquiry in a selection of rural areas Questionnaire and/or focus group involving small holder farmers |
| Methodological options | An approach with case studies of selected rural areas could be considered also. Pros: could help answer other questions too (e.g. questions T, G and X). Cons: possibly too time and resource consuming. |

4.2.8. Trade and regional integration (R)

| Trade and regional integration (R) | |
|---|--|
| Question | How far have EC interventions in the field of trade and regional integration addressed Tanzania's needs and priorities and shown coherence with other national actions? |
| Scope | Objectives and priorities stated in the EC strategy papers at regional and national level, plus the design process & objectives of projects pertaining to the question The question covers areas that are common to both strategy papers, i.e. trade and regional integration primarily but also business support and possibly other areas. Natural resource management is also concerned although the issue is addressed in the EC regional strategy paper only. Some areas might be missing in both strategy papers and might be considered also |
| Judgement criterion (or criteria) | As regards areas covered, the objectives of EC interventions at regional / national level are coherent and relevant to Tanzania's needs according to experts and to Government |
| Dimension(s) | Coherence between EC actions at national / regional level, coherence meaning that intended impacts are aligned and mutually supportive Tanzania needs according to experts Tanzania needs as stated in Government's strategy |
| Type(s) | Relevance, coherence |
| Indicator(s) (preliminary) | Degree of alignment of intended impacts between CSP/RSP Degree of coherence = opportunities for synergy between CSP/RSP objectives and risks of anti-synergy have been properly identified, assessed and managed Degree of alignment of intended impacts between CSP/RSP and Tanzania's needs as understood by experts, with strategic priorities as stated by the Government (scoring grids to be developed) |
| Utility | Trade has not been an area of important financial support, but it has absorbed a lot of efforts from the EC Delegation |
| Feasibility | Medium |
| Documents | National Trade Policy Budget Speeches by Ministry of Trade and Industry EC Regional Strategy Paper (EAC/IOC) 2002 EAC Strategy 2001-2005 Tanzania, Trade and Poverty Project TTPP- <i>Tariff Policy and Effective Rates of Protection</i> , United Republic of Tanzania (2003) unpublished report Tanzania Trade and Poverty Project TTPP – <i>Institutional and Organisational Review</i> , United Republic of Tanzania, (2003), unpublished report Diagnostic Trade Integration Study, Mainstreaming Trade into Poverty Reduction and SME development (2003/4), United Republic of Tanzania & Helena Tang 'Trade Liberalisation in Tanzania: Episodes and Impacts', 1999, Ndulu, Benno, Joseph Semboja, AVY Mbelle WTO Trade Policy Review Tanzania 2000 'The Merits and Demerits of EU Policies Towards Associated Developing Countries: An empirical analysis of EU-SADC Trade and Overall Economic Co-operation within the Framework of the Lome Convention', Matambalya F, 1999 'The Cotonou Agreement and the Challenges of Making the new EU-ACP Trade Regime and WTO Compatible', Matambal2001 The External Environment for Tanzania 2002-2011, Analysis and Prospects for Export Revenues, World Bank 2001. |
| Expertise | In the Delegation (Tanzania and Delegation responsible for regional integration), EC headquarters and Government |
| Method (preliminary) | <ul style="list-style-type: none"> • Considering all objectives and priorities of the EC support strategy in Tanzania, which of them deserved to be addressed (mainly, partly, not at all) through regional integration support? ...same for strategic priorities stated by the Government? ... same for Tanzania's needs as understood by experts? • How have the designers of the EC strategy in Tanzania assessed which objectives were to be achieved at national and/or regional level? ... how do experts currently assess which needs are to be achieved at national and/or regional level? • How does the EC regional strategy paper match the specific priorities and needs identified in the EC support strategy at Tanzania level? ... priorities and needs as understood by experts? • In the areas covered by the question, how is the EC balancing its support between national and regional levels? ... and between regional integration arenas? |
| Inquiry at central level | Documentary analysis Interviews of EC and Government officials |

| Trade and regional integration (R) | |
|---|---|
| Field inquiry Methodological options | Scoring grids to be developed Scoring through a web based forum of experts |

4.2.9. Promotion of good governance (G)

| Promotion of good governance (G) | |
|---|---|
| Question | How successful has the EC been in contributing to the promotion of good governance within the areas it has supported? |
| Scope | EC support related to anti-corruption, decentralisation and non-state actors, + cross-cutting approach to roads, education, agriculture, refugees, water, ... |
| Judgement criterion (or criteria) Dimension(s) Type(s) | Tanzanian public sector decisions in the supported areas are better informed, and more transparent, accountable, responsive and equitable Relevant information available to decision makers in time, including about needs and potential impacts Transparent decision process Accountable and responsive decision makers, including to Non State Actors Equitable decision making process, especially as regards vulnerable groups Effectiveness |
| Indicator(s) (preliminary) | Documents supporting decisions show evidence that the criterion is met (scoring grid to be developed) Civil society organisations' rating of the criterion |
| Utility | Corruption is among the most constraining barriers to economic development and proper service delivery to all. Potential for learning from experience (NAO and EC) about ways and forms of engaging with NSAs. The answer to this question might benefit from and make an input into the on-going global evaluation of governance |
| Feasibility Documents Expertise | Medium Prevention of Corruption Bureau strategic plan Anti-Corruption Strategy Reviews and evaluations relating to implementation of Anti-Corruption Strategy, PCB EC's Micro-Projects, Programme formulation and evaluations Local Government Reform Programme, formulation and evaluations EC's Local Governance Support Programme Documents/Strategic, planning, review EC's Capacity Building for Participatory Development Programme Documents/Strategic, planning review Muafaka Agreement and recent evaluation On going worldwide evaluation of EC support on the theme of good governance Available in the Delegation, EC headquarters and evaluation team |
| Method (preliminary) Sub-questions Inquiry at central level Field inquiry Methodological options | <ul style="list-style-type: none"> To what extent has/will EC support via its local governance support programme had/have an impact on improving good governance at local level? To what extent has/will EC macro-support had/have an impact on improving good governance at national and local level? To what extent and in which way has EC integrated good governance into its dialogue with Tanzanian authorities and into its co-ordination efforts with other development partners? Sub-questions to be addressed through interviews and documentary analysis. To be completed by: <ul style="list-style-type: none"> Selecting a series of Tanzanian public sector decisions taken at national / local level in relation with EC support. Doing a specific documentary analysis for each individual decision, interviewing officials involved in the decision as far as possible, telling the story of the decision in a short document and scoring the first indicator. Converting the stories into an absolutely anonymous form. Gathering a focus group of members of civil society organisations, asking the group to discuss the anonymised stories and to rate the second indicator |

4.2.10. Cross-cutting issues (X)

| Cross-cutting issues (X) | |
|--|---|
| Question | To what extent have EC interventions in Tanzania, where relevant, successfully addressed gender and environmental issues and ensured the involvement of Non State Actors? |
| Utility | |
| Scope | Potentially all actions started and/or finalised - over the period 2000/2005 (first semester), but focusing on actions that are relevant as regards the three issues covered |
| Judgement criterion (or criteria) | When relevant, EC actions make a visible difference as regards one or several of the issues covered |
| Dimension(s) | EC interventions have addressed gender issues in a manner that promotes gender equality EC interventions have addressed environmental issues pertaining to conservation and preservation Non-State Actors have been successfully included in all stages of EC interventions |
| Type(s) | Effectiveness, sustainability |
| Indicator(s) (preliminary) | % of interventions which show evidence that gender impacts have been properly assessed and managed when relevant (successfully?) % of interventions which show evidence that environmental impacts have been properly assessed and managed (successfully?) % of interventions which show evidence that involvement of NSAs has been properly considered and achieved when relevant (in-depth? successfully?) |
| Feasibility | High |
| Documents | Court of Auditors Report (Environmental Issues) Gender Global Evaluation by EuropeAid EC planning documents, all interventions in each sector Minutes of meetings/workshops with NSAs (Big EC/NSA meeting held in Feb 2005) Programme, project evaluation reports from all sectors. |
| Expertise | Others to source from Delegation, EC Headquarters, and other sources Relevant expertise expected to be available in the EC headquarters and Delegation and possibly other development partners' staff in Tanzania |
| Method (preliminary) | <ul style="list-style-type: none"> In what ways have gender and environmental issues been identified and considered in the programming, implementation and evaluation? When relevant, how far were the identified issues acknowledged by decision makers? To what extent has it made a difference for end users and beneficiaries? In what ways have NSAs been involved in the programming, implementation and evaluation? If not, why not? Has this engagement been regular and structured; how were NSA notified, and selected to participate? Were NSAs notified sufficiently in advance, and provided with relevant documentation to prepare? Was NSA participation of value/useful - why? why not? to what extent? |
| Sub-questions | |
| Inquiry at central level | Interviews with EC delegation, Civil Society, other NSAs Introducing cross-cutting issues in the tools developed for answering other questions |
| Field inquiry | Focus group of NSAs |
| Methodological options | |

4.3. Overview of questions

The following table shows that the set of questions cover all areas highlighted in the ToR (see **Erreur ! Source du renvoi introuvable.**).

Table 6 - Coverage of areas highlighted in the terms of reference

| Areas highlighted in the ToR | | Questions | | | | | | | | | |
|------------------------------|--|-----------|---|---|---|---|---|---|---|---|---|
| | | C | P | D | S | T | E | A | R | G | X |
| 1 | Design and relevance of the strategy | X | X | | | | | | X | | |
| 2 | Achievement of main objectives | X | X | X | X | X | X | X | | X | |
| 3 | Who does actually benefit from the EC financial support? | | X | | | X | X | X | | | |
| 4 | Do implementation procedures and mechanisms effectively and efficiently serve the achievement of objectives? | | X | X | X | X | X | X | | X | |
| 5 | Non state actors | | | | | | X | X | | X | |
| 6 | Cross-cutting issues e.g. gender, environment, human rights, capacity-building across sectors | | X | | | X | X | X | | | X |
| 7 | Coherence with other EU policies | X | | | | | | | X | | |
| 8 | Coordination with development partners | | X | X | | X | X | | | | |
| 9 | Sustainability | | | | X | X | | | | | X |

The following table shows that the set of questions cover various types of evaluation criteria.

Table 7 - Types of evaluation criteria

| Types of evaluation criteria | | Questions | | | | | | | | | |
|------------------------------|----------------|-----------|---|---|---|---|---|---|---|---|---|
| | | C | P | D | S | T | E | A | R | G | X |
| 1 | Relevance | X | X | | | | | | X | | |
| 2 | Effectiveness | | | X | X | X | X | X | | X | X |
| 3 | Efficiency | | X | X | | X | | | | | |
| 4 | Sustainability | | | | | X | | X | | | X |
| 5 | Coherence | X | | | | | | | X | | |
| 6 | Equity | | | | | X | X | X | | | X |

5. EVALUATION DESIGN

Evaluating the whole EC support to Tanzania would not be possible if the works was not focused, simply because there are many interventions in many sectors and with many objectives.

The proposed approach consists of focusing the evaluation in successive steps, and then to reconstruct an overall assessment. The successive steps are as follows:

- Focus on ten questions and address each question through an overall inquiry at central level
- When necessary and possible, complement the works on some questions though a field inquiry
- Conclude on each question
- Synthesize conclusions into an overall assessment

The following sections present the main lines of the evaluation approach. These will be developed further and more in-depth in the first phase report (desk).

5.1. Assumptions about tools to be developed

The following table summarises the evaluation tools that are likely to be used if the proposed methodological approach is confirmed and proves to be feasible.

Table 8 – Evaluation tools likely to be developed

| Question | Tool considered | Purpose |
|---|--|---|
| Coherent strategy (C) | Web based forum of experts | Scoring the degree of alignment and coherence of EC objectives with Tanzanian strategic priorities and of other EU policies' objectives |
| Efficient transport services (T) | Case studies on typical sections of roads supported by EC | Analysis of benefits for Tanzania population in terms of accessibility |
| | Focus groups in selected districts (included in the case studies) | |
| Basic education for all (E) | | |
| Stable farmers' income (A) | Possible questionnaire/focus group in tea/coffee areas | |
| Trade and regional integration (R) | Web based forum of experts | Assessment of Tanzania's needs in the areas of trade and regional integration Scoring the degree of alignment and coherence of EC objectives with needs |
| Funding modalities and poverty reduction (P) | In depth analysis of "anchor" actions | Assessing transaction costs, disbursement rates, weight of each path towards poverty reduction (in %) within intended impacts. Extrapolating from anchor actions to overall support |
| | Web based forum of experts | |
| Promotion of good governance (G) | Anonymised information sheets about selected decisions in the supported areas | Rating whether selected decisions are well informed, transparent, accountable, responsive and equitable |
| | Focus group of civil society organisations | |
| Conditions of success (S) | | |
| Development partners' co-ordination and complementarity (D) | Semi-structured interviews with selected staff members of development partners | Rating of EC's contribution to selected co-ordination issues |
| Cross-cutting issues (X) | | |

The first phase report (desk) will include a precise design of the tools, e.g. number of case studies, structure of interview, etc. The coverage and depth of each tool will have to keep within the constraints of the field phase (time, resources and availability of informants).

5.2. Answering all questions with a view to making an overall assessment

5.2.1. Building upon a light analysis of a the set of EC's actions

The evaluation team has started to collect data about EC actions included in the evaluation scope (see 3.3). The two main sources are the CRIS database (see **Erreur ! Source du renvoi introuvable.**) and EC Delegation tables.

Further works are to be undertaken during the next week within the Delegation premises. These will include:

- Connecting and cross-checking the Delegation tables and CRIS
- Ensuring proper coverage of actions that have been terminated between 01/2000 and 03/2005
- Ensuring proper coverage of EIB's actions
- Recording actual expenditures between 01/2000 and 03/2005

- Completing tables with data needed for selecting actions to be studied deeper like funding modality, type of activity, sector, existence of an evaluation / monitoring report, contact person with institutional memory
- Structure all data in the form of an Excel or Access database

The database will be clustered into homogeneous categories of actions by using three criteria: sector, funding modality, type of activity. Other criteria will be added if relevant.

The database will be used for selecting actions to be analysed, as foreseen in the method proposed for answering each question (see Table 9). The selection process will involve the EC Delegation and relevant sector experts.

Table 9 – Actions and other items to be studied

| Question | Actions to be studied | Other items to be studied | Purpose |
|---|--|---|---|
| Coherent strategy (C) | | EC objectives (all) | Scoring the degree of alignment and coherence of EC objectives with Tanzanian strategic priorities and of other EU policies' objectives |
| Efficient transport services (T) | Road projects (a few case studies) | | Analysis of benefits for Tanzania population in terms of accessibility |
| Basic education for all (E) | | | |
| Stable farmers' income (A) | EC actions reaching selected rural areas | | |
| Trade and regional integration (R) | | EC objectives (all) | Scoring the degree of alignment and coherence of EC objectives with Tanzania's needs |
| Funding modalities and poverty reduction (P) | | | |
| Promotion of good governance (G) | | Selected decisions in the supported areas | Rating whether selected decisions are well informed, transparent, accountable, responsive and equitable |
| Conditions of success (S) | Selected reputedly successful actions | | |
| Development partners' co-ordination and complementarity (D) | | Selected issues considered as significant in terms of co-ordination | Rating of EC's contribution to selected co-ordination issues |
| Cross-cutting issues (X) | | | |

The evaluation team will then review the list of actions selected for answering the questions and assess whether or not they enable to reflect the diversity of EC support as shown by the database. As far as necessary, additional actions will be selected in order to enable an overall vision through a light analysis.

5.2.2. Extending the analysis to General Budget Support

The answering of question P involves an assessment of how much General Budget Support allowed progress towards the achievement of Tanzanian Poverty Reduction Strategy's objectives. This will allow for extending the overall vision to EC's contribution to General Budget Support.

5.2.3. Light and wide analysis

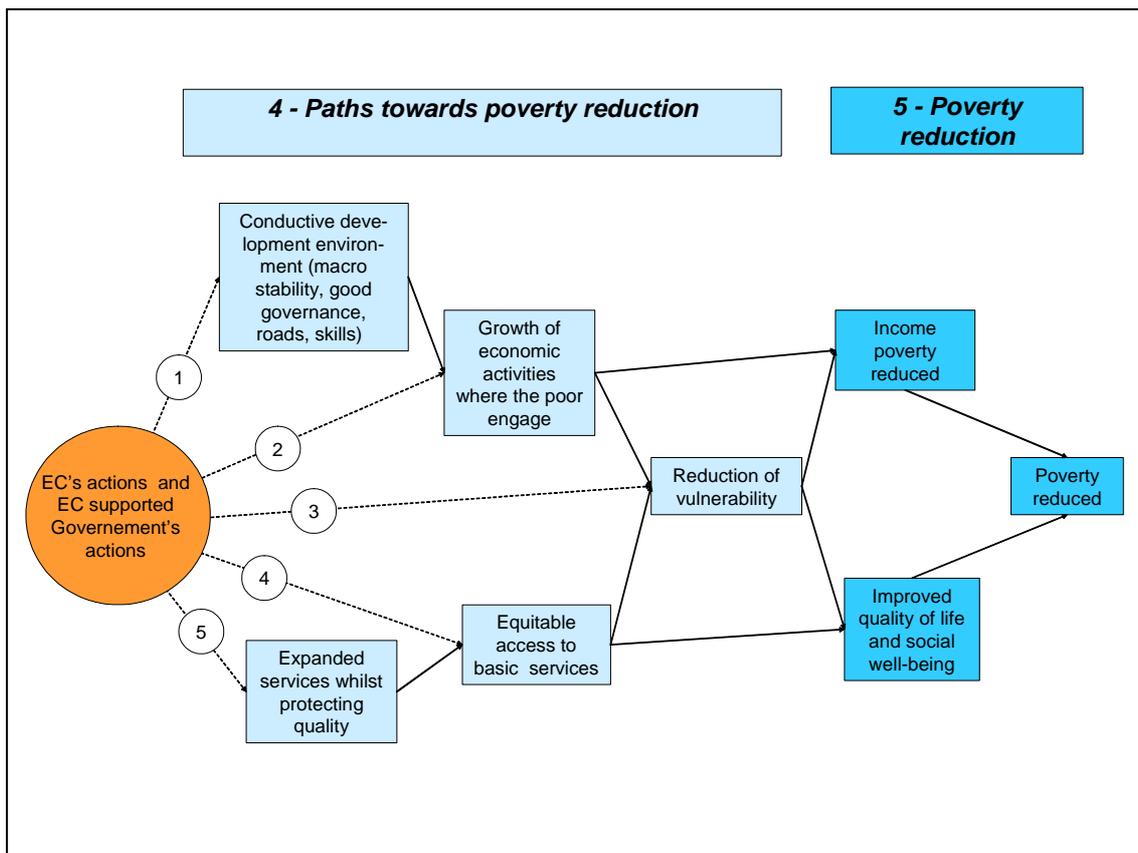
All actions selected for either deep study (answering questions) or light study (completing the overall vision) will be analysed through two grids successively.

A **first analysis grid** will be developed in order to qualify all analysed actions in terms of implementation mechanisms. The grid will be derived from the left part of Figure 4 [*to be developed in the first phase evaluation (desk)*]

A **second grid** will be developed in order to assess how much analysed actions were likely to allow progress towards the achievement of Tanzanian Poverty Reduction Strategy's objectives. What is to be covered is close to the concept of "poverty incidence" which was used for designing EC's strategy paper in 2001 and also with the concept of "type of outcomes" used in the recent evaluation of Global Budget Support (see **Erreur ! Source du renvoi introuvable.**)

Figure 5 hereafter is a synthetic view of Tanzanian Poverty Reduction Strategy's objectives (see **Erreur ! Source du renvoi introuvable.** and the right part of Figure 4). The evaluation team takes responsibility for summarising the 7 page logic frame into this simple diagram.

Figure 5 – EC contribution to Tanzanian Poverty Reduction Strategy's objectives



According to Figure 5, five cause-and-effect chains start with the following five impacts.

1. Conductive economic development environment
2. Growth of economic activities where the poor engage (mainly agriculture and MSMEs)
3. Reduction of vulnerability (e.g. through safety networks)
4. Equitable access to basic services
5. Expanded supply of basic services whilst protecting quality

Each causal chain progresses towards poverty reduction, sometimes through joining another one. In this evaluation, the five causal chains will be called "paths towards poverty reduction". The evaluation team will establish an estimated break-down of the impact of each analysed action into the five paths to poverty reduction. It must be stressed that the end result will not be an assessment of the impact of EC support per se, but just an assessment of how this impact (either strong or weak) is targeted at the various objectives of the Tanzanian Poverty Reduction Strategy.

The evaluation team will produce a **synthesis** of all analysed actions according to both grids. It will extrapolate its analysis from analysed actions to the whole EC support. The synthesis will involve qualified Tanzanian experts. One of the end results will be a quantified version of Figure 4, providing an impact oriented overview of the whole EC support.

5.2.4. Doing an exploratory analysis covering all questions

At the end of the field phase, the evaluation team will hold a brainstorming session in order to identify common points which arise from data collected, whether they were formally foreseen in the questions or not. The brainstorming session will proceed through the following four levels which are common to the works on almost all questions:

1. EC's funding, funding modalities, procedures and activities
2. EC / Partners relationship
3. Uptake by Government of Tanzania and other beneficiaries of the support
4. Paths towards poverty reduction

The evaluation report will not only answer individual questions, but it will also synthesise what have been learnt across questions in areas like:

- External factors (e.g. partner country procedures) that facilitate / hinder effectiveness or efficiency
- Internal factors (e.g. funding, human resources, regulations, guidelines, procedures, logistics, administrative and time constraints) that facilitate / hinder effectiveness or efficiency

5.2.5. Highlighting the overall assessment in the final report

The main report will be limited to about 25 pages plus a 2 page summary. It will avoid all kinds of jargon and proposes a linear reading with an ad hoc structure allowing highlighting the main conclusions. Detailed substantiation of findings and conclusions will be provided in separate documents accessible through either a CDROM attached to the paper version or hyperlinks in the EC website (see outline of report and CDROM in **Erreur ! Source du renvoi introuvable.**)

5.3. Evaluation team and roles

This report does not suggest changes in the evaluation team but several points deserve to be specified:

- The web based forum of experts (see Table 8) will involve Tanzania based experts from the evaluation team, plus additional experts recruited by the evaluation team on an ad hoc basis as far as necessary
- The focus group of Non State Actors will be recruited by the evaluation team after consultation of the EC Delegation

The evaluation team will allocate senior, medium and junior Tanzania based consultants as far as necessary:

- for the finalisation of the first phase (desk)
 - o database of EC actions
 - o selection of items to be studied deeper (see Table 9)
- for implementing the tools to be used during the field phase (see Table 8)

ANNEXES

