

MID-TERM EVALUATION OF THE UN-REDD PROGRAMME – TANZANIA QUICK-START INITIATIVE

ADOPTED BY THE PROGRAMME COORDINATION AND MANAGEMENT GROUP
(PCMG) OF THE UN-REDD TANZANIA COUNTRY PROGRAMME ON 23 MAY 2012

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CURRENCY EQUIVALENTS

Exchange Rate Effective February 10, 2012

Currency Unit = Tanzanian Shilling (TZS)
1590 TZS = US\$ 1

FISCAL YEAR

July 1 – June 30

ABBREVIATIONS AND ACRONYMS

AWP	Annual Work Plan
CARE	Cooperative for Assistance and Relief
CCIAM	Climate Change Impact, Adaptation and Mitigation
DASS	Development Associates
DFNR	Department of Forestry and Natural Resources (Zanzibar)
ET	Evaluation Team
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FBD	Forestry and Beekeeping Division
FCPF	Forest Carbon Partnership Facility
FRA	Forest Resource Assessment
GEF	Global Environment Facility
GIS	Global Information System
GoT	Government of the United Republic of Tanzania
HACT	Harmonized Approach to Cash Transfer
IFCT	International Forest Carbon Initiative (Australia)
IRA	Institute of Resource Assessment (University of Dar es Salaam)
JRC	Joint Research Centre
LiDAR	Light Detection and Ranging
MARV	Monitoring, Assessment, Reporting, and Verification
MCDI	Mpingo Conservation and Development Initiative
M&E	Monitoring and Evaluation
MJUMITA	Mtandao wa Jamii ya Usimamizi wa Misitu Tanzania
MEM	Ministry of Energy and Minerals
MFEA	Ministry of Finance and Economic Affairs
MLHSD	Ministry of Lands, Housing and Human Settlement Development
NCMC	National Carbon Monitoring Centre
MNRT	Ministry of Natural Resources and Tourism
MAFC	Ministry of Agriculture, Food Security and Cooperatives
MLDF	Ministry of Livestock Development and Fisheries
MRV	Monitoring, Reporting, and Verification
MTE	Mid-Term Evaluation
NAFORMA	National Forestry Resources Monitoring and Assessment of Tanzania

NAFOBEDA	National Forest and Beekeeping Data Base
NAMA	Nationally Appropriate Mitigation Action
NGO	Non-Governmental Organization
NOK	Norwegian Krone
NRTF	National REDD Task Force
PAG	Project Advisory Group
PCMG	Project Coordination and Management Group
PMO RALG	Prime Minister's Office Regional Administration and Local Government
PMU	Project Management Unit
REDD+	Reduction of Emissions from Deforestation and forest Degradation plus conservation, sustainable forest management and enhancement of carbon stocks
RPP	Readiness Preparation Proposal
RSS	Remote Sensing Survey
SFM	Sustainable Forest Management
SUA	Sokoine University of Agriculture
TAFORI	Tanzania Forestry Research Institute
TaTeDO	Tanzania Traditional Energy Development Organisation
TFCG	Tanzania Forest Conservation Group
TFS	Tanzania Forest Service
TNFC	Tanzania Natural Resource Forum
ToR	Terms of Reference
TWGs	Technical Working Groups
TZS	Tanzanian Shilling
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention for Climate Change
UN-REDD	United Nations REDD+ initiative
USD	United States Dollar
VPO DoE	Vice Presidents Office, Division of Environment
WCST	Wildlife Conservation Society of Tanzania
WWF	World Wildlife Fund for Nature

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EXECUTIVE SUMMARY

- i. The Government of the United Republic of Tanzania (GoT) is aware of the deforestation and forest degradation which is occurring and how this is affecting local livelihoods as well as the natural forest capital with its valued co-benefits. It is also aware of the contribution to global emissions of greenhouse gases that cause climate change. It is therefore striving to address deforestation and degradation issues and to get ready for the REDD+ mechanism as an international policy and financial mechanism for it.
- ii. A national programme financed by UN-REDD, and implemented by the Ministry of Natural Resources and Tourism (MNRT) and three UN Agencies, namely the United Nations Development Programme (UNDP), Food and Agriculture Organization (FAO), and United Nations Environmental Programme (UNEP), was intended to assist with this endeavour. In fact, there are already numerous multilateral, bilateral, private sector entities and non-governmental organizations (NGOs) operating in this area, including the UN-REDD Programme. The purpose of this work was to carry out a Mid-Term Evaluation (MTE) of the Programme including reviewing the accomplishments so far, addressing obstacles, and pointing out a way forward.

Government performance

- iii. In assessing government's performance with regard to UN-REDD, the Evaluation Team (ET) found it was hampered by limited national ownership. This is partly connected with a financial management capacity assessment which determined that the level of risks was high related to both the capacity to manage an UN-agency-funded Programme and the financial management capacity in MNRT. There was other relevant history as well. On that basis the UN-REDD Programme could not responsibly transfer the grant funds to MNRT to be managed in a recipient-executed manner without significant capacity building and additional safeguards. But managing the funds by the UN agencies caused the MNRT not to fully engage in the programme resulting thus in a reduced national ownership. There is also weak national leadership and limited national capacity on the strategic and technical aspects of REDD+ within the MNRT. This weakness was shown both at the national level, in terms of policy making and strategy development, as well as at the District and local levels and cross-sectorally. The national leadership and direction on REDD+ was meant to be provided by the National REDD Task Force (NRTF), whose initial composition and functioning were inadequate for a genuine and smooth implementation of the UN-REDD Tanzania programme. The weak implementation performance can in part also be explained with the fact that REDD is a new area, and therefore much learning was required by all participants, i.e. concerns about deforestation and forest degradation are not enough for REDD+, since a broader policy vision and a transformational approach are required. Also, only MNRT and the Vice Presidents' Office (VPO) (along with Zanzibar) were involved; other key Ministries were left out and civil society, NGOs, and the private sector were not included. However, the new, revitalized National REDD Task Force – thanks to new members -- suggests good prospects for improved REDD+ management and coordination in Tanzania.

- iv. There have been numerous management issues, which have caused delays of programme implementation. These included communication channels between the UN Agencies/the UN-REDD coordinator and the team in MNRT. For example, no Programme Coordination and Management Committee (PCMG) meeting has taken place since March 2011, while these should be held quarterly. Furthermore, the REDD unit in MNRT, which should be the center of programme implementation, does not hold regular meetings. The working style of the unit is informal and uneven. Undertaking, for example, short review missions by one or more representative of the three UN Agencies, at least twice a year, would have helped in identifying issues and bottlenecks during this time.
- v. The appointment of a new NRTF along with five Technical Working Groups (TWGs) is providing a new opportunity to move the REDD+ processes forward. The NRTF includes all key Ministries and has one NGO representative. Its five TWGs deal with: (1) Legal, governance, and safeguards; (2) Measuring, Reporting, and Verification (MRV); (3) financial mechanisms (REDD Fund); (4) Energy drivers; and (5) Agriculture drivers of deforestation. These are key work streams for REDD+ in Tanzania.
- vi. The number of multilateral and bilateral engagements creates coordination challenges. Bilateral and multilateral donors often pursue their own objectives in accordance with their own standards, procedures, and safeguards. So their rules should be harmonized to the extent possible to lighten the load for applicant countries. It is one of the important tasks of the NRTF to help make sure that the various programmes are harmonized, complement each other, and that thereby synergies are achieved.

Performance of Partners

- vii. UN-REDD, carried out jointly by UNDP, FAO, and UNEP, was hampered initially by delays, by the fact that a large amount of bilateral funding was provided before UN-REDD became effective, and because of weaknesses in ownership, leadership, capacity, and communications within and with government, in particular with MNRT. Nevertheless, UN-REDD has worked with MNRT, provided some added value to moving the REDD agenda forward, and while the synergy with bilateral programmes was not great, it is considered as having added some synergy. But overall, up to this point in time, achievements in terms of outputs and outcomes are still limited.
- viii. UN-REDD did an excellent job with the development of its results framework. For example, each outcome is based on the achievement of specific outputs that were well defined at the outset. However, the expenditure accounting system does not permit an easy determination how much of the funding was used in relation to producing specific outputs. Activity-based expenditure recording is needed in general as well as an independent, external audit of the expenditures of the FAO component.
- ix. At the international level, a multi-donor Trust Fund was created with the main contribution from Norway, and it requested that FAO, UNDP, and UNEP jointly assist countries to get ready for REDD+. There are benefits of three agencies working together

and complementing each other in terms of their expertise; nevertheless, the experience so far has shown that management and transaction costs are involved both for the three agencies themselves as well as for the recipient government.

- x. **Programme Rating.** Based on a synthesis of the findings, the ET is assessing the Programme at this point in time as “unsatisfactory, with positive elements”. Below, a case is being made that, with an extension of an additional 12 months, the Programme could improve its management and could realistically be expected to deliver a sufficient number of additional outputs, and thereby enhance outcomes, so that the overall programme rating could be expected to be raised to “satisfactory”.

Recommendations

- xi. Based on the MTE, the five major recommendations for the way forward for UN-REDD are:
 1. **Improve the management arrangements;**
 2. **Prioritize expenditures/tasks until the end of the programme (June 2012 or ideally June 2013 if the new extension, as MTE proposes, is granted);**
 3. **Extend the Programme for 12 months to Permit Completion of Planned Tasks (from July 2012 to June 2013);**
 4. **Access the REDD Target Support Window to carry out missing activities that are genuinely under UN scope and needed for an enhanced REDD+ process; and**
 5. **Prepare a concept note and programme document for a follow-up phase.**

These recommendations are discussed in more details below.

A. Improve the Management Arrangements

- xii. Successful Programme implementation would, first of all, require a renewed commitment from GoT, giving priority to the REDD+ agenda (which is among the most prominent in terms of international linkages and donor support) and empowering the National REDD Task Force as the genuine multi-stakeholder, cross-sectoral platform for the overall management of REDD and for the implementation of its support programmes, such as the UN-REDD Tanzania programme. Second, given the communication gaps which have developed, the ET recommends that a high-level dialogue be arranged as soon as possible involving GoT and UN Agencies to resolve the impasse and adopt the recommendations of the MTE (as appropriate). The outcome of this dialogue, aside from confirming the high priority of the Programme, should be an agreement of how to more productively and constructively work at least until the end of June 2012 and during a possible extension period. If this effort did not succeed, UN-REDD would need to consider other arrangements in the future, both for a possible extension period and certainly for a possible follow-up phase.
- xiii. There are promising signs that the new NRTF will fulfill its expected leadership and coordination role. Like all other projects and programmes, UN-REDD can expect more

guidance from the Task Force and should align its implementation to the NRTF. In fact, the Project Advisory Group could be dissolved and its responsibilities be transferred to the NRTF, hence reducing structures and easing management and implementation efforts. To the extent that the NRTF succeeds in its coordination effort, it will likely make the work for UN-REDD more effective. Where possible, the UN Agencies could perhaps, in the future, improve the timeliness of the support and show more flexibility within agreed parameters of the programme. But it is not suggested that flexibility here includes agreeing with *ad hoc* requests from the Ministry that are not in line with the programme. The ET believes that the One UN approach is basically a good idea and that there are benefits to three agencies working together. However, the ET has become aware that there are also associated management and transaction costs due to three major UN agencies involved. So, as this phase of the work comes to an end and both an extension and a follow-up phase are considered, this matter should also be addressed, basically by comparing the costs of the arrangements with its benefits. One suggestion is that the UN-REDD programme is to move towards having a single financial/administrative interface towards the recipient government but depending on the technical support the agency with the comparative advantage and lead of the particular Work Area would be the one supporting the government on the topic. A Coordinator appointed by the three Agencies may not be needed if the Government had a PMU headed by a national coordinator.

- xiv. If a second no cost extension was granted (as the ET is advocating), and/or if funding was obtained under the Targeted Support Window, and/or if a follow-up phase was agreed by government and the three Agencies (and if grant funding was obtained), there would be several options on how to implement the programme more efficiently and with much more significant national ownership than was hitherto the case. Options include, above all, working through the NRTF, as well as with the engagement of either: (a) A semi-autonomous entity such as a university or research centre; (b) A reputable Civil Society Organization with certified, credible performance; (c) Different implementing entities (Responsible Parties) for different, specific tasks; or (d) TFS; this could be done by mainstreaming work/tasks of UN-REDD. However, if the FBD/MNRT remained as core implementing agency, the organizational setup of its REDD Unit would need to be enhanced, the performance improved, the efficiency (incl. of procurement) augmented, and the financial accountability assured. The significant enhancements, which would be needed, would require the setup of a Project Management Unit (PMU) within TFS, including the recruitment of a national coordinator recruited externally through a competitive process.
- xv. In the view of the ET, the government has made a significant step forward by creating a new NRTF with much wider representation than previously, and with high expectations from the international community involved in REDD and related matters. Now the government should: (a) Make every effort to make the new Task Force and its Working Groups fully functional and effective, as well as the management axis for REDD programmes and activities; (b) Coordinate all bilateral and multi-lateral efforts to make sure that they do not duplicate and that they work in a complementary manner, including for the tasks recommended below; (c) Include the private sector, civil society, and NGOs in each working group and at least as observers in the Task Force; (d) Upgrade the

knowledge and skills of the new Task Force Members related to REDD+; (e) Demand financial accountability and support anti-corruption efforts, particularly in the forest and energy sectors and land tenure; (f) Build capacity where needed; and (g) Make use of the UN-REDD Programme's ability to access international expertise and advice for the development of all aspects of a REDD scheme.

B. Prioritize Expenditures/Tasks until End of the Programme (June 2012 or June 2013 if the new extension, as MTE proposes, is granted)

- xvi. It is suggested that priority attention be given to the following tasks: (a) Facilitating the effective delivery of outputs under the MNRT/REGALIA contract with regard to stakeholder engagement, sensitizing foresters, members of Parliament, and the like; (b) Carry out the planned work on MRV; (c) Supporting the further development of the country's draft REDD strategy (which is led by the Task Force with support from the Secretariat at the Institute of Resource Assessment (IRA)) by participatory reviews from agriculture, energy, and other sectors/actors, the Districts and local levels, and for example by integrating the valuable experiences from the nine pilots; (d) Providing advisory and technical support to the new NRTF and some of its five TWGs; (e) Carrying out the planned (general, country-wide) capacity needs assessment, under the guidance and leadership of the NRTF; (f) Continue to build capacity on REDD+ at MNRT/Tanzania Forest Service (TFS); (g) Initiating/continuing the work on environmental and social safeguards, which is considered essential by the donor community for providing further REDD+ grant funding; (h) Work with local communities in the nine REDD pilot projects and summarizing their views and experiences with REDD over the past 2 years.

C. Extend the Programme by 12 months to Permit Completion of Planned Tasks

- xvii. Given the multiple obstacles the Programme encountered, it has not yet reached its intended outputs and outcome at this time. Furthermore it is unlikely that the budget is fully spent by the current ending date of June 2012. However, with an extension of 12 months it could reasonably be expected that the Programme could finish its implementation in a fully satisfactory manner. Reasons for the proposed programme extension include: (a) The expanded scale and scope of National Forestry Resources Monitoring and Assessment of Tanzania (NAFORMA) delayed planning and implementation of the FAO-led work on estimating annual deforestation, the existing carbon stock and changes therein, etc.. So these tasks could be undertaken during an extension period, once the land use mapping and other work currently being done by NAFORMA is completed; (b) The work on national cost curves could be expanded to the national level based on the available information from NAFORMA - in addition, this work stream could lead into a national discussion on the best and most appropriate use of REDD funds; (c) If there was any slippage in the stakeholder sensitization work carried out by REGALIA under the auspices of UNEP, this could hopefully be completed during the first few weeks of the extension period; (d) Pilot work under Outcome #3 has not yet been undertaken, but pilots in three Districts were recently proposed. The ET

recommends that: (i) the proposal be revised/finalized by taking into account the preliminary lessons from the nine pilots currently being implemented; and (ii) appropriate financial safeguards be put in place; (e) An extension would provide a better opportunity to develop a concept note for a possible follow-up phase both for the mainland and Zanzibar (see recommendation D below); (f) The planned capacity needs assessment will be completed by July 2012; an extension would provide time and opportunities to start with the implementation of its recommendations; (g) conduct work on social & environmental safeguards, which needs time for training, dialogue, consultations, and field surveys (so as to build on the work of the pilot projects).; and (g) The extension would couple the end of UN-REDD with the end of the Norwegian-Tanzania programme, hence allowing a smooth end of the current REDD+ dynamic in Tanzania and a coherent transition to a new phase of REDD support.

D. Access the Target Support Window to Carry out Missing Activities that are Genuinely part of UN Scope

- xviii. Beyond the proposed extension and the development of a concept note for a follow-up phase, UN-REDD could have a catalytic impact on helping getting the country ready for REDD+ with well-targeted support in terms of studies, Technical Assistance, and other support actions that may be requested by the NRTF or its five TWGs. Such work may particularly include addressing the REDD+ dimensions in the energy and agriculture sectors (which would fall under the TWGs on Energy and Agriculture Drivers of Deforestation); such as a studies on how to encourage sustainable agriculture and supporting the development of sustainable forest management. In addition, it would serve to enhance work on social and environmental safeguards, develop models to identify the best way for investing REDD funds, and help catalyze private sector investment flows for REDD+. This recommendation is a somewhat optional one, which depends upon solving the management issues identified and the leadership from NRTF.
- xix. If funding under this window was obtained an amount should be allocated for Zanzibar, for both: (i) start-up activities, sensitization, capacity building, and (ii) for preparing a concept note for a possible UN-supported REDD programme.

E. Prepare Concept Note and Project Document for a Follow-up Phase

- xx. This recommendation proposes that a concept note should be prepared for a possible follow-up phase. The extension period recommended in Recommendation A above would allow sufficient time to extensively consult stakeholders and hopefully come to a conclusion with a high degree of consensus about what the UN-REDD “niche” is, and particularly how it could serve a complementary function which would add value to the whole. Given the complexity of the REDD+ issue and the number of national and international actors, a question for UNDP, FAO, and UNEP is: “where do the three agencies have a comparative advantage and how can they complement others and thereby increase the overall impact”.

- xxi. UN-REDD may have a comparative advantage in working on MRV, costs, co-benefits, financial mechanisms, and safeguards. Beyond that, being ready quickly to fill emerging gaps could be part of the purpose of UN-REDD. Ultimately it is not UN-REDD who determines its activities in Tanzania. UN-REDD can indicate an interest in specific actions that emanate from the country's action plan based on the emerging strategy; however, country ownership means that NRTF will determine who does what, which is part of its coordination function.
- xxii. If a green light was given by the NRTF, a complete project document would be prepared (by revising/expanding the existing one) for consideration of the government and donor partners.

I. Introduction/Background

1. Tanzania is one of a number of countries which are being supported by the UN-REDD Programme via the Quick-Start Initiative. UN-REDD was established in 2008 as a partnership between the Food and Agriculture Organisation of the United Nations (FAO), the United Nations Development Programme (UNDP), and the United Nations Environment Programme (UNEP) and financed through a multi-donor trust fund.¹ The main purpose of REDD is Reducing Emissions from Deforestation and forest Degradation in developing countries. REDD+ refers additionally to the role of conservation, sustainable management of forests and enhancement of forest carbon stocks. This is being fostered by adapting forest management systems along with establishing financing mechanisms with associated monitoring and verification systems; additionally, interrelated issues in the energy, agriculture and other areas are or should be addressed.

2. The UN-REDD Quick-Start Initiative in Tanzania seeks to support the country's readiness for REDD+. Getting ready for REDD+ is understood to mean that the country is preparing to take part in any global framework for REDD+ that is expected to be instituted as the negotiations under the United Nations Framework Convention for Climate Change (UNFCCC) take a concrete shape. REDD+ could be considered as a sub-window under the Nationally Appropriate Mitigation Action (NAMA)² or a separate window for financing under the Green Climate Fund. Some elements of readiness that would be required to be in place (for countries to receive grant funding) are the components of the Readiness Preparation Proposals (R-PPs) that form the building blocks of REDD readiness, e.g. Monitoring, Reporting, and Verification (MRV), reference scenario, REDD strategy, benefit sharing mechanisms, etc. Hence, readiness will need support from several partners as it is not simple, and being cross-sectoral it requires discussions of issues that cut across sectoral lines, some of which such as land tenure, shifting cultivation, and charcoal are long-standing and politically challenging ones.

3. As the Programme Document³ accurately states (p.8): "REDD is a huge undertaking, and the challenges inherent in its operationalization are not likely to be met by any one initiative alone. The critical factor is to ensure all approaches are complementary, do not burden forested developing countries with duplicative demands, and contribute to the final UNFCCC negotiations on a post-2012 framework".

¹ The participating UN organizations have signed a Memorandum of Understanding (MoU) to implement the UN-REDD Collaborative Programme, which became effective on June 20, 2008 and is ending on June 20, 2012.

² NAMA refers to a set of policies and actions that countries undertake as part of a commitment to reduce greenhouse gas emissions. The term recognizes that different countries may take different nationally appropriate action on the basis of equity and in accordance with common but differentiated responsibilities and respective capabilities. It also emphasizes financial assistance from developed countries to developing countries to reduce emissions.

³ "UN Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries – National Programme Document for Tanzania" 2009.

4. In Tanzania, actors include Norway (which provided bilateral funding in the amount of about USD 100 million)⁴, Germany (which provided USD 3 million to improve the management of Nature Reserves, the World Bank's Forest Carbon Partnership Facility (FCPF), the Global Environmental Facility (GEF) Tropical Account, Australia's International Forest Carbon Initiative (IFCI), and others, such as the United Kingdom Department for International Development (DFID), which just recently showed an interest in supporting REDD work in Tanzania. On the ground, interesting pilot work is being carried out by non-governmental organizations (NGOs) in nine pilot areas. Thus, UN-REDD is only one of several players -- even though an important one -- and it is challenged to work cooperatively, along with others, and to help government in unified coordination and policy making with a diverse set of complementary actions.

5. The country objective for Tanzania with regard to UN-REDD is "Increased Funding for Environment Management from International Environment Funding Mechanisms" which is also outcome 4 under the UN Tanzania Joint Programme on Environment with a focus on Climate Change, land degradation, desertification and natural resource management. The UN-REDD Programme in Tanzania works within the priorities set by the Government of Tanzania (GoT) and supports the roadmap towards a country REDD strategy development and implementation by Forestry and Beekeeping Division (FBD) of the Ministry of Natural Resources and Tourism (MNRT), the Vice-President's Office (VPO), and other stakeholders.⁵ REDD in Tanzania is still evolving and should be harmonised with existing forestry-related sector policies, legislation, and programmes as far as possible, while also adding a market-based approach and payment mechanisms as new elements of work. Similarly, REDD+ issues merit being actively addressed and integrated into other key sectors as well.

II. Project Outline and Management

6. The UN-REDD Programme was originally designed for a two-year period from October 2009 to September 2011.⁶ However, implementation commenced only in July 2010 with the arrival of key staff. Therefore, a no-cost extension was granted until June 2012. Various other activities being implemented through other REDD processes in the country also experienced some slippage and needed time to develop their implementation and payment mechanisms.

⁴ Norway has allocated NOK 500 million for REDD in Tanzania, of which NOK 25 million is channelled via UN-REDD. For the rest of the funds (NOK 475 mil) Norway has separate agreements with the 9 NGOs individually, with IRA (for policy development and coordination, including Task Force, National REDD strategy, development of safeguards and learning network), with the Ministry of Finance and Economic Affairs for support to SUA for the research programme Climate Change Impact, Adaption and Mitigation (CCIAM), and two other agreements with SUA for MRV research and an allocation for National Carbon Monitoring Centre (NCCM) (agreement not yet signed).

⁵ The Tanzania Forest Service (TFS) was created in July 2011. So there is currently a transition going on for its establishment. This means that the FBD is expected to cease to exist and that staff from that Division will be integrated into the Policy and Planning Division of the MNRT or TFS. The staff to be moved into the Policy and Planning Division would be dealing with policy and legal issues, while the TFS would be an implementing agency with a large staff including the foresters at local levels.

⁶ The last signature on the National Programme Document is dated December 22, 2009.

A. Programme Objectives

7. The specific aims of Tanzania's UN-REDD Programme are represented by 4 outcomes and several specific outputs aligned with and supporting those outcomes:

Outcome 1: National governance framework and institutional capacities strengthened for REDD (USD 1,650,000/UNDP)

8. The outputs and activities under this component provide capacity building support to the central and zonal sections of the FBD or MNRT, and the Vice Presidents Office, Division of Environment (VPO DoE), and they include these specific outputs:

Output 1.1: A Policy Framework for REDD is in place.

Output 1.2: Cross-sectoral institutional and individual capacities built to deliver the REDD production chain.

Output 1.3: FBD has greater capacity to develop and implement the national REDD Strategy in collaboration with other partners.

Output 1.4: Cost curves for REDD in Tanzania established.

Output 1.5: The National Joint Programme for UN-REDD in Tanzania effectively Managed, Monitored and Evaluated.

Outcome 2: Increased capacity for capturing REDD elements within national Monitoring, Assessment, Reporting and Verification (MARV) systems (USD 1,400,000/FAO)

9. The outputs and activities under outcome 2 support REDD in Tanzania by implementing a system for REDD MARV within FBD/VPO. This will provide a basis for accounting for carbon stocks and fluxes and develop knowledge about carbon and co-benefits (biodiversity and social attributes). This outcome is to be achieved via the following outputs:

Output 2.1: A system for REDD information synthesis and sharing established at FBD and linked to National Forestry and Beekeeping Data Base (NAFOBEDA).

Output 2.2: Training provided to forest staff on monitoring, assessment, reporting and verification (MARV).

Output 2.3: Forest degradation indices provided for forest landscapes.

Output 2.4: National maps inform delivery of the REDD Framework.

Outcome 3: Improved capacity to manage REDD and provide other forest ecosystem services at district and local levels (USD 550,000/UNDP)

10. This component aims to build the capacity of the decentralized forest sector governance systems to support the REDD production chain. This outcome is to be achieved with the following outputs:

Output 3.1: Decentralized REDD Governance Framework developed and tested in pilot districts.

Output 3.2: Payment distribution system outlined.

Output 3.3: REDD payments combined with payments for non-carbon services.

Outcome 4: Broad-based stakeholder support for REDD in Tanzania (USD 400,000/UNEP and UNDP)

11. This component and its outputs and activities will generate knowledge on the successful implementation of elements within the REDD production chain. This will be aimed to provide a tool for Tanzania to promote their capacity to reduce emissions from deforestation and forest degradation while creating additional benefits/trade-offs associated with REDD. In parallel the potential and complexity of REDD will be communicated to stakeholders in Tanzania to allow a multi-sectoral approach to the development and implementation of the national REDD framework.

Output 4.1: Improved awareness of REDD at national level.

Output 4.2: Broad consensus built with forest communities regarding the REDD Framework.

B. Programme Management

12. The management of UN-REDD programme in Tanzania is under a Programme Coordinator (appointed by UNDP) and a national counterpart (Head of the FBD REDD Unit). The Coordinator is responsible for policy advice and technical assistance. Programme implementation is supposed to be under the national counterpart but there are no Terms of Reference (ToR) for the REDD work for this person. The REDD Unit has two other FBD staff. There are also two other UN-REDD programme staff employed by UN agencies (MRV expert by FAO and a finance/administrative assistant by UNDP).

13. In order to facilitate work planning, budgeting and overall coordination, a Programme Coordination and Management Group (PCMG) was established. It is co-chaired by FBD and UNDP and has members from FBD, VPO DoE, UNDP, UNEP, FAO and UN-REDD programme professional staff. The group is supposed to meet quarterly but has so far met only four times, and the last meeting was in March 2011.

14. Oversight of programme activities is under a Programme Advisory Group (PAG). The group should provide advice and ensures linkages to other REDD initiatives. The group has members from FBD, VPO DoE, UNDP, Prime Minister's Office Regional Administration and Local Government (PMO-RALG), Ministry of Finance and Economic Affairs, Planning Commission, REDD Task Force, Academic Community, Forest Communities, Indigenous People, Development Partners, and NGOs. The group is supposed to meet semi-annually the first year and at regular intervals thereafter. However, the group has only met once so far (1st June 2011).

15. The UN-REDD Programme is being implemented in cooperation with the National REDD Task Force (NRTF). The Task Force used to have seven members from FBD, VPO DoE, and Zanzibar, but membership has recently been broadened to include key ministries

and other stakeholders. The Task Force is facilitated by the Institute of Resource Assessment (IRA) at the University of Dar es Salaam, which in turn is funded by the Norwegian grant.

16. **Management of funds.** The three UN organizations assume full programmatic and financial accountability for the UN-REDD funds. Because the Harmonized Approach to Cash Transfer (HACT) report determined that financial and management risks in MNRT were high, it was decided that UN-REDD funds would not directly be channelled to government and managed by MNRT⁷.

III. Objectives and Scope of Evaluation

17. The UN-REDD Programme is being undertaken in a very dynamic and active environment. Therefore, coordination and adaptive management are key requirements for successful programme implementation. While Tanzania's UN-REDD Country Programme is linked in with all other initiatives and coordination is working fairly in day-to-day operations, there is a need to review and possibly refocus efforts in the future. This has to happen at two different levels:

a) Current UN-REDD Programme Tanzania Quick-Start Initiative

18. The Mid-Term Evaluation (MTE) is providing an opportunity to take stock of achievements, unmet objectives and lessons so far and, if needed, refocus a number of activities planned under this Programme.

b) Potential UN-REDD activities after the current Programme period

19. Programme partners have agreed that even at the end of the current and extended programme phase, in June 2012, there will still be a need for the UN-REDD Programme to continue providing support for the Government and other REDD+ stakeholders of Tanzania. The current support under the Tanzania-Norway Partnership will come to an end in October 2013, and coordinated planning between UN-REDD and Norway of meeting future governmental support requests for support of REDD+ work would be very desirable.⁸ Thus, this evaluation is expected to provide guidance on what areas future support should focus on, and how it should be coordinated with other REDD+ support to the country. The detailed ToRs are shown in Annex 4.

Objectives

20. The first objective of the evaluation is to provide Tanzania's UN-REDD Country Programme with guidance for further programme implementation of the current phase

⁷ UNEP actually has selected to channel funding to MNRT, but using various financial safeguards, e.g., implementation done through a contracted private sector service provider. Given that MNRT procedures were used, there was more MNRT ownership, but the process was lengthy.

⁸ Particularly under the leadership of the newly constituted NRTF, which promises a renewed, more dynamic, and better coordinated REDD+ process in Tanzania.

(expected to end in June 2012) by assessing the extent to which programme outcomes have been achieved and the contribution by Tanzania's UN-REDD Country Programme so far towards getting Tanzania 'ready for REDD+'.

21. A second objective is to develop a vision and guidance for the longer-term engagement of the UN-REDD Programme in Tanzania, its inclusion in the United Nations Development Assistance Plan (UNDAP), and its collaboration with other partners in the area of REDD+.

22. Thirdly, the evaluation will assess the appropriateness and effectiveness of current implementation, management and partnership arrangements to suggest improvements where possible. This will include addressing, e.g., the issues emerging from the HACT micro-assessment report as well as any actions taken in response to the findings, as well as the effectiveness of coordination arrangements among key Government partners. The evaluation will cover the period from the signing of the Project Document in the last quarter of 2009 until the time of the evaluation. It will examine the full range of activities under the Programme.

Evaluation criteria and questions

23. The evaluation will examine the following:

- Relevance/Appropriateness
- Effectiveness
- Efficiency/Value for Money
- Impact
- Sustainability
- Statistics

The detailed questions associated with these issues are stated in Annex 1.

24. At the inception meeting on February 22, 2012, the following summary questions were posed (but responses obtained during the meeting were limited):

1. How would you assess the UN-REDD Programme so far? What has worked well? What has not worked well?
2. What are the priorities for the remaining implementation period for the current phase (ending on June 30, 2012)?
3. How should the country get organized differently in order to move forward more effectively with REDD?
4. If there is a follow-up phase, what should UN-REDD focus on?

25. The evaluation is also aiming to:

- ✓ Consider possible improvements to programme design as well as implementation, in particular with a view beyond the current programme phase;
- ✓ Assess the degree to which gender, capacity development, and other cross-cutting issues were effectively mainstreamed and how improvements can be obtained in possible efforts after the current phase;
- ✓ Assess implementation of the UN-REDD Programme in relation to core aid effectiveness principles such as national ownership and leadership; and
- ✓ Extract the lessons learned and best practices and elaborate specific recommendations to the participating partners and project stakeholders.

26. The evaluation is also aiming to make recommendations for the establishment of a baseline that facilitates evaluation of a possible second phase of the UN-REDD Programme in Tanzania.

IV. Evaluation Methodology and Guiding Principles

27. The Evaluation Team (ET) used the following methods for data collection:

28. **Document Review:** Documents that constitute formal agreement among project partners and/or record progress; such as the Project Document, inception report, meeting minutes, project work plans, periodic reports, as well as reports prepared by contractors to document their commissioned work; Documentation from other REDD+ projects and processes in Tanzania; Other working documents produced during the course of implementation, such as ToRs, training materials, mission reports, consultancy reports, speeches, presentations, news articles etc. (as applicable).

29. **Key Informant Interviews:** The ET made interviews with key stakeholders: Senior management at MNRT, VPO, and other relevant Government organisations; Members of the NRTF; Staff at MNRT working on REDD; Management and staff of other REDD initiatives and related initiatives in Tanzania, including Norway and other Development Partners, NGOs managing REDD pilot projects, National Forestry Resources Monitoring and Assessment of Tanzania (NAFORMA); UN staff and management involved in the UN-REDD Programme in Tanzania including key project personnel; Representatives of sub-contracted parties of major components (see itinerary in Annex 2 and list of people interviewed/met in Annex 3). The detailed ToR is attached as Annex 4.

30. **Telephone and e-mail interviews:** Relevant UN staff in Nairobi, Geneva, New York, and Rome were contacted via telephone and/or e-mail. The ET also used this tool to contact other stakeholders in Tanzania who were not available at the time of the mission in Dar es Salaam.

31. In conducting analysis and presenting the findings, the evaluation used qualitative methods. UNDP standards for evaluations were applied.

V. Findings Related to the Achievements of Outputs and Outcomes

32. Below, the achievement of outputs and outcomes are discussed. Even though this is termed a MTE, it was undertaken after 20 months of implementation, i.e. after slightly over 80 percent of the project period. Table 1 provides the findings in summary form; the text discusses these in more detail.

Outcome 1: National governance framework and institutional capacities strengthened for REDD (USD 1,650,000/UNDP)⁹

33. Overall, there has been some positive change.

Output 1.1: A Policy Framework for REDD is in place.

34. A draft REDD strategy was produced in January 2011. It was prepared by the NRTF; so it cannot be attributed as an output to UN-REDD. UN agencies of the UN-REDD Programme commented on the draft National REDD Strategy. The draft is currently under revision partly based on feedback from two parliamentary committees, yet there is a degree of uncertainty on where the revision stands and the next steps.

Output 1.2: Cross-sectoral institutional and individual capacities built to deliver the REDD production chain.

35. Limited cross-sectoral work has been undertaken, partly because of a weak coordination and vision of the REDD+ process. However, a number of activities have been undertaken in the fringes for this output (with expenditures amounting to USD 223,000), particularly as follows:

- (a) Training for 100 government staff from MNRT and other ministries at a training workshop provided by Camco (TZS 66 million);
- (b) Camco also developed a training manual and strategic advice for MNRT on REDD+;
- (c) Three zonal workshop on awareness-raising and capacity-building for foresters (TZS 84 million); and
- (d) Stakeholder feedback workshops which provided a forum for discussion for all parties working on REDD in Tanzania (TZS 9.6 million).

As a result of this, output 1.2 is considered partly achieved.

⁹ UNDP categories for assessing outcomes are: positive change, negative change and unchanged (no change).

Table 1: Assessment of Outputs, Outcomes and Expenditure, UN-REDD Programme*

Outcome/output	Outcome/output	Assessment ¹⁰	Budget, USD	Expenditure as at 3.2.2012, USD
Outcome 1:	National governance framework and institutional capacities strengthened for REDD	Some positive change		
Output 1.1	A Policy Framework for REDD is in place	Partly achieved (by the National REDD+ Task Force; and not UN-REDD)	240,000	38,370.72
Output 1.2	Cross-sectoral institutional and individual capacities built to deliver the REDD production chain	Not achieved	310,000	222,980.52
Output 1.3	FBD has greater capacity to develop and implement the national REDD Strategy in collaboration with other partners	Partly achieved	700,000	382,049.61
Output 1.4	Cost curves for REDD in Tanzania established	Partially achieved	200,000	166,487.00 ¹¹
Output 1.5	The National Joint Programme for UN-REDD in Tanzania effectively Managed, Monitored and Evaluated	Partially achieved	200,000	125,972.39
Outcome 2	Increased capacity for capturing REDD elements within national Monitoring, Assessment, Reporting and Verification (MARV) systems	No change		
Output 2.1	A system for REDD information synthesis and sharing established at FBD and linked to NAFOBEDA	Partly achieved	200,000	
Output 2.2	Training provided to forest staff on monitoring, assessment, reporting and verification (MARV)	Marginally achieved ¹²	200,000	

¹⁰ UNDP categories for assessing outputs are: achieved, not achieved, and partially achieved.

¹¹ USD 166,487 is the total amount of the contract with LTS International. Funding for the workshops related to this budget item may have come from Outcome 3 funds.

¹² UN-REDD provided funding for the equipping and refurbishing the GIS laboratory, and if these investments were taken into account, output 2.1 would already be partially achieved.

Output 2.3	Forest degradation indices provided for forest landscapes	Not achieved ¹³	600,000	
Output 2.4	National maps inform delivery of the REDD Framework	Not achieved	400,000	
Outcome 3	Improved capacity to manage REDD and provide other forest ecosystem services at district and local levels	No change		
Output 3.1	Decentralized REDD Governance Framework developed and tested in pilot districts	Not achieved, but concept note has been prepared	300,000	8,931.74
Output 3.2	Payment distribution system outlined	Not achieved.	100,000	
Output 3.3	REDD payments combined with payments for non-carbon services	Not achieved	150,000	
Outcome 4	Broad-based stakeholder support for REDD in Tanzania	No change yet (but still expected during project period)		
Output 4.1	Improved awareness of REDD at national level	Partly achieved.	200,000	
Output 4.2	Broad consensus built with forest communities regarding the REDD Framework	Not achieved	200,000	205,102.00
Total			4,000,000	

*The FAO expenditure report was not received despite several reminders.

Output 1.3: FBD has greater capacity to develop and implement the national REDD Strategy in collaboration with other partners.

36. Much training has been financed, and some zonal workshops have been undertaken, but FBD's capacity itself remains weak¹⁴, particularly with regards to implementation at the district and local levels, and in terms of involving the Ministries of Agriculture, Food

¹³ The LoA with Sokoine University of Agriculture (SUA) and Tanzania Forestry Research Institute (TAFORI) was signed in January 2012, and work has started.

¹⁴ The limited capacity is in part connected to limited priority in the sense that there are no staff members in FBD working full-time on REDD; all team members have other responsibilities beyond REDD. Furthermore, training alone will unlikely be sufficient to develop capacities at MNRT to the levels required to play an instrumental role in REDD+. In addition to training, a fully functioning REDD Unit would require that staff take on responsibilities for activities and work streams. The upcoming capacity needs assessment will address such issues.

Security and Cooperatives (MAFC) and Energy and Minerals (MEM), civil society, and NGOs.

Output 1.4: Cost curves for REDD in Tanzania established.

37. There has been cooperation on this work between UN-REDD and the World Bank (World Bank Institute and World Bank Carbon Finance Unit - FCPF Management Team). Together with UN-REDD and the FBD, a national/regional workshop on the "Opportunity Costs of REDD+" was organized in Arusha in November 2010, with 55 participants (20 from Tanzania) and some 12 trainers, and was considered as highly valuable and eye-opening by participants. Tanzania is one of the first countries undertaking such work. The importance of opportunity costs to understand land-use dynamics and stakeholder involvement in REDD+ was revealed, and tools to estimate these costs and derive national abatement cost curves were presented. A final output of this work is expected in April 2012. It should be noted that, so far, secondary data and project-level information have been used. However, once NAFORMA data is available, there exists software that can then use it and produce the opportunity cost information for the national level.

Output 1.5: The National Joint Programme for UN-REDD in Tanzania effectively Managed, Monitored and Evaluated.

38. Programme management has faced numerous challenges both on the side of UN-REDD and also in the MNRT. Interviews with stakeholders consulted indicated the many challenges, including limited national ownership, limited national leadership and vision for REDD+, limited team work, delays in taking action on issues already approved by PCMG, delayed disbursement of funds from the UN Group, and numerous other issues. Some stakeholders expressed the fear that the programme has served to fund dispersed activities, studies, workshops and meetings, with little impact and results. Infrequent meetings of PCMG and PAG regarding important programme decisions also resulted in delays in programme implementation. The management shortcomings are not just an illness of UN-REDD implementation, but also of the implementation of other REDD+ activities and programmes in the country. The fact that UN-REDD falls under both MNRT and VPO did create more problems than enhance cross-sectoriality (with MNRT in charge of technical matters and VPO in charge of policy and coordination), as it was the original intention. Furthermore the lack of a specific REDD+ management entity was part of the problem and hence it seems clear that proper management arrangements for REDD+ and UN-REDD are required – in this sense, the recent revival of the NRTF opens an opportunity for improved management, monitoring and evaluation of the UN-REDD as well as for the overall national coordination of REDD+ activities and actions.

Outcome 2: Increased capacity for capturing REDD elements within national Monitoring, Assessment, Reporting and Verification (MARV) systems (USD 1,400,000/FAO)

39. Overall, there has been no or only a marginal change so far for this outcome.

Output 2.1: A system for REDD information synthesis and sharing established at FBD and linked to NAFOBEDA.

40. A contract valued at USD 52,000 is in place to address this activity. Also, several activities are on-going. UN-REDD provided technical and financial support for the processes leading to the establishment of the National Carbon Monitoring Centre (NCCM).

Output 2.2: Training provided to forest staff on monitoring, assessment, reporting and verification (MARV).

41. The following workshops have been carried out to train foresters and others on MARV:

- (a) A general Remote Sensing training workshop, funded by the UN-REDD Programme, was held in Morogoro on 6-9 September 2010 (TZS 10.3 million);
- (b) A co-funded workshop on Open Source Remote Sensing software was held on 20-24 September 2010 in Dar es Salaam (TZS 7.9 million);
- (c) Several sets of training on MRV-related issues have been held in 2010 - 2011 in close cooperation with NAFORMA:
 - In July 2011, a MRV and Monitoring for REDD+ course was carried out in Morogoro, Tanzania. The course was organized jointly by SUA, the UN-REDD global programme and the FAO Finland Forestry Programme. UN-REDD Tanzania supported participation of 15 MNRT staff (TZS 3 million);
 - From 1-16 Nov 2011, training on Global Information System/Light Detection and Ranging (GIS/LiDAR) was held for 10 staff from Ministries of Lands, Housing and Human Settlement Development (MLHSD), Agriculture, Water, and Natural Resources and Tourism, VPO, the Forest Training Institute, and the Government of Zanzibar (TZS 12 million);
 - Three staff members from MNRT attended training on forest area change analysis at FAO HQ organized in collaboration with Forest Resource Assessment Remote Sensing Survey (RSS) and FAO Finland Forestry Programme in Rome, in December 2011.

So some capacity building has taken place, and the output has been partly achieved.

Output 2.3: Forest degradation indices provided for forest landscapes.

42. These have not yet been produced, pending information from NAFORMA that should be available by the end of 2012. However, a contract for USD 80,000 is in place for

work under this output category. This activity relies much on NAFORMA data and outputs and progress in developing systems at the international level. The methodology and related tools are under preparation in collaboration with UN-REDD/INPE and NAFORMA/FAO FIN programme. It is an added activity, and it will analyse soil carbon once the NAFORMA data is available. Collaboration with UN-REDD/FAO, FAO Finland Programme, NAFORMA and Joint Research Centre (JRC) of the European Union (EU) on developing historical deforestation methodology in Tanzania started in Tanzania in 2011. The development of the methodology will serve monitoring of forest degradation.

Output 2.4: National maps inform delivery of the REDD Framework.

43. These have not yet been produced, but could be produced during an extension period (see recommendations below) because the necessary data and maps are being collected and compiled in NAFORMA. Under this item one should note the positive results so far in terms of the close collaboration with NAFORMA. Furthermore, this cooperation has reduced cost for the UN-REDD Programme and resulted in cost savings. Furthermore, two staff members from MNRT have been, through the UN-REDD Global Support Programme/UNEP), supported to participate in a REDD+ multiple benefit mapping exercise in Cambridge (UK). This exercise resulted in preliminary maps on multiple benefits in Tanzania which are available online.

Outcome 3: Improved capacity to manage REDD and provide other forest ecosystem services at district and local levels (USD 550,000/UNDP)

44. There has been no change yet in this outcome.

Output 3.1: Decentralized REDD Governance Framework developed and tested in pilot districts.

45. Plans are under development for carrying out pilot work in three districts under UN-REDD support. A draft concept note has been prepared but actual work has not started (and perhaps it should not start until a first set of lessons has been extracted from the existing nine pilots funded by the Norwegian-Tanzania Programme).

46. MNRT attempted since October 2010 to recruit consultants to explore how REDD management could fit into District and Village Land Use Planning, but has not succeeded with this process and no consultant has been hired.

Output 3.2: Payment distribution system outlined.

47. A payment system has not yet been outlined; the starting point should be extracting lessons on this REDD+ component from related initiatives in the existing pilots.

Output 3.3: REDD payments combined with payments for non-carbon services.

48. No work has yet been undertaken on this. Again, any work to be done should start by reviewing the experiences of the nine pilots and their payment schemes and experiences.

Outcome 4: Broad-based stakeholder support for REDD in Tanzania (USD 400,000/UNEP and UNDP)

49. There has not yet been a change regarding this outcome, but a positive change is expected by the end of the project period.

Output 4.1: Improved awareness of REDD at national level.

50. There is increased awareness of REDD at the national level, but this is in part the result of diverse REDD+ initiatives, not fully attributable to the UN-REDD Programme. Long delays were experienced in the implementation of the core activities in this component. The outputs were only contracted in January 2012. These are expected to be delivered by the end of June.

Output 4.2: Broad consensus built with forest communities regarding the REDD Framework.

51. TORs for this work have been prepared but the work has not yet been contracted. This is a fairly sophisticated endeavour that is difficult to attain with the management capacities of the REDD+ process so far.

VI. Assessment of Programme Based on Key Criteria

52. The programme was assessed according to a number of specific criteria: relevance/appropriateness, effectiveness, efficiency (value for money), sustainability, and impact. The findings are discussed below:

Relevance/Appropriateness

53. The original objectives of the UN-REDD Programme remain highly relevant towards getting the country ready for REDD+. Likewise, UN-REDD's capacity-building efforts remain pertinent; it is just that these have been quite limited both in MNRT and elsewhere. For example, the HACT report identified key financial weaknesses in MNRT and the PCMG approved moving forward with the proposed capacity building, but it did not get off the ground for a variety of reasons. The performance of UN-REDD has been limited; nevertheless, in spite of the comparatively much larger presence of bilateral funding for REDD+, the UN-REDD support has still, in part, played a complementary role. The NRTF in the past had a limited role in coordination and probably this impaired more impact of UN-REDD, which was meant to be the core REDD+ coordination support arm for the country. It is hoped that the newly constituted NRTF, which started to work in February 2012, will be more pro-active in coordinating and thereby achieving synergies. UN

organizations do have convening power, and they could use that much more in the future under the overall guidance of the NRTF. For example, in coordination with the NRTF and the Norwegian Embassy, a one-day workshop could be held where all nine pilot projects would share preliminary lessons. The MTE mission noted there would be a high level of interest for such an event. Further, the UN Agencies have the worldwide connections and could bring in specialists for specific meetings and also bring in relevant cross-country experiences from which national actors would be able to benefit.

54. At this stage there is no need to refocus the remaining planned activities to make Tanzania's UN-REDD Country Programme more relevant and appropriate. But additional tasks are suggested at the end of this report (under Recommendations C and D), to be implemented during the proposed extension and follow-up phase, which would demonstrate that UN-REDD was both relevant and appropriate. Suggestions are also made there about where the comparative advantage of UN-REDD may lie for a possible follow-up phase and for the longer term. Regarding UN-REDD's relevance with regard to UNDAF: It is proposed under Recommendations C and D below that REDD+ become much more multi-sectoral and also involve the private sector and civil society much more. If that is done, then UN-REDD will become more relevant to UNDAF. UN-REDD activities generally are culturally acceptable and feasible; a special effort, however, must be made to address matters related to forest-dependent communities and the necessary social and environmental safeguards for REDD+. Finally, UN-REDD's objectives and activities remain in line with the Global UN-REDD Programme and emerging trends of REDD+ at the international level.

Effectiveness

55. As pointed out in chapter V, only a few activities have so far been implemented and completed, and have therefore yielded outputs. The assessment further shows that the expected outcomes show no or only marginal changes so far¹⁵. The MTE assessment indicates that programme activities have improved the understanding of REDD+ for some staff at MNRT. The understanding of REDD+ remains limited at MNRT as well as in the Tanzania Forest Service (TFS); however, it is increasing. It is even more limited in other relevant ministries and at the district and local levels, including even some of the new members of the NRTF. As recommended elsewhere, a programme extension should enable implementation of many/most of the remaining activities, and this is expected to improve the effectiveness of the programme. For the future, improving the effectiveness can in part be achieved by managing the implementation through the newly created NRTF. However, the MNRT proper and the TFS will remain important partners for effective, forestry-related programme implementation, which also implies that significant capacity building is expected to be needed. Increasing the effectiveness will not only require additional training, it will likely require additional staff resources, including the appointment of staff devoted full-time to REDD+ and an assignment of clear responsibilities to these staff for the achievement of activities under the work plans of the UN-REDD Programme.

¹⁵ That, itself, is not unusual and happens in many projects. Outputs are directly generated by the inputs/funding, while outcomes sometimes/often take time to materialize and are difficult to quantify.

Efficiency/Value for Money

56. Efficiency, i.e. the value/output per dollar spent, is difficult to measure because some of the outputs and outcomes are indeed difficult to quantify, including capacity building, “getting ready” for REDD+, etc. The institutional, partnership, and coordination arrangements actually provided additional challenges to reach the intended objectives. It required three UN agencies with different setups/rules/regulations to collaborate, and it also caused some confusion on the country side¹⁶. The management and administrative arrangements also were challenging, even though it was, at the start of the project, not obvious to see the difficulties that would be encountered, e.g. with MNRT as the main implementing agency, and having a huge bilateral grant programme working via the IRA (the Secretariat of the Task Force) (while of course seeking to coordinate with UN-REDD and the government). Suggestions for **consideration** for more efficient programme implementation in the future include having just one UN agency lead the programme, and then bringing in the two others for specific tasks, if and when needed¹⁷; and ensuring implementation goes through a governmental entity that has better ability to coordinate REDD+ activities, such as particularly the new National REDD Task Force (which is mandated to precisely sustain and coordinate the REDD+ process). Thoughts/suggestions about the comparative advantage of UN-REDD, including its possible role as “glue” to overall REDD+ efforts in the country, are provided as part of Recommendation D at the end of this report.

Sustainability

57. The progress made so far under the UN-REDD Programme is limited as discussed at length in this report. Given the limited outputs and outcomes, their sustainability is not assured. However, if the programme was extended (as recommended later in this report) and if the remaining actions can be completed, this will likely provide more lasting outputs and outcomes, including quality baseline maps, more informed stakeholders, capacity built, etc. A major factor that would increase the likely sustainability of the limited progress so far would be a higher level of commitment and ownership of the government including by using its own funds to continue to advance the agenda. Current implementation arrangements including the challenges/complexities of the government to work with three UN organizations, and in particular the (rational, short-term) decision by the three agencies not to transfer funds management to MNRT were not supportive of ownership of the

¹⁶ Even if there was only one agency in charge, it may not significantly reduce the amounts of processes for approval, and it may thus not much reduce the workload at MNRT, given the current implementation modalities. The main constraints on the side of MNRT are capacity limitations.

¹⁷ The Mid-Term Evaluation Team agrees that the One UN approach is basically a good idea, but the team has noted that there are associated transaction and management costs. So, as this phase of the work comes to an end and both an extension and a follow-up phase are considered, this matter should also be addressed, basically by comparing the costs of the arrangements with its benefits. One suggestion is that the UN-REDD programme is to move towards having a single financial/administrative interface towards the recipient government but depending on the targeted support the agency with the comparative advantage and lead of the particular Work Area would be the one supporting the government on the topic. A Coordinator for the three Agencies may not be needed if the Government had a PMU headed by a national coordinator.

programme and programme outcomes by the government and stakeholders¹⁸. Coordination mechanisms between the three agencies and between the agencies and government have also been difficult at times and therefore not encouraged the programme's sustainability¹⁹.

Impact

58. **Outputs** can and have been assessed by the ET. **Outcomes** are more difficult to quantify, and they sometimes do not materialize during the programme period. **Impacts** are even more difficult to identify. These are therefore generally assessed after the end of the programme and in subsequent years.

Gender issues, capacity development, and cross-cutting issues

59. Gender issues and improvement in gender relations are important aspects in project planning and implementation. This is intended among others to facilitate equal access by both women and men to various opportunities. Several training and awareness meetings were conducted by the UN-REDD Programme on its own or in collaboration with other institutions and Tanzanian REDD+ stakeholders also participated in capacity building and information sharing under the Global UN-REDD support programme. The gender distribution of participants is shown in Table 2. Overall, the poor gender balance in the various courses is not surprising, given the relatively few women graduates in the various fields (at technical and professional levels). A proposed gender and REDD+ work stream in Tanzania, under new UNDP support, is being considered and may serve to enhance this dimension.

60. The ET did not have an opportunity to interview any of the participants of the various courses. Overall, however, the ET considers the courses as being relevant and feels that some capacity has been developed. The courses mainly covered specific topics. The main cross-cutting issue that has been addressed in some of the courses is deforestation and forest degradation but with limited cross-sectoral input, in part because other sectors such as energy and agriculture are not yet fully conversant about REDD and its issues.

61. There has been limited progress on social and environmental safeguards for REDD+, the reasons of which could not be determined by the ET.²⁰ But safeguards are considered a key component of a REDD+ readiness process, with international agreements reached to advance them. In addition, pilot projects and communities in Tanzania have raised a number of concerns and controversies around forests and REDD+ actions that put a risk on the credibility of Tanzania's REDD+ process. However, these issues could be well addressed if a safeguards system was being built.

¹⁸ It is to be noted that UNEP has recently transferred funds to MNRT for a total of USD 154,920.

¹⁹ These comments only apply to the UN-REDD programme. It should be noted that, even if this programme was not extended and did not continue, there is substantial forward momentum on REDD by many actors; therefore, sustainability for REDD from an overall perspective is significant and positive.

²⁰ A workshop on safeguards was held in September 2011 but there was no follow-up.

Table 2: Indication of gender in training courses and awareness workshops conducted by the UN-REDD Programme

Name of course	Female participants	Male participants	Total
General remote sensing, Sept 6-9, 2010. Morogoro	4	12	16
Open source remote sensing software, Sept 20-24, 2010, Dsm	4	13	17
Estimating opportunity costs of REDD Nov 22-25, 2010, Arusha	5	15	20
MRV and monitoring for REDD, July, 2011, Morogoro	1	3	4
GIS/LiDAR, Nov 1-16, 2011, Morogoro	4	6	10
REDD awareness Highlands Zone	20	36	56
REDD awareness Northern Zone	15	48	63
REDD awareness Eastern Zone	19	32	51
Strategic Advice by CAMCO	29	74	101
Orientation for zonal workshops	12	16	28

VII. Lessons Learned

62. Even though this report only reflects finding of the MTE, some preliminary lessons can be learned. These include:

- (a) Limited national ownership is linked to lack of specific, full-time national staff devoted to REDD+, as well as to limited incentives for staff to make extra efforts to get the programme to succeed, particularly when staff simultaneously also manage other projects or programmes over which they have more control;
- (b) Government Ministries face many constraints that can affect project implementation; consideration should therefore be given to alternative options for coordinating implementation of REDD+ capacity and policy building for REDD+;
- (c) Programme design must carefully think through whether some activities are based on the outputs of others. For example, NAFORMA outputs are input for FAO-funded work under the programme, which were delayed due to expanded scale and scope of NAFORMA, which delayed planning and implementation;
- (d) Without strong national leadership and coordination, it is more difficult to do complementary work and achieve synergies with other efforts – the genuine leadership and coordination entity for REDD+ in the country only started to function a few days before the MTE (February 2012);
- (e) In addition to undertaking an independent MTE it would have been important to have limited reviews with an Aide Memoire and an agreed action plan on how to move forward, given that the PAG and the PCMG were not functioning as intended; and

- (f) The limited monitoring and evaluation (M&E) in the programme, as such, was not a handicap, since an excellent logframe/results framework had been developed at the outset. However, regular production of expenditures by activity (as recommended above), and then undertaking, for example, short UN-REDD external review missions, for example twice a year, with due technical and progress assessment, would have helped significantly in identifying issues and bottlenecks early on.

VIII. Conclusions

A. Background Observations

63. Three findings are stated here, which are relevant in terms of background/context and which may have impacted UN-REDD but which may be or were/are beyond the latter's influence:

- (a) Deforestation and forest degradation continue largely unabated in Tanzania by logging, conversion of forests to agricultural land, charcoal production, etc. It is estimated by FAO that this may be in the order of 400,000 hectares per year and may even have accelerated in parts of the country²¹. In addition, there are some issues of forest conservation and resource access at community level, which require due policy attention. This is all important to keep in mind, but it does not negatively reflect on REDD+ or UN-REDD, since the country is currently in the stage of "getting ready" for REDD+.
- (b) Numerous initiatives are going on at the local level, including nine major REDD+ pilot projects funded by the Norwegian-Tanzanian Partnership. These are extremely useful in terms of gaining valuable experiences for the country and to learn about possible options to design REDD+ strategies and to implement REDD+ payment system at the local level. The UN-REDD Programme is well placed to help extract lessons learnt from these projects, to link them with experience gained in other countries and to help define the national REDD+ policy framework out of such field-level experimentations. It is a unique opportunity that Tanzania has to build global knowledge on how to establish a REDD+ system. Furthermore, the pilot projects are like a "mosaic" for now; they should eventually need to be scaled up massively, if an impact was to be achieved at the national level, and this scaling-up should not be done without due lessons learnt and national policy guidance out of them²².
- (c) REDD+ cannot be solved in isolation and by focussing on forest conservation alone; the energy sector (including in particular the estimated USD 500 million charcoal

²¹ See, for example, Milledge, S.A.H., Gelvas, I. K. and Ahrends, A. (2007). *Forestry, Governance and National Development: Lessons Learned from a Logging Boom in Southern Tanzania*. TRAFFIC East/Southern Africa /Tanzania Development Partners Group / Ministry of Natural Resources and Tourism, Dar es Salaam, Tanzania. 252pp.

²² And significant actions would be required in parallel in the energy and agriculture sectors in order to limit leakage, i.e. actions that would offset the gains made in terms of forest conservation.

market), the agricultural practices, and other sectors must be included to achieve a real solution to the drawdown of the national stock of timber/woody biomass so that the drawdown is slowed and eventually reversed.

B. Assessment of Government's Performance with Regard to UN-REDD

64. **Limited national ownership.** In terms of background it should be noted that an in-depth assessment by Ernst and Young on Nov. 5, 2010, concluded that: "the level of risks related to both (1) the capacity to manage UN-agency-funded Programme and (2) financial management capacity in MNRT are HIGH". There was other relevant history as well. On that basis the UN-REDD could not responsibly transfer the grant funds to MNRT to be managed in a recipient-executed manner without significant capacity building and additional safeguards. But managing the funds by the UN agencies meant limited national ownership, and some interviewees from the government explicitly stated that the programme is "donor-owned and donor-driven". Thus UN-REDD followed a second-best implementation strategy, given the need for moving forward quickly (reflected in the name "Quickstart Initiative"), the MTE views this as the right approach at that time, as compared to first carrying out the capacity building in MNRT before the implementation would be carried out by MNRT²³.

65. **Weak national leadership and limited national capacity on technical aspects of REDD by MNRT.** This weakness was shown both at the national level in terms of policy making and strategy development as well as at the District and local levels. REDD+ is a cross-sectoral issue. Sustainable agriculture, including appropriate soil and water conservation and agroforestry, is part of the solution. Equally, the energy sector uses much charcoal and fuelwood, and the construction sector depends on wood. Further, local development is carried out under the PMO-RALG. Including these key sectors (and perhaps others) in any strategy and policy development is crucial (beyond the Environment Department under the VPO, which is already involved). Thus, if REDD+ is to succeed in Tanzania, a higher profile with associated capacity would be needed than what the MNRT could offer in the past. REDD+ is closely related to forestry, but foresters may not have the cross-sectoral, interdisciplinary knowledge necessary to lead this complex cross-sectoral process on their own. The limited national leadership by the old NRTF can in part be explained that REDD+ is a new area, and so much learning was required by all participants. Also, only MNRT and VPO (along with Zanzibar) were involved; other key Ministries were left out and civil society, NGOs, and the private sector were not included.

66. **A new opportunity: the new National REDD Task Force (NRTF) and its five Technical Working Groups (TWGs).** The old NRTF operated up until February 17, 2012. It was constituted by staff from only MNRT, VPO, and Zanzibar, and it was at a working level. Its effectiveness was limited in moving the REDD agenda forward, and in providing advice to UN-REDD Programme. The Programme Advisory Group (PAG), which was to guide the Programme, only met once in 2011²⁴. The new National REDD Task Force,

²³ It is noted that the training recommended by the HACT report for MNRT staff has not yet been undertaken.

²⁴ Consideration should be given to whether the PAG could be dissolved and its responsibilities transferred to the NRTF.

which met for the first time on February 17, 2012, is chaired by the Director of Environment from VPO and includes members from MNRT/TFS, PMO-RALG, MLHSD, MoAFC, Ministry of Finance and Economic Affairs (MFEA), MEM, Department of Forestry and Natural Resources (DFNR) Zanzibar, DoE Zanzibar, Ministry of Women, Gender, and Children and one (non-voting) representative from an NGO (see Annex 8 for ToRs for the new NRTF). The NRTF has **five Technical Working Groups (TWGs)**, dealing with: (1) Legal, governance, and safeguards; (2) MRV; (3) financial mechanisms (REDD Fund); (4) Energy drivers; and (5) Agriculture drivers (see Annex 9 for the draft TORs for the TWGs). The interviews have also shown that significant (hopefully quick) learning will be needed for several new members of the Task Force, given that this is a new area for them.

67. The number of multilateral and bilateral engagements creates coordination challenges. Bilateral and multilateral donors often pursue their own objectives in accordance with their own standards, procedures, and safeguards. So their rules should be harmonized to the extent possible to lighten the load for applicant countries. It is one of the important tasks of the NRTF to help make sure that the various programmes are harmonized, complement each other, and that thereby synergies are achieved.

C. Assessment of the Performance of UN-REDD

68. UN-REDD was hampered initially by delays, by the fact that a large amount of bilateral funding was provided before UN-REDD became effective, and because of weaknesses in ownership, leadership, capacity, and communications within and with government, in particular with MNRT. Nevertheless, UN-REDD has worked with MNRT, provided some added value to moving the REDD agenda forward, and while the synergy with bilateral programmes was not great, it is considered as having added some synergy.

69. **Achievement of outputs and outcomes.** The findings related to the achievements of specific outputs and outcomes as stated in the project document were analyzed a section above. The achievements so far are limited.

70. **Linking UN-REDD funding with specific outputs; better accounting; audit.** UN-REDD did an excellent job with the development of its results framework (Annex 6). For example, each outcome is based on the achievement of specific outputs that were defined at the outset. However, the expenditure accounting system does not permit an easy determination how much of the funding was used in relation to producing specific outputs. FAO was unable to provide requested expenditure information to the ET. So the ET is recommending activity-based expenditure recording in general as well as an independent, external audit for the FAO part of the Programme, according to FAO and/or UN-REDD guidelines.

71. **Programme Management by three Agencies.** Norway provided funding for UN-REDD in Tanzania in the amount of 25 NOK via a trust fund. FAO, UNDP, and UNEP jointly assist GoT to get ready for REDD+. There are benefits of three agencies working together and complementing each other in terms of their expertise; nevertheless, there are

management and transaction costs²⁵ involved both for the three agencies themselves as well as for the recipient government.

72. **Programme Rating.** The Rating System for UNDP-assisted Programmes and Projects includes the following four categories:

1. Highly satisfactory
2. Satisfactory
3. Unsatisfactory, with some positive elements
4. Unsatisfactory

73. **Based on a synthesis of the findings, the Mid-Term Evaluation Team is assessing the Programme at this point in time as “unsatisfactory, with positive elements”.** Below, a case is being made that, with an extension of an additional 12 months, the Programme could improve its management and could realistically be expected to deliver a sufficient number of additional outputs, and thereby enhance outcomes, so that the overall programme rating could be expected to be raised to “satisfactory”.

IX. Recommendations

74. Based on the MTE, the five major recommendations for the way forward for UN-REDD are that, in consultation with the National REDD Task Force, Programme Management in cooperation with government should:

1. **Improve the management arrangements;**
2. **Prioritize expenditures/tasks until the end of the programme (June 2012 or June 2013 if the new extension, as MTE proposes, is granted)**
3. **Extend the Programme for 12 months to Permit Completion of Planned Tasks (from July 2012 to June 2013);**
4. **Access the REDD Target Support Window to carry out missing activities that are genuinely under UN scope; and**
5. **Prepare a concept note and programme document for a follow-up phase.**

These recommendations are discussed in more details below.

A. Improve the Management Arrangements

75. There have been numerous management issues, which have caused delays of programme implementation. This included communication channels between the UN Agencies/the UN-REDD coordinator and the team in MNRT. There were numerous issues, some of which, by themselves, seem small. Nevertheless they negatively impacted the relationship between the two parties including the bigger tasks, and they therefore also

²⁵ As seen from the perspective of the ET, just obtaining basic information on costs on activities and outputs proved to be very difficult. An organogram for project management does not seem to exist. In one case it was a major effort to find out who, from that particular UN Agency, is actually in charge of the work.

hampered the effectiveness of programme implementation. No PCMG meeting has taken place since March 2011, while these should be held at least quarterly²⁶. Also, the REDD unit at MNRT does not hold regular meetings. Given that this unit is the centre for implementation of the UN-REDD Programme regular meetings are necessary. Further, there has been limited follow-up from other fora, like the Training Workshop on Social and Environmental Safeguards for REDD+ in September 2011, where promises were made to follow-up with necessary actions as agreed, and which is a critical work stream to ensure the credibility of Tanzania's REDD+ process in view of substantial field-level actions on REDD+ (e.g. the 9 pilots).

76. Below, the MTE mission is suggesting a programme extension, which would imply that UN-REDD and MNRT may still need to continue to work together in the future, but new proposed arrangements would need to be put in place as soon as possible to smooth implementation.

77. There are numerous constraints in the REDD Unit of MNRT that have hampered project implementation. Successful Programme implementation would, first of all, require a renewed commitment from GoT and giving priority to this among many other important issues. Second, many interviewees and the ET also noted significant communication challenges, different expectations, uneven interest in REDD+, and irregular working procedures. Therefore, the ET recommends that high-level dialogue be arranged as soon as possible, involving GoT/UN Agencies to resolve the impasse. The outcome of this dialogue, aside from confirming the high priority of the Programme should be an agreement of how to more productively and constructively work at least until the end of June 2012 and possibly during an extension period. If this effort did not succeed, UN-REDD would need to consider other arrangements in the future, both for a possible extension period and certainly for a possible follow-up phase.

78. It is hoped that the new NRTF fulfill its expected leadership and coordination role. Like all other projects and programmes, UN-REDD can expect more guidance from the Task Force. In fact, the Project Advisory Group could be dissolved and its responsibilities transferred to the NRTF. To the extent that the NRTF succeeds in its coordination effort, it will likely make the work for UN-REDD more effective. Where possible, the UN Agencies could perhaps, in the future, improve the timeliness of the support and show more flexibility within agreed parameters of the programme. But it is not suggested that flexibility here includes agreeing with *ad hoc* requests from the Ministry that are not in line with the programme, such as foreign training where local training is feasible. Also, UN-REDD should be able more easily to provide activity-based expenditures, so that these can be linked to planned outputs, which would facilitate evaluation.

79. In that context, the limited M&E in the programme as such was not a handicap as such, since an excellent log frame/results framework had been developed at the outset. Just having easy access to expenditures by activity (as recommended above), and then

²⁶ An *ad hoc* meeting took place on July 20, 2011, but it included only staff from the REDD Unit of the Ministry and from UNDP. Staff from UNEP and FAO was not invited, and the VPO was also not represented. So it was not considered a formal PCMG meeting.

undertaking, for example, short review missions at least twice a year would have helped significantly in identifying issues and bottlenecks, particularly since no formal PCMG meeting has taken place since March 2011.

80. The ET believes that the One UN approach is basically a good idea and that there are benefits to three agencies working together. However, the team has become aware that there are associated management and transaction costs. So, as this phase of the work comes to an end and both an extension and a follow-up phase are considered, this matter should also be addressed, basically by comparing the costs of the arrangements with its benefits. One suggestion is that the UN-REDD programme is to move towards having a single financial/administrative interface towards the recipient government but depending on the targeted support the agency with the comparative advantage and lead of the particular Work Area would be the one supporting the government on the topic. A Coordinator may not be needed if the Government had a PMU headed by a national coordinator.

81. If a second no cost extension was granted (as the ET is advocating), if funding was obtained under the Targeted Support Window, and also if a follow-up phase was agreed by government and the three Agencies (and if grant funding was obtained), there would be several options on how to implement the programme more efficiently and with much more significant national ownership than was hitherto the case. Options include working through the NRTF and with:

- (a) A semi-autonomous entity such as a university or research centre;
- (b) A reputable Civil Society Organization with certified, credible performance;
- (c) Different implementing entities (Responsible Parties) for different, specific tasks; or
- (d) TFS; this could be done by mainstreaming work/tasks of UN-REDD. However, compared to FBD/MNRT, the organizational setup of the REDD Unit would need to be enhanced, the performance improved, the efficiency (incl. of procurement) augmented, and the financial accountability assured. The significant enhancement, which would be needed, would require the setup of a Project Management Unit (PMU) within TFS, including the recruitment of a national coordinator recruited externally through a competitive process.

82. It is hoped that an agreement on procurement processes could also be reached early (i.e. through invitation of pre-qualified bidders) so that these processes can be carried out efficiently, while still maintain the principle of selecting the best institution competitively at reasonable costs.

83. In the view of the MTE team, the government has made a significant step forward by creating a new NTTF with much wider representation than previously. It has further created five TWGs under the Task Force dealing with key issues and including members from civil society and the private sector there. (Draft TORs for the NRTF and the TWGs are attached as Annexes 8 and 9). Now **the government should:**

- (a) Make every effort to make the new Task Force and Working Groups fully functional and effective;
- (b) Coordinate all bilateral and multi-lateral efforts to make sure that they do not duplicate and that they work in a complementary manner, including for the tasks recommended below;
- (c) Include the private sector, civil society, and NGOs in each working group and at least as observers in the Task Force; government must recognize that it cannot provide a solution without them particularly those in the energy and agriculture sectors and local communities.
- (d) Upgrade the knowledge and skills of the new Task Force Members related to REDD+, among many other things by organizing a meeting with representatives of the nine pilot projects, who are way ahead on the learning curve on numerous REDD and related issues, and who can share early lessons that Task Team members should know (a plan exists for extracting formal lessons from all nine pilots, but the results of that work will be available only late this year);
- (e) Demand financial accountability and support anti-corruption efforts, particularly in the forest and energy sectors and land tenure;
- (f) Build capacity where needed; and
- (g) Make use of the UN-REDD Programme's ability to access international expertise and advice for the development of all aspects of a REDD scheme.

B. Prioritize Expenditures/Tasks until End of the Programme (June 2012 or Ideally June 2013 if the New Extension, as MTE Proposes, is Granted)

84. It is suggested that priority attention be given to the following tasks:

- (a) Facilitating the effective delivery of outputs under the MNRT/REGALIA contract with regard to stakeholder engagement, sensitizing foresters, members of Parliament, and the like;
- (b) Carry out the planned work on MRV;
- (c) Supporting the further development of the country's draft REDD strategy (which is led by the Task Force with support from the IRA in its Secretariat role) by participatory reviews from agriculture, energy, and other sectors/actors, the Districts and local levels, and for example by integrating the valuable experiences from the nine pilots;

- (d) Providing advisory and technical support to the new NRTF on REDD and some of its five TWGs;
- (e) Carrying out the planned (general, country-wide) capacity needs assessment under the guidance and leadership of the NRTF²⁷;
- (f) Continue to build capacity on REDD+ at MNRT/TFS;
- (g) Initiating/continuing the work on environmental and social safeguards, which is considered essential by the donor community for providing further REDD+ grant funding;
- (h) Implement activity 4.2. of the Annual Work Plan (AWP) by working with local communities in the nine REDD pilot projects and collecting their views and experiences with REDD over the past 2 years.²⁸

C. Extend the Programme by 12 Months to Permit Completion of Planned Tasks

85. Given the multiple obstacles the Programme encountered, it has not yet reached its intended outputs and outcome at this time. However, with an extension of 12 months it could reasonably be expected that the Programme could finish its implementation in a fully satisfactory manner. Reasons for the proposed programme extension include:

- (a) Largely due to expanded scale and scope of NAFORMA, which delayed planning and implementation in the programme, the FAO work on estimating annual deforestation, the existing carbon stock and changes therein, etc., could not be undertaken up to now since it depends on land use mapping and other work currently being done by NAFORMA. NAFORMA's outputs are expected during the next few months. Afterwards, the unspent funds of FAO (in the order of USD 800,000) could be used to carry out the work between July and December 2012; in particular the following two studies under outcome 2: (a) forest degradation indices provided for forest landscapes (historical forest area and carbon emissions and removal rates) (output 2.3), and (b) national maps (carbon and co-benefits) inform delivery of the REDD framework and strategy (output 2.4) (see Annex 7 for more details) and other special studies using the data available from the NAFORMA pilot areas;
- (b) The work on national cost curves could be expanded to the national level based on the available information from NAFORMA. In addition, this work stream could lead into a national discussion on the best and most appropriate use of REDD funds;

²⁷ We agree with the Camco report assessment that in MNRT (and elsewhere) "the current ministry staff responsible for day-to-day REDD+ activities is insufficient", and also that "there is an insufficient number of staff in most districts, especially those in remote areas where also substantial forests are found".

²⁸ In order to speed up this work it could be considered contracting directly an NGO with good links to all projects (e.g. TNRF). MNRT staff from the pilot areas could be involved in the work.

- (c) If there was any slippage in the stakeholder sensitization work carried out by REGALIA under the auspices of UNEP, this could hopefully be completed during the first few weeks of the extension period;
- (d) Pilot work under Outcome #3 has not yet been undertaken, but pilots in three Districts were recently proposed. The MTE team recommends that:
 - The proposal for the three additional pilots under UN-REDD be revised/finalized by taking into account the preliminary lessons from the nine pilots currently being implemented; and
 - Appropriate financial safeguards be put in place.
- (e) If the proposed work on (d) above is carried out, it will likely take time, and the pilots would therefore unlikely be implemented before the end of the Programme (in June 2012), but implementation would likely be possible during an extension period, thereby permitting government to do its own learning on the ground with REDD implementation at district/community levels.
- (f) An extension would provide a better opportunity to develop a concept note for a possible follow-up phase both for the mainland and Zanzibar (see recommendation D below).
- (g) The planned capacity needs assessment will be completed by July 2012. An extension would provide time and opportunities to start with the implementation of its recommendations.
- (h) The extension would couple the end of UN-REDD with the end of the Norwegian-Tanzania programme, hence allowing a smooth transition to a new phase of REDD support.

D. Access the Target Support Window to Carry out Missing Activities that are Needed for an Enhanced REDD+ Process and Genuinely under UN Scope

86. Beyond the proposed extension and the development of a concept note for a follow-up phase, UN-REDD could have a catalytic impact on helping getting the country ready for REDD+ with well-targeted support in terms of studies, Technical Assistance, and other support actions that may be requested by the National REDD Task Force or its five working groups. Such work may include:

- (a) In the energy/charcoal sector some of the needed actions are known but politically difficult to implement. Numerous studies have been undertaken including by the World Bank. So one should assess whether there are still important gaps, and if so how to fill these. Any study or research on this would support the work of the TWGs on Energy and Agriculture Drivers of

Deforestation²⁹. In general one should determine how REDD can be linked to the energy and agriculture and other sectors and how REDD funds/investments could be used to make a difference to the issues in the sectors, and how REDD could become part of their work;

- (b) A study on how to encourage sustainable agriculture to assist farmers to do more sustainable farming including soil and water conservation, agroforestry, and improved farming practices (composting, manuring, stopping the burning, etc.) which improve soil fertility and also improve the carbon content both above ground and sub-soil. This work would likewise support the Technical Working Group on Agriculture Drivers of Deforestation;
- (c) Forest conservation alone will not be the solution for REDD. Forest conservation is of course important for protected areas, forest reserves, etc., but for communities, the private sector, and the country as a whole, SFM will be an important part of the solution answer. Under SFM selective logging takes place, replanting, natural regeneration, etc. Sound economic management would likely be aligned naturally with a carbon/environmental perspective. It is suggested that the area of sustainable forest management (SFM) be reviewed to determine whether there are gaps in research and analysis, and if so, suggest ways and means to fill the gaps;
- (d) Work on social and environmental safeguards; e.g. by providing support to the relevant working group under the Task Force on international standards for social and environmental safeguards and ways to implement these in Tanzania. Coordination with the World Bank and others will be needed to agree on who does what in order to avoid duplication;
- (e) In cooperation with the Ministry of Finance and Economic Affairs, develop models to identify the best way for investing REDD funds;
- (f) Allocate a specific amount³⁰ for Zanzibar, for both: (a) start-up activities, sensitization, capacity building; and (b) for preparing a concept note for a possible UN-supported REDD programme;
- (g) Help catalyze private sector investment flows for REDD+; and
- (h) Catalyze high level political commitment for REDD+.

Support from the REDD Target Support Window could/should be sought for the period of July 1, 2012 to June 30, 2013; it would thereby be implemented in parallel (but in synergy) to the proposed extension period. It should be noted,

²⁹ The next Conference of Parties on Climate Change (COP 18) will meet in Qatar and will take place from 26 November to 7 December 2012; the drivers of deforestation are one of the two main agenda items.

³⁰ The amount would need to be based on a budget for identified, specific tasks.

however, that his recommendation is a somewhat optional one, which depends upon solving the management issues identified and the leadership from NRTF.

E. Prepare Concept Note and Project Document for a Follow-up Phase

87. This recommendation proposes that:

- (a) A concept note should be prepared for a possible follow-up phase. The extension period recommended in Recommendation A above would allow sufficient time to extensively consult stakeholders and hopefully come to a conclusion with a high degree of consensus about what the UN-REDD “niche” is, and particularly how it could serve a complementary function which would add value to the whole. Given the complexity of the REDD+ issue and the number of national and international actors, a question for UNDP, FAO, and UNEP is: “where do the three agencies have a comparative advantage and how can they complement others and thereby increase the overall impact”.
- (b) UN-REDD may have a comparative advantage in working on MRV, costs, co-benefits, financial mechanisms, and safeguards. Beyond that, being ready quickly to fill emerging gaps could be part of the purpose of UN-REDD. Ultimately it is not UN-REDD who determines its activities in Tanzania. UN-REDD can indicate an interest in specific actions that emanate from the country’s action plan based on the emerging strategy; however, country ownership means that National REDD Task Force will determine who does what, which is part of its coordination function.
- (c) If a green light was given by the NRTF, a complete project document would be prepared (by revising/expanding the existing one)³¹ for consideration of the government and donor partners.
- (d) A Programme extension recommended in A above would permit the UN Agencies to observe the functioning of the new NRTF for several months before committing themselves to a follow-up phase. One could also see whether the private sector and civil society are being appropriately included as members, observers, and/or in the working groups. This is important since solutions cannot be realized by government alone, and that, without fully including private actors in the energy and agriculture sectors and at local levels, real REDD solutions would not be possible.

³¹ Administratively, this would be termed a “substantive revision” by the UN Agencies.

Annex 1: Evaluation Work Plan with Evaluation Issues/Questions

MID-TERM EVALUATION ISSUES/QUESTIONS FOR TANZANIA'S UN-REDD PROGRAMME

Programme Outcomes:

Outcome 1: National governance framework and institutional capacities strengthened for REDD.

Outcome 2: Increased capacity for capturing REDD elements within National Monitoring, Assessment, Reporting, and Verification Systems.

Outcome 3: Improved capacity to manage REDD and provide other forest ecosystem services at district and local levels.

Outcome 4: Broad-based stakeholder support for REDD in Tanzania.

MTE Objectives

1. To provide Tanzania's UN-REDD Country Programme with guidance for further programme implementation of the current phase (until June 2012) by assessing the extent to which programme outcomes have been achieved and the contribution by Tanzania's UN-REDD Country Programme so far towards getting Tanzania 'ready for REDD+'.

2. To develop a vision and guidance for the longer-term engagement of the UN-REDD Programme in Tanzania, its inclusion in the United Nations Development Assistance Plan (UNDAP), and its collaboration with other partners in the area of REDD+.

3. To assess the appropriateness and effectiveness of current implementation, management and partnership arrangements and to suggest improvements, where possible. This will include addressing e.g. the issues emerging from the Harmonised Approach to Cash Transfer (HACT) micro-assessment report as well as any actions taken in response to the findings, as well as the effectiveness of coordination arrangements among key Government partners.

The evaluation should cover the period from the signing of the Project Document in the last quarter of 2009 until the time of the evaluation. It will examine the full range of activities under the Programme.

TERMS OF REFERENCE	KEY REVIEW QUESTIONS	PERSONS TO MEET
1. Assessing effectiveness (the extent to which programme outcomes have been achieved)	1.1. To what extent have programme activities so far yielded expected outputs and outcomes? 1.2. What planned activities have not been achieved and why (check log frame)? Will they be achieved before the end of the current phase (June 2012)? Could they be achieved with a closing date extension to December 2012? 1.3. Have programme activities improved	- Person responsible for M&E - Country Technical Advisor (CTA) -National Project Coordinato

	<p>the understanding of REDD+ at MNRT and other key government organizations and the public at large?</p> <p>4. How could the effectiveness of the programme be improved with possible short-term and medium-term actions?</p>	<p>r (NPC)</p> <p>-National Consultant (NC)</p> <p>-National REDD Task Force Members (NRTF)</p> <p>- Programme Partners (PP).</p>
2. Assessing programme impact	<p>2.1. As Q 1.1 above.</p> <p>2.2. Has the programme made a difference to REDD+ in Tanzania? Explain.</p> <p>2.3. What actions/developments/reforms would be necessary to make Tanzania ready for REDD+?</p> <p>2.4. To what extent has Tanzania's UN-REDD Country Programme so far contributed towards getting Tanzania 'ready for REDD+'?</p>	<p>CTA</p> <p>NPC</p> <p>NC</p> <p>NRTF</p>
3. Assessing programme relevance/appropriateness	<p>3.1. As Q 2.4 above.</p> <p>3.2. How relevant are UN-REDD's capacity-building efforts for REDD+ for MNRT and other Government institutions at HQ and other levels?</p> <p>3.3. How relevant are UN-REDD activities in the context of all other activities on REDD+ in the country?</p> <p>3.4. Does the National REDD Task Force adequately coordinate UN-REDD activities with all other REDD activities in the country?</p> <p>3.5. Is there a need or opportunity to refocus any of the planned activities to make Tanzania's UN-REDD Country Programme more relevant and appropriate?</p> <p>3.6. Which areas should the UN-REDD Programme target to remain relevant in the longer term and beyond the current programme period?</p> <p>3.7. How relevant and appropriate are the</p>	<p>CTA</p> <p>NPC</p> <p>NC</p> <p>NRTF</p> <p>PP</p>

	<p>objectives of Tanzania’s UN-REDD Country Programme as part of the UN Development Assistance Plan (UNDAP)?</p> <p>3.8. Are UN-REDD activities culturally acceptable and feasible?</p> <p>3.9. Are objectives and activities of Tanzania’s UN-REDD Country Programme still in line with the Global UN-REDD Programme and emerging trends of REDD+ at the international level?</p>	
<p>4. Assessing efficiency/Value for money</p>	<p>4.1. Request detailed programme expenditure report</p> <p>4.2. Will remaining funds be adequate to accomplish the remaining planned activities? If not what plans are there to ensure planned activities are accomplished?</p> <p>4.3. What efforts have been made to ensure efficiency of use of programme funds?</p> <p>4.4. What are the institutional, partnership and coordination arrangements?</p> <p>4.5. Are the institutional, partnership and coordination arrangements supportive to attainment of the intended objectives?</p> <p>4.6 If not what adjustments are necessary?</p> <p>4.7. Are the management and administrative arrangements necessary and adequate to fully deliver the Programme?</p> <p>4.8. Are there suggestions for more efficient programme implementation, for the current programme phase as well as for a longer-term engagement of UN-REDD in Tanzania?</p> <p>4.9. How should the UN-REDD Programme coordinate its efforts with other REDD-related programmes, and which are the comparative advantages that the UN-REDD Programme should nurture when planning its future activities?</p>	<p>CTA NPC NC NRTF PP</p>

	4.10. <u>Partners</u> : Main activities, linkages/synergies with UN-REDD, areas that require improvement.	
5. Assessing sustainability	5.1. How sustainable is the progress made and achievements of Tanzania's UN-REDD Country Programme? 5.2. What are the major factors which influence sustainability of the Programme? 5.3. Do implementation arrangements support ownership of the programme and programme outcomes by government and stakeholders? 5.4. Do programme coordination mechanisms adequately support sustainability of the programme?	CTA NPC NC NRTF PP
6. Measurement issues/statistics/M&E	What relatively up-to-date information is available on: (a) forest cover/area by type of forest; and (b) carbon content per hectare per type and management system? What practical steps could be taken to improve development of data for (a) and (b)?	Forestry Statistics
7. General Issues for development partners and policy makers	Introductory questions with more specific follow-up questions depending on knowledge/insights: How would you rate the program? If in your view the program was less than fully satisfactory, what would key actions/improvements that could/should be enacted?	

Annex 2: Itinerary for Mid-Term Evaluation of UN-REDD Programme Tanzania

Date	Location	Activity / Comments
15/16 Feb	Home-based	Review key documents
Sun 19 Feb	Travel to Dar	Review key documents
Mon 20 Feb	Dar	-Courtesy call Director, Environment, VPO -Courtesy call UNDP Country Director -Courtesy call Director FBD, MNRT -Courtesy call Ag. CEO, TFS
Tue 21 Feb	Dar	-Consultants work together and prepare inception report and meeting -Inception meeting with key stakeholders (UN, Government, DPs, members of Programme Advisory Group, NGOs)
Wed 22 Feb	Dar	-Meet UN-REDD Programme Coordinator -Meet FAO National Consultant for MRV - Meet the Norwegian Embassy Counsellor for Environment and Climate Change -Meet the Norwegian Embassy Consultant for Environment and Climate change -Meet UN-REDD Africa Coordinator
Thur 23 Feb	Dar	-Meet the Finnish Embassy Counselor for Natural Resources -Meet UNEP Programme Officer and National Officer -Meet NAFORMA Management
Fri 24 Feb	Dar	-Questionnaires for long-distant interviews by e-mail. These were sent to: UNDP Geneva; Tim Clairs, UN-REDD Secretariat; FAO Rome – Mette Loyche-Wilkie, Peter Holmgren, Mikko Leppanen, Inge Jonckheere; World Bank – Neeta Hooda, Gerald Kapp -Documents review -Compiling findings
Mon 27 Feb	Dar	-Meet FBD REDD Unit staff -Compiling findings
Tue 28 Feb	Dar	-Meet Principal Town Planning Officer and Member of the National REDD Task Force, Ministry of Lands, Housing and Human Settlement Development -Meet Coordinator REDD Secretariat, IRA, UDSM -Meet MAFC Environment Management Unit staff -Questionnaires for long-distant interviews by e-mail. The sent to Director of Forestry,

		Zanzibar
Wed Feb 29	Dar	-Meet Ministry of Energy and Minerals Environment Unit Staff -Meet UN-REDD Finance and Administrative Assistant -Meet UNDP Programme Specialist (Energy and Environment) -Meet Assistant FAO Representative Programme
Thur March 1	Dar	-Meeting REDD pilot projects, organised by Tanzania Natural Resources Forum (TNRF) -Compiling findings
Fri March 2	Dar	Meet Director of Environment VPO; compiling findings
Mon March 5		Meet UN-REDD Coordinator; compiling findings
Tue March 6	Dar	Compiling findings
Wed March 7	Dar	Compiling findings
Thur March 8	Dar	Presentation of draft report to stakeholders
Fri March 9	Dar	Incorporating comments from stakeholders
Sat 10 March	Dar	Home-travel
2-week break that allows stakeholders to submit comments and UNDP to discuss final recommendations with partners.		
Up to April 15	Home-based	Finalise report and submit final draft

Annex 3: Participants to the UN-REDD Programme MTE

A: List of People Interviewed

S/N	NAME	TITLE/ ORGANISATION	ADDRESS/TEL/E-MAIL
1.	Dr. J. Ningu	Director of Environment, VPO	P.O. Box 5380 Dar es Salaam +255 786 733 904 jningu@vpo.go.tz
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6.	Dr. F.B.R. Kilahama	Director, FBD, MNRT	P.O. Box 426, Dar es Salaam +255 783 007400 fkilahama@gmail.com
7.	Mr. V. Msusa	Representing Ag. Chief Executive, TFS Ag. Director, Planning and Resource Utilization, TFS	P.O. Box 426, Dar es Salaam
8.	Mr. Evarist Nashanda	Schedule Officer, Catchment Forests and Nature Reserves & REDD Coordinator, TFS	P.O. Box 426 Dar es Salaam +255 789 333 168 Evarist.nashanda@gmail.com
9.	Dr. E. Zahabu	FAO National Consultant for MRV	P.O. Box 2 Dar es Salaam +255 752 596 503 zahabue@yahoo.com
10.	Ms. Inger G. Naess	Counsellor, Environment and Climate Change, Norwegian Embassy	P.O. Box 2646 Dar es Salaam +255 782 777 023 ign@mfa.no
11.	Mr. Simon Milledge	Consultant, Environment and Climate Change, Norwegian Embassy	P.O. Box 2646 Dar es Salaam +255 754 279 539 simi@mfa.no

12.	Mr. Josep A. Gari	UNREDD Africa Coordinator	Josep.gari@undp.org
13.	Ms. Merja Makela	Counsellor, Natural Resources, Embassy of Finland	P.O. Box 2455 +255 754 400 Merja.mekala@formin.fi
14.	Mr. Soren Daalsgard	Chief Technical Advisor, NAFORMA	P.O. Box 426, Dar es Salaam +255 759 228 182 Soren.Dalsgaard@fao.org
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25.	Ms. J. Marwa	Staff, Environment Management Unit, MAFC	P.O. Box 9192 Dar es Salaam janemarwa@yahoo.com
26.	Ms. Winnifrida Mrema	Senior Chemist/Environmen- tal Officer, Ministry of Energy and Minerals and member of the National REDD Task Force	P.O. Box 2000 Dar es Salaam howinnie66@yahoo.com +255 763 230 212
27.	Mr. Ephraim Mushi	Environmental Officer, Ministry of Energy and Minerals	P.O. Box 2000 Dar es Salaam
28.	Ms. Getrude Lyatuu	UNDP Programme Specialist, Energy and Environment	P.O. Box 9182 Dar es Salaam Getrude.lyatuu@undp.org
29.	Mr. Mgaza Lusonge	UNREDD	P.O. Box 9182 Dar es Salaam

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33.	Mr. Theron Brom	MJUMITA	theronmb@gmail.com
34.	Mr. J. Chenga	TRAFFIC	Jumapili.chenga@traffic.org
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39.	Ms. G. Massao	MCDI	Glory.massao@mpingoconservation.org
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B: Participants to the UNREDD Programme MTE Inception Meeting 21.2.2012

S/N	Name	Position/Institution
1.	Ms. Bertha Mlonda	Ministry of Lands
2.	Mr. Hassan Hamad	Dept of Environment, Zanzibar
3.	Mr. Privas M. Kasisi	Division of Wildlife, MNRT
4.	Mr. Demetrius Kweka	MCDI
5.	Mr. Gidion N.A. Kasege	Ministry of Energy and Minerals
6.	Ms. Theresia Henjewe	Ministry of Finance
7.	Mr. Sheha I. Hamdani	Dept of Forestry, Zanzibar
8.	Mr. Nsato M. Marijani	Police HQ, Dar es Salaam
9.	Ms. Asha M. Sarota	Ministry of Community Development, Gender and Children
10.	Mr. Josep A. Gari	UNREDD Africa Advisor
11.	Mr. Ralf Ernst	UNREDD Programme Coordinator
12.	Dr. Ernst Lutz	UNDP Consultant
13.	Prof. S.A.O. Chamshama	UNDP Consultant

14.	Mr. Evarist Nashanda	FBD, MNRT
15.	Dr. Felician B.R. Kilahama	FBD, MNRT
16.	Dr. Eliakimu Zahabu	FAO Tanzania UNREDD
17.	Mr. Amani Ngusara	UNDP
18.	Ms. Merja Makela	Finnish Embassy
19.	Mr, Samson Babala	Ministry of Livestock and Fisheries
20.	Mr. Fares Mahuha	Ministry of Agriculture, Food Security and Cooperatives
21.	Ms. Diana Tempelman	FAO Representative
22.	Mr. Paul Nyiti	Wildlife Conservation Society of Tanzania

C: Participants to the UNREDD Programme MTE Debriefing Meeting 8.3.2012

S/N	Name	Institution	Email /Tel
1.	Mr. Juma S. Mgoo	TFS/MNRT	jsmgoo@mnrt.go.tz
2.	Ms. Gladness Mkamba	FBD/MNRT	gmkamba@yahoo.com
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Annex 4: Terms of Reference

Mid-term evaluation of the UN-REDD Programme - Tanzania Quick-Start Initiative

1. Background and Context

Deforestation and forest degradation contribute up to eighteen per cent of anthropogenic greenhouse gas emissions globally. Negotiations are underway within the auspices of The United Nations Framework Convention on Climate Change (UNFCCC) with a view to reducing emissions from these sources (Reducing Emissions from Deforestation and Forest Degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks - or REDD+). To facilitate REDD+, efforts are urgently needed to adapt forest management systems, and establish financing systems and associated monitoring and verification systems attuned to country needs. These systems need to address concerns relating to the cost-effectiveness of REDD+ approaches, leakage, additionality and the rights and responsibilities of local communities, amongst other issues.

The UN-REDD Programme was established in 2008 as a partnership between FAO, UNDP and UNEP, financed through a multi-donor trust fund, to assist countries to address these needs. Tanzania is one of the countries receiving support through the UN-REDD Programme, with funding provided by Norway and other donors.

FAO, UNDP and UNEP are well positioned to provide the critical assurances necessary to establish a REDD+ regime. As neutral bodies, the agencies can work as “honest brokers” to support country-led development programmes and to facilitate the informed participation of national stakeholders, including forest-dependent local communities. They can use their convening power to bring together organizations, experts and scientists to develop REDD+ regimes. The application of FAO, UNDP and UNEP rights-based and participatory approaches help ensure the rights of indigenous and forest-dwelling people are protected as well as the active involvement of local communities and relevant institutions in the design and implementation of REDD+ plans and methodologies.

In January 2011, the Government of Tanzania released a Draft National REDD+ Strategy. The UN-REDD Quick-Start Initiative aims to strengthen Tanzania’s readiness for REDD+ as a component of the Government’s evolving REDD+ Strategy, and is integrated with other REDD+ readiness activities in the country. The Initiative is also an integral part of the ONE UN Programme in Tanzania. It has contributed to the Joint Programme on Environment, which has the objective of ‘Increasing Funding for Environment Management from International Environment Funding Mechanisms with a focus on Climate Change and natural resource management’ and from July 2011, it will be an integral part of the United Nations Development Assistance Plan (UNDAP) 2011-15 for Tanzania

The Quick-Start Initiative in Tanzania has the following outcomes:

Outcome 1: National governance framework and institutional capacities strengthened for REDD

Outcome 2: Increased capacity for capturing REDD elements within National Monitoring, Assessment, Reporting and Verification Systems

Outcome 3: Improved capacity to manage REDD and provide other forest ecosystem services at district and local levels

Outcome 4: Broad based stakeholder support for REDD in Tanzania

2. Justification and timing of the evaluation

With regards to REDD+, Tanzania is a very dynamic place. Since completion of the UN-REDD-Tanzania Project Document, the Government of Tanzania, with financial support through the Norwegian-Tanzanian Partnership on Climate Change, has established a National REDD Task

Force (NRTF). The NRTF has developed and released, in January 2011, a Draft National REDD+ Strategy which is now being further developed. This process also included support to the REDD Secretariat located at the University of Dar es Salaam and to a number of in-depth studies, including one on modalities for handling future REDD+ funding streams.

The Norwegian-Tanzanian Partnership on Climate Change initiated a number of other activities in the REDD space in Tanzania, including

- nine REDD+ pilot projects, which are mainly being implemented through NGOs,
- the Climate Change Impacts, Adaptation and Mitigation (CCIAM) research programme,
- support to development of methodologies for MRV, including support to the Forest Carbon Tracking Program and LiDAR as well as the establishment of a National Carbon Monitoring Centre (NCCMC).

Several more activities are either in progress or planned.

In addition, several NGOs (and academic institutions e.g. SUA) are implementing REDD+ related projects, including the Clinton Climate Initiative (CCI), the World Wildlife Fund (WWF), and Care. Numerous projects contribute to the development of an MRV-system in Tanzania, most notably the NAFORMA project, which the UN-REDD MRV-component will be based on to a large extent.

In another important development, the Government of Tanzania submitted an R-PP to the World Bank's Forest Carbon Partnership Facility (FCPF), which is close to being finalized.

In such a dynamic and active environment, coordination is a key requirement for successful programme implementation. While Tanzania's UN-REDD Country Programme is well linked in with all other initiatives and coordination is working well in day-to-day operations, there is a need to review and possibly refocus efforts in the future. This has to happen at two different levels:

a) Current UN-REDD Programme Tanzania Quick-Start Initiative

Tanzania's UN-REDD Country Programme was originally designed for a 2-year period, from 10/2009 until 9/2011; however, implementation commenced only in 7/2010 with the arrival of key programme staff. Therefore, a no-cost extension until June 2012 which brings the full implementation period back to the original 2 years has been approved by the Programme Coordination and Management Group (PCMG).

An evaluation in QIII/2011 will provide opportunity to take stock of achievements and lessons so far and, if needed, refocus a number of activities planned under this Programme.

b) UN-REDD activities after the current Programme period

Programme partners have agreed that even at the end of the current and extended programme phase, in June 2012, there will still be a need for the UN-REDD Programme to provide support for the Government of Tanzania. The current support under the Tanzania-Norway Partnership will come to an end in September 2013, and a coordinated planning between UN-REDD and Norway of future needs for support in REDD+ would be useful.

The proposed evaluation is expected to provide guidance on what areas future support should focus on, and how it should be coordinated with other REDD+ support to the country.

3. Scope and Objectives

The first objective of the evaluation is to provide Tanzania's UN-REDD Country Programme with guidance for further programme implementation of the current phase (until June 2012) by assessing the extent to which programme outcomes have been achieved and the contribution by Tanzania's UN-REDD Country Programme so far towards getting Tanzania 'ready for REDD+'.

A second objective is to develop a vision and guidance for the longer term engagement of the UN-REDD Programme in Tanzania, its inclusion in the United Nations Development Assistance Plan (UNDAP) and its collaboration with other partners in the area of REDD+.

Thirdly, the evaluation should assess the appropriateness and effectiveness of current implementation, management and partnership arrangements to suggest improvements where possible. This will include addressing e.g. the issues emerging from the Harmonised Approach to Cash Transfer (HACT) micro-assessment report as well as any actions taken in response to the findings, as well as the effectiveness of coordination arrangements among key Government partners.

The evaluation should cover the period from the signing of the Project Document in the last quarter of 2009 until the time of the evaluation. It will examine the full range of activities under the Programme.

4. Evaluation criteria and questions

The evaluation will examine the following:

Relevance / Appropriateness

- To what extent has Tanzania's UN-REDD Country Programme so far contributed towards getting the country 'ready for REDD+'?
- How relevant are UN-REDD's capacity-building efforts for REDD+ for MNRT and other Government institutions at HQ and other levels?
- How relevant are UN-REDD activities in the context of all other activities on REDD+ in the country?
- Does the National REDD Task Force coordinate UN-REDD activities with all other REDD activities in the country?-
- Is there a need or opportunity to refocus any of the planned activities to make Tanzania's UN-REDD Country Programme more relevant and appropriate?
- Which areas should the UN-REDD Programme target to remain relevant in the longer term and beyond the current programme period?
- How relevant and appropriate are the objectives of Tanzania's UN-REDD Country Programme as part of the UNDAP?
- Are UN-REDD activities culturally acceptable and feasible?
- Are objectives and activities of Tanzania's UN-REDD Country Programme still in line with the Global UN-REDD Programme and emerging trends of REDD+ at the international level?

Effectiveness

- To what extent have programme activities so far yielded expected outputs and outcomes?
- Have programme activities improved the understanding of REDD+ at MNRT and other target organisations?
- Can the effectiveness of the programme be improved?

Efficiency/Value for Money

- Are the institutional, partnership and coordination arrangements supportive to attainment of the intended objectives?
- Are the management and administrative arrangements necessary and adequate to fully deliver the Programme?
- Are there suggestions for more efficient programme implementation, for the current programme phase as well as for a longer term engagement of UN-REDD in Tanzania?
- How should the UN-REDD Programme coordinate its efforts with other REDD related programmes, and which are the comparative advantages that the UN-REDD Programme should nurture when planning its future focus?

Sustainability

- How sustainable is the progress made and achievements of Tanzania's UN-REDD Country Programme?
- What are the major factors which influence sustainability of the Programme?
- Do implementation arrangements support ownership of the programme and programme outcomes by government and stakeholders?
- Do programme coordination mechanisms support sustainability of the programme?

Impact

- What results (outputs and outcomes) has Tanzania's UN-REDD Country Programme achieved since its commencement?
- Has the programme made a difference to REDD+ in Tanzania?
- To what extent has Tanzania's UN-REDD Country Programme contributed towards getting Tanzania 'ready for REDD+'?

The evaluation should further aim to:

- Consider possible improvements to programme design as well as implementation, in particular with a view beyond the current programme phase;
- Assess the degree to which gender, capacity development, and other cross-cutting issues were effectively mainstreamed and how improvements can be obtained in possible efforts after the current phase;
- Assess implementation of the UN-REDD Programme in relation to core aid effectiveness principles such as national ownership and leadership;
- Extract the lessons learned and best practices and elaborate specific recommendations to the participating partners and project stakeholders.
- The evaluation should also make recommendations for the establishment of a baseline that facilitates evaluation of a possible second phase of the UN-REDD Programme in Tanzania.

5. Methodology

The evaluation will use the following methods for data collection:

Document Review

- Documents that constitute formal agreement among project partners and/or record progress; such as the Project Document, inception report, meeting minutes, project work plans, periodic reports, as well as reports prepared by contractors to document their commissioned work;
- Documentation from other REDD+ projects and processes in Tanzania;
- Other working documents produced during the course of implementation, such as terms of reference, training materials, mission reports, consultancy reports, speeches, presentations, news articles etc. (as applicable).

Key Informant Interviews

The evaluation will include interviews with key stakeholders:

- Senior management at MNRT, VPO and other relevant Government organisations;
- Members of the National REDD Task Force;
- Staff at MNRT working on REDD;
- Management and staff of other REDD initiatives and related initiatives in Tanzania, including the Royal Norwegian Embassy and other Development Partners, NGOs managing REDD pilot projects, CCI, NAFORMA;
- UN staff and management involved in the UN-REDD Programme in Tanzania including key

project personnel;

- Representatives of sub-contracted parties of major components;

Telephone and e-mail interviews

Relevant UN staff in Nairobi, Pretoria, Geneva, New York and Rome will be contacted via telephone and/or e-mail. The evaluators may also wish to use this tool for other data collection purposes.

In conducting data analysis and presenting the findings, the evaluation should use a combination of qualitative and quantitative methods. The evaluators will apply internationally recognized standards for evaluations.

6. Outputs and Deliverables

Inception report - within two days of the start of the assignment. The document will highlight the consultants' interpretation or understanding of the TOR; detailed approach and methodology for the evaluation, a work plan and time schedule, and draft data collection protocols. The report should also include an outline of the evaluation report.

Preliminary findings report - a presentation of findings to key stakeholders orally and in writing will be made prior to completing the in-country mission. The purpose of this session is to provide opportunity for initial validation and elaboration of the evaluator's observations and analysis.

Draft evaluation report - within two weeks of leaving the project site, the evaluators will submit a draft evaluation report to UNDP.

Final evaluation report - within two weeks of receiving comments from stakeholders, the Evaluation Team will submit a final document.

7. Evaluation Report Outline

As a minimum, the Evaluation Report (draft or final) shall include the following components:

- i. Title and opening pages
- ii. Table of contents
- iii. List of acronyms and abbreviations
- iv. Executive Summary
- v. Introduction / Background
- vi. Project outline and management
- vii. Objectives and scope of the evaluation
- viii. Evaluation Methodology and guiding principles if any
- ix. Data Analysis
- x. Findings
- xi. Lessons Learned
- xii. Recommendations
- xiii. Relevant Annexes, e.g.
 - a. List of people interviewed
 - b. List of acronyms
 - c. Evaluation work plan and TOR
 - d. Key reference documents

8. Evaluation Team Composition and Required Qualifications

A team of two independent experts, one international and one national, will be contracted to undertake the evaluation. The Team Leader will lead, organize, and supervise the work of the evaluation team, ensuring a division of labour that is commensurate with the skills profiles of the individual team members.

He or she will have overall responsibility for the production of deliverables, in particular the evaluation report, and is ultimately accountable for its quality. The Team Leader is also responsible for ensuring adequate consultations with all stakeholders and for reporting to UNDP on progress.

Specifically, the team members will have the following profiles:

1. International Evaluation Team Leader:

- An effective evaluation manager with demonstrated experience in conducting international development evaluations;
- Demonstrated strong knowledge of Monitoring and Evaluation methods for development projects; knowledge of UNDP's results-based management orientation and practices;
- Broad knowledge of REDD+ and its role in climate change discussions and approaches, with 5-10 years' experience in the implementation of forestry and /or climate change projects and programmes in developing countries;
- Demonstrated experience with implementation and/or evaluation of capacity-building efforts in developing countries, ideally in the area of forestry and/or climate change mitigation/adaptation;
- Prior experience from Sub-Saharan Africa preferred.

2. National Expert, forestry and REDD+:

- Demonstrated experience and strong knowledge in REDD+ and related areas in Tanzania, such as general forest management, MARV, Participatory Forest Management (PFM), Payment for Environmental Services (PES);
- Experience in the evaluation of development assistance programmes and projects, preferably in the climate change area;
- Broad knowledge of climate change mitigation and/or adaptation in Tanzania;
- Broad knowledge of political and economic development in Tanzania and how REDD+ fits in with that;
- Excellent organizational skills;
- Fluent written and spoken English and Kiswahili.

Qualification Requirements for both consultants:

- At least a Masters Degree in a Social Science or other relevant area;
- Min. 10 year's work experience;
- Familiarity with project implementation in complex multi donor-funded projects;
- Fluency in the English language and excellent oral and written communication skills.

The consultants must not have had any involvement in the design or implementation of this programme and have no present affiliation with the UN organisations funding the programme UNDP, or any of the programmes key project stakeholders that would jeopardize their objectivity in relation to the assignment.

Consultants will be contracted by UNDP and remunerated according to UNDPs standard rates for consultants and in line with the level of their experience and expertise. The contract will be output-based and payment issued only upon delivery of satisfactory outputs.

9. Evaluation Principles and Ethics

The evaluation will be conducted in accordance with the principles laid out in UNDP Evaluation Policy <http://www.undp.org/evaluation/> 1 and the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’

<http://www.uneval.org/search/index.jsp?q=ethical+guidelines>.

10. Implementation Arrangements

The Team Leader will report to the UNDP Deputy Country Director (Programme). The UNDP Energy & Environment Team will support the development of the evaluation work plan in consultation with key project partners. The member institutions of the PCMG will serve as the reference group for the evaluation and ensure the monitoring of satisfactory completion of evaluation deliverables. MNRT will provide office space and access to office services such as local transport, internet and printing. Evaluators should provide their own computer and communications equipment.

In consultation with the Evaluation Team Leader and as requested, UN-REDD personnel will make available all relevant documentation and provide contact information to key project partners and stakeholders, and facilitate contact where needed. The team will also assist in organizing any briefing de-briefing meetings including coordination of stakeholders input in the evaluation draft report.

11. Time Frame for the Evaluation Process

The Evaluation is expected to start in July 2011 and have an estimated total duration of 25 working days. The final work plan will be agreed jointly by the Evaluation Team and UNDP upon submission of a draft work plan for discussion.

Indicative Work Requirement Activity	Indicative # days
Orientation to the assignment, initial document review, and preparation/discussion of the Evaluation Plan	2 days
Detailed document review, interviews with key project personnel, stakeholder consultations, preparation of surveys etc.	12 days
Analysis and preparation of draft evaluation findings Debriefings 2 days	5 days
Preparation of Final Evaluation Report, including addressing comments from stakeholders on the first draft	4 days
Total:	25 days

Annex 5: List of REDD Programme Documents

SN	CATEGORY/TITLE OF DOCUMENT	YEAR OF PRODUCED	PRODUCER
	Consultancy Reports		
1.	Report Forest Management Practices Suitable for REDD+ FINAL- FINAL-REPORT	2011	Consultant-Prof. P. K. T. Munishi
2.	REDD+ training manual	2011	CAMCO
3.	Inception report-REGALIA 14	2012	Consultant-Regalia media
4.	Estimating cost elements of REDD+ progress report	2012	Consultancy-UNIQUE <S
	Workshop documents		
5.	Report on REDD+ awareness to eastern zone	2011	W/shop secretariat
6.	Report on REDD+ awareness to TFS-HQ	2011	W/shop secretariat
7.	Report on REDD+ awareness to northern zone	2012	W/shop secretariat
8.	Feedback report-workshop on status of REDD+ initiative-	2011	W/shop secretariat
	Programme documents		
9.	UN-REDD Programme-Tanzania quick start initiative	2008	UN-REDD Secretariat
10.	Tanzania Final Draft UN-REDD National Joint Programme		REDD secretariat
	Committee meetings		
11.	Minutes of the 1st UN-REDD PCMG meeting	2010	Meeting secretariat
12.	Minutes of the 2nd UN-REDD PCMG meeting	2010	Meeting secretariat
13.	Minutes of the 3rd UN-REDD PCMG meeting	2011	Meeting secretariat
	Other documents		
14.	Proposed procurement and training plans	2011	REDD unit
15.	Site visits (LIWALE, AYASANDA & KITULANGALO)	2012	REDD unit
16.	REDD Annual work plans July 2010 to June 2012	2012	PCMG
17.	Measurement, Reporting and Verification for REDD	2011	REDD Unit
18.	MRV for REDD+ Basic Concepts	2011	REDD Unit

Annex 6: Tanzania UN-REDD Joint Programming Monitoring Framework (JPMF)

Tanzania –Country Action						
Expected Outcomes	Expected Outputs	Indicators	Means of Verification	Collection Method	Responsibilities (Lead Agency)	Risk and Assumptions
1. National governance framework and institutional capacities strengthened for REDD						
	1.1 A Policy Framework for REDD is in place.	Agreed Policy Framework exists; REDD Framework incorporated into Policy	Results of Stakeholder engagement; Production of new Forest Policy	Assess Stakeholder Participation Plan; Assessment of new Policy	UNDP	Strong stakeholder participation and technical assistance required
	1.2 Cross-sectoral institutional and individual capacities built to deliver the REDD production chain	Training Programme Produced; Training of Trainers provided	Level of capacity in REDD methodologies increased	Assess training materials; assess level of understanding of trainees	UNDP	Complex training methodologies required; risks of limited understanding
	1.3 FBD has greater capacity to develop and implement the national REDD Strategy in collaboration with other partners	Capacity of FBD to undertake REDD increased	Technical Assistance provided; equipment provided	Assess outputs of Technical Advisor; Inventory of Equipment	UNDP	Technical Advisor operating at sufficient capacity
	1.4 Cost curves for REDD in Tanzania established	Stakeholders understand and produce cost curves methodologies	Group established; cost benefit categories agreed	Assess outputs of cost curves group; assess stakeholder capacity	UNDP	Complex economic training required on cost curves
	1.5. Management oversight for JP provided	Programme management input provided from UNDP	Purchase of equipment. Staff support to team	Materials supplied on time. Person in post	UNDP	Capacity exists to provide this service
2. Increased capacity for capturing REDD elements within National Monitoring, Assessment, Reporting and Verification Systems						
	2.1: A system for REDD information synthesis and sharing established at FBD and linked to NAFOBEDA.	REDD related studies collated and analysed; system created	Clearing house of REDD studies exists	Database of REDD studies; methodologies understood	FAO	Thorough collection and analysis of REDD studies required
	2.2 Training provided to forest staff on monitoring, reporting and verification (MRV)	Training modules developed and delivered	Level of understanding of MARV increased	Assess level of understanding on MARV in trainees	FAO	Precise training methods and training are delivered
	2.3 Forest degradation indices provided for forest landscapes	Forest degradation impacts assessed and equipment available	Impacts of forest degradation incorporated into forest inventories in pilot districts	Assessment of forest inventories; assess equipment in use	FAO	Complex training on forest degradation indices required
	2.4 Mapping of co-benefits (overlay	Availability of	Maps referred to in	Copies of REDD	FAO	Strong coordination

Tanzania –Country Action						
Expected Outcomes	Expected Outputs	Indicators	Means of Verification	Collection Method	Responsibilities (Lead Agency)	Risk and Assumptions
	biodiversity, poverty)	maps of co-benefits and available carbon data	national REDD framework documentation and utilized within capacity building	framework documentation		with the various initiatives for establishing national carbon stocks
3. Improved capacity to manage REDD and provide other forest ecosystem services at district and local levels						
	3.1 Decentralized REDD Governance Framework developed and tested in pilot districts	Participatory process on resource management practices completed	District officials understand and agree on best practices in resource management and governance	Assess capacity of district officials in understanding governance framework	UNDP	Participatory process required in bringing up levels of capacity in district officials
	3.2 Payment distribution system outlined	REDD payment options identified and proposed	REDD Payment distribution scheme exists and is agreed upon	Assess documentation on REDD payment options	UNDP	Strong participation required in identifying payment options
	3.3 REDD payments combined with payments for non-carbon services	Economic values of non-carbon services are understood and incorporated	Payment scheme action plan exists detailing REDD and non carbon services	Assess documentation; challenges and opportunities understood by stakeholders	UNDP	Clear training provided on linking REDD payment scheme with non carbon services
4. Broad based stakeholder support for REDD in Tanzania						
	4.1. Improved awareness of REDD at national level	National awareness raising campaign carried out	Widespread increased awareness of REDD countrywide	Analysis of media, government and NGO responses	UNEP	Effective campaign strategy delivered in practice
	4.2. Broad consensus built with forest communities regarding the REDD Framework	National and regional workshops provided; community opinions gathered	Workshop minutes assessed; information provided on pilot community opinions towards REDD	National, regional and community documentation of consensus building approaches assessed	UNEP	Participation of national regional and community level stakeholders is essential; elite capture avoided

Annex 7: Justification for a second no-cost extension of the UN-REDD Tanzania programme in connection with the availability of NAFORMA data

NAFORMA is currently determining forest stocks and land cover types of Tanzania. The work on determination of the forest cover types is expected to be finalized in May 2012 while that of forest stocks will be ready around September, 2012. Output 2.3 of the UN-REDD Tanzania programme is about providing “Forest degradation indices for forest landscapes”. Among others, this output has the following activities:

- 2.3.3. Assess impact of degradation on carbon storage **across the land cover types** of Tanzania
- 2.3.4. Assess complete **carbon stocks** for **various land cover types**
- 2.3.5. Overlays of impacts of degradation on **forest carbon** added to the forest inventory in pilot districts.

For these activities to be implemented, the **forest stocks** and **land cover types** could have been made available early in advance.

Similarly Output 2.4 which is about “National maps inform delivery of the REDD Framework and strategy” is heavily depending on the availability of NAFORMA Data. This output has the following activities:

- 2.4.1 Develop national maps of **carbon storage** and changes in carbon stocks based on available data collected **from NAFORMA** and other programmes in Tanzania
- 2.4.2 Develop different maps of **biodiversity, poverty and hydrology, Non-timber forest products**, protected areas, population, mammal species, (REDD+ co-benefits) for the entire country
- 2.4.3. Overlay **carbon**, and co-benefits maps and predict future distribution under climate change and development scenarios
- 2.4.4. Provide training and capacity building for **carbon and co-benefit mapping** and related knowledge management systems

It is obvious that a realistic carbon map for Tanzania will heavily depend on the data from NAFORMA. Apart from carbon data, NAFORMA as a multi resource forest inventory will generate not only the biodiversity and other biophysical data but also socio-economic information related to forest use and poverty. This means some data on REDD+ co benefits will also be provided by NAFORMA. It is therefore impractical to produce such maps without the NAFORMA data.

However, NAFORMA will be completed towards the end of 2012. The first no cost extension of UN-REDD programme end in mid 2012. It is therefore suggested to apply for the second no cost extension of the UN-REDD Tanzania programme to allow time for the NAFORMA data to become available.

Annex 8: United Republic of Tanzania; Draft Terms of Reference for the National REDD+ Task Force

BACKGROUND

Climate change is increasingly threatening the natural environment, human health, livelihoods and economic development in Tanzania. It is widely recognised that forest ecosystems are major carbon sinks. Deforestation and forest degradation are among the reported causes of greenhouse gas emissions in developing countries like Tanzania. The Intergovernmental Panel on Climate Change (IPCC) estimations on current global annual anthropogenic carbon emissions due to loss of tropical forest range from 18-20%. Various forest management and conservation practices at local, national and international levels contribute into the efforts towards mitigating and adapting to the global climate change problem.

Tanzania as a Party to the United Nations Framework Convention on Climate Change (UNFCCC), implements various forest related activities for the same. Forest management contributes to the attempts to reduce emissions and storage of CO₂ in mitigating climate change and its associated impacts. Carbon trade is increasingly gaining pace and there is a growing market for forest carbon globally. As a result, a new policy on Reduced Emissions from Deforestation and forest Degradation (REDD) has emerged for countries that are Parties to the UNFCCC concerning crediting carbon emission reductions by reducing rates of deforestation and forest degradation in developing countries.

Series of REDD policy negotiations started since 2005 in Montreal. Major strides were made at COP 13 by adopting decision 2/CP13 in Bali, 2007. This decision calls for countries to develop strategies and implement demonstration projects to reduce emissions from deforestation and forest degradation. Since COP13 several decisions have been made to broaden the concept of REDD to include other forestry related activities (REDD+). REDD+ is a term used to expand the scope of REDD activities beyond avoided deforestation and degradation activities to include conservation of forest carbon stocks, sustainable management of forests and enhancement of forest carbon stocks.

In Tanzania REDD+ policy is taken as an opportunity that will contribute to the efforts towards ecosystem management and poverty reduction through sound forest management. It is in this context, the Government of Tanzania has established and appointed a National REDD+ Task Force to oversee the finalization of a National REDD+ strategy and action plan necessary for implementation of REDD+ related activities.

OBJECTIVES

The National REDD+ Task Force's principle objective is to oversee the process of developing a National REDD+ Strategy, Action Plan and implementation of REDD+ related activities in Tanzania. Specific objectives include:

- i. To participate in the finalization of the National REDD+ Strategy and Action plan, including integration of the Strategy and Action Plan into sector ministries.
- ii. To monitor projects piloting REDD+ in order to check compliance with national legal framework and to monitor progress and relevance to REDD+ policy development
- iii. To draw lessons and best practices from REDD+ related activities at national and international levels.
- iv. To guide the operationalization of pertinent REDD+ implementation arrangements, including carbon accounting and REDD+ financial arrangements.
- v. To play an advisory role to the Government of the United Republic of Tanzania regarding REDD+ coordination, planning, implementation and policy issues.
- vi. To ensure coordination of all REDD+ activities in Tanzania on behalf of the Government of the United Republic of Tanzania, including bilateral and Multi-lateral initiatives.

MEMBERSHIP

The membership of the National REDD+ Task Force will be determined by relevant expertise in addressing key REDD+ thematic areas. The composition of the National REDD Task Force will be guided by the Division of Environment to include members from the following sectors/institutions;

1. Vice President's Office (VPO)
2. Ministry of Natural Resource and Tourism
3. Prime Minister's Office Regional Administration and Local Government (PMO-RALG)
4. Ministry of Finance
5. Ministry of Energy and Minerals
6. Ministry of Agriculture, Food Security and Cooperatives
7. Ministry of Lands, Housing and Human Settlement Development
8. Department of Environment-Zanzibar
9. Department of Forestry and Non-Renewable Natural Resources-Zanzibar
10. Community Development, Gender and Children
11. Civil Society Organizations (CSOs)

Revision of the NRTF members will depend on the circumstances, performance and needs. Moreover, retention of sufficient institutional memory and continuity will be considered in the revision process. Members will be nominated by their respective Permanent /Principal Secretaries of sector ministries, and for CSOs a member will be nominated through CSO fora. Nomination of the National REDD Task Force members will take into consideration gender representation.

EXPECTED OUTPUTS/OUTCOMES

- i. The National REDD+ Strategy and Action Plan developed and shared;
- ii. The Strategy and Action Plan Integrated into sector ministries;
- iii. Outcomes from piloted activities documented and disseminated;
- iv. Lessons learnt and best practices packaged and shared in various national and international fora;
- v. Awareness on REDD+ initiative to all stakeholders including, local communities, local government, policy and decision makers raised;
- vi. A framework for coordination of all REDD+ activities in the country developed and operational.

MODALITIES OF WORK

- i. The Task Force will be reporting directly to the Director of Environment for onward submission to the committee of ministers (Environment, PMO-RALG and Natural Resources and Tourism).
- ii. Members of the National REDD Task Force will be required to actively participate and make presentations in Task Force meetings, working sessions, conferences, consultations, monitoring sessions, training sessions, national and international study tours.
- iii. Members of the National REDD Task Force are expected to share experience gained and provide relevant reports to the National REDD+ Secretariat for record purposes.
- iv. In the absence of the permanent member, an alternate member should be available for NRTF session. The Permanent Member will be required to provide updates of on-going activities and responsibilities to the Alternate Member for continuity. The Alternate Member should provide feedback and updates to the Permanent Member

SPECIFIC ACTIVITIES FOR THE CHAIRPERSON

- i. The National REDD+ Task Force Chairperson will lead and chair all the Task Force Meetings/working sessions/stakeholder meetings. In the absence or convenience of the chairperson, the chairperson will be responsible to appoint a member to act on his/her behalf.
- ii. The National REDD+ Task Force Chairperson will be responsible to make all decisions regarding REDD+ activities, in formal consultation with other National REDD+ Task Force members.
- iii. The National REDD+ Task Force Chairperson will report directly to the Permanent Secretary–VPO; Climate change steering and technical committees on progress of REDD+ activities conducted in the country.
- iv. The National REDD+ Task Force Chairperson will liase with the National REDD+ Secretariat on key deliberations made by the National REDD+ Task Force.

TIME FRAME

The National REDD Task Force is an interim arrangement which will eventually be replaced by more permanent structures. The current arrangement will exist within the project life span (October 2011-September 2013), until further notes is provided by the government of the United Republic of Tanzania.

Annex 9: United Republic of Tanzania; Draft Terms of Reference for REDD+ Technical Working Groups (TWGs)

1. Background

REDD Project Two aims at elevating and broadening ownership of the REDD+ Development process. The establishment of REDD+ Technical Working Groups (TWGs) that will work under the National REDD+ Task Force is one of the mechanisms to strengthening the ownership of REDD development processes. Some of the key REDD development processes potential for the engagement of TWGs are Strategy finalisation and development of the strategy action plan.

TWGs are expected to facilitate harmonization of sector policies in terms of possible synergies and conflicts with REDD+ policy in all levels including district and sectoral policy and planning documentation. The groups will also work to develop REDD+ related policy briefs in preparation for integrating of relevant issues in respective sectoral ministries.

The inclusion of TWGs in REDD processes also ensures the integration of REDD+ issues in various sector ministries, academicians, Civil Society Organizations (CSOs) and private partners. These groups are expected to provide technical inputs in five key areas of REDD policy: Legal, Governance and Safeguards, Monitoring, Reporting and Verification (MRV), Financial Mechanism (REDD+ Fund), Energy drivers, and Agriculture Drivers.

Broadening of the key players of REDD development processes further considered that many of the most important drivers of deforestation and forest degradation originate outside the forestry sector, which implies the need for actions from other sectors outside the forest sector to achieve REDD+ goals. Thus, it is important that broader issues in agriculture, food security and climate change adaptation need to be considered for effective development of REDD policy and implementation.

2. Goal

The goal of establishing the REDD+ Technical Working Groups (TWGs) is to ensure their active role in developing the National REDD+ Strategy and Action Plan, and effective participation in implementation of REDD+ activities within the respective sectors.

3. Specific objective of the TWGs

The objective of the TWGs is to put in place a consolidated and effective National REDD+ Strategy and Action Plan that takes on board inputs from relevant sectors that will enhance collaboration and commitments during implementation of the activities and set a sound mechanism for engagement indicating how REDD+ activities identified will be integrated in relevant institutions.

4. Composition

Each REDD+ Technical Working Group will comprise of representatives from the Key Government Ministries, NGOs/CSOs, academic institutions and Private Sectors. It is expected that the group will comprise of 5-7 members and considers gender balance. A group may also co-opt members if need arises.

5. Modalities of Work

The REDD+ Technical Working Groups will work as follows:-

- i. Each Technical Working Group will be chaired by a chairman and secretary chosen from within the group.

- ii. They will conduct regular quarterly meetings in form of working sessions to discuss and deliberate on REDD+ activities on such specific areas each group is working on. the group will also have adhoc meeting if need arises
- iii. They will be actively involved in developing action plan for the National REDD+ Strategy
- iv. They will have a role of reporting to the National REDD+ Task Force/Secretariat on the progress regarding their work so that their contribution is incorporated into the national REDD+ strategy, action plan and the implementation of REDD+ activities. They will be responsible for ensuring that relevant REDD+ issues are integrated in their respective institutions for sustainability of REDD+ related activities.
- v. Play active role in policy issues related to REDD+ activities.
- vi. To actively participate in decision making on technical issues regarding REDD+ initiative in Tanzania.
- vii. The functions of the TWG will be facilitated by the secretariat of the NRTF

6. Activities

The proposed activities for the REDD+ TWG include the following:

- i. To develop a National REDD+ Strategy and the Action plan that takes on-board inputs from relevant sectors,
- ii. To develop a mechanism on how REDD+ activities identified in the action plan will be addressed or integrated by relevant institutions.
- iii. To undertake institutional mapping of REDD+ stakeholders
- iv. Specific activities for each working group are provided in the annex
- v. To assist in identification of policy conflicts & synergies in respective fields that should be addressed by the National REDD+ Strategy, and also to be taken on board when preparing Action Plan.

7. Time Frame

The TWG will work for period of Two Years from 2011-2013 with possibility of extension.

8. Expected Deliverables

- i. A consolidated National REDD+ Strategy and the Action plan that takes on-board inputs from stakeholders,
- ii. A Mechanism on how REDD+ activities identified in the action plan will be addressed or integrated by various institutions.

9. Focus of the Proposed REDD+ Technical Working Groups

Proposed TWGs	Focus of the TWGs
<p>Legal, Governance and Safeguards</p>	<ul style="list-style-type: none"> • Ensure that legal, governance and safeguard issues in the national REDD+ strategy document are adequately presented • Take up issues of policy, governance and legal nature arising in REDD+ pilot projects in Tanzania and provide advice to the NRTF and its Secretariat for consideration • Work with NRTF and Secretariat to develop specific ToR for TWGS which will guide them in the operation • Assist NRTF and Secretariat to review proposals submitted for Social and Environmental Safeguard processes for REDD+, and review reports that will be submitted • Assist NRTF and Secretariat to ensure compliance of REDD+ project on matters related to legal, governance and safeguards aspects
<p>Monitoring, Reporting and Verification (MRV)</p>	<ul style="list-style-type: none"> • Ensure MRV issues are adequately addressed in the strategy • Work with NCMC, UN-REDD and NAFORMA/ZAFORMA to deliberate on MRV approaches that will be used at national and sub-national level for the purpose of complimentarily • Work with NCMC, UN-REDD and NAFORMA/ZAFORMA to establish components of MRV system • Coordinate MRV activities in the country in order to harmonize the approaches • Work with NRTF and Secretariat to develop specific ToR for TWGS which will guide them in the operation
<p>Financial Mechanism (REDD Fund)</p>	<ul style="list-style-type: none"> • Provide guidance on process that is required to establish the national REDD+ Fund • Work with NRTF and Secretariat to develop ToR for the consultancy to prepare a REDD+ Fund proposal • Assist in sharing the national REDD+ strategy development including the national REDD+ Fund to the higher levels including the Ministry of Finance for political support • Work with NRTF and Secretariat to develop specific ToR for TWGS which will guide them in the operation • Explore other REDD Financing Options
<p>Energy drivers</p>	<ul style="list-style-type: none"> • Reviewing the national REDD+ draft strategy to see the extent to which issues of energy are covered and provide inputs to enrich the strategy • Developing practical action plan that can easily be accommodated by the respective Institutions • To work with NRTF and Secretariat to sensitize relevant ministries/institutions to implement the proposed activities • Work with NRTF and Secretariat to develop specific ToR for TWGS which will guide the group in the operation
<p>Agriculture drivers</p>	<ul style="list-style-type: none"> • To help NRTF in reviewing the national REDD+ draft strategy to see the extent of which issues of agriculture drivers are covered and provide additional inputs to enrich the strategy • Contribute in developing practical action plan that can be easily be accommodated by the respective ministry • Work with NRTF and Secretariat to develop specific ToR for TWGS which will guide them in the operation

		<ul style="list-style-type: none"> • To help NRTF to identify associated actors to enhance the implementation of planned activities • To incorporate Agricultural task force groups at a T/Mainland and Zanzibar Strategies to suit to the program.
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Annex 1. Criteria to become a member of TWG

Members will be appointed by their respective institutions based on the following criteria.

- i. The appointee should be well versed on REDD+ issues
- ii. The appointee should be a permanent employee of the said institution
- iii. The appointee should have relevant expertise and experience in the respective working group
- iv. The appointee should come from the relevant institution e.g. Environment, agriculture etc.
- v. The appointee should represent the institution and not an individual