

EVALUATION

EVALUATION OF THE AGRICULTURE, RURAL DEVELOPMENT AND FOREST SECTOR PROGRAMMES IN AFRICA

Country Report: TANZANIA

(Final version)

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Acronyms and Abbreviations

ACT	Agricultural Council of Tanzania
AfDB	African Development Bank
AFF	Agriculture, Forestry and Fisheries
AGRA	Alliance for a Green Revolution in Africa
AKDN	Aga Khan Foundation
ALI	Department for Africa and the Middle East of MFA
ARD	Agriculture, Rural Development
ARDF	Agriculture, Rural Development and Forestry
ASDP	Agriculture Sector Development Program
BRN	Big Results Now
CA	Conservation agriculture
CBFM	Community based forest management
CC	Climate change
CCO	Cross-cutting objective
CFU	Conservation Farming Unit
CGIAR	Consultative Group on International Agricultural Research
CHIESA	Climate Change Impacts on Ecosystem Services and Food Security in Eastern Africa
CoC	Chain of Custody
CPF	Country Programming Framework
CS	Country strategy
CSO	Civil Society Organisation
CTA	Chief Technical Advisor
CUSP	Coordination Unit Support Project
DESEMP	District Economic and Social Empowerment Programme
DP	Development Partner
E&S	Environmental and social
EQ	Evaluation Question
ERET	External evaluation and review team
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FAV	Finnish added value
FDI	Foreign direct investment
FDT	Forest Development Trust
FELM	Finnish Evangelic-Lutheran Mission
FFF	Forest and Farm Facility
FLC	Fund for Local Cooperation
FLEGT	Forest Law Enforcement, Governance and Trade
FORVAC	Forestry and Value Chains Development Programme
FSC	Forest Stewardship Council
FWITC	Forestry and Wood Industries Training Centre
GBS	General budget support
GDP	Gross Domestic Product
GEF	Global Environment Facility
GoF	Government of Finland
GoT	Government of Tanzania
GRAS	Green Resources AS
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome

HR	Human resources
HRBA	Human Rights Based Approach
ICI	Institutional Cooperation Instrument
icipce	International Centre of Insect Physiology and Ecology
IFAD	International Fund for Agricultural Development
INDC	Intended Nationally Determined Contribution
INGO	International Non- Governmental Organisation
ISP	Institutional support project
KVTC	Kilombero Valley Teak Company
LIMAS	Lindi and Mtwara Agribusiness Support
LUKE	Natural Resources Institute Finland
MCDI	Mpingo Conservation & Development Initiative
MDG	Millennium Development Goals
MEA	Multilateral environmental agreement
MFA	Ministry for Foreign Affairs
MICCA	Making agriculture part of the solution to climate change – Building capacities for Agriculture Mitigation
MICCA	Mitigation of Climate Change in Agriculture
MJUMITA	Mtandao wa Jamii wa Usimamizi wa Misitu or the Tanzania Community Forest Network
MiFin	Ministry of Finance
MKUKUTA	National Strategy for Growth and Reduction of Poverty
MNRT	Ministry of Natural Resources and Tourism
MPM	Mufindi Paper Mills
MSME	Micro, Small and Medium Scale Enterprises
MTE	Mid-Term Evaluation
MTR	Mid-Term Review
NAFORMA	National Forest Resources Monitoring and Assessment
NCMC	National Carbon Monitoring Centre
NFBKPII	National Forestry and Beekeeping Programme Phase II
NFC	New Forest Company
NFP	National Forest Policy
NGO	Non-Government Organisation
ODA	Official development assistance
PFCTP	Private Forestry and Carbon Trading Project
PFP	Private Forestry Programme
PMO	Prime Minister's Office
PPP	Public Private Partnership
RALG	Regional Administration and Local Government
REDD+	Reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries
RIPS	Rural Integrated Project Support
SAGCOT	Southern Agricultural Growth Corridor of Tanzania
SC	Steering Committee
SDG	Sustainable Development Goal
SFBM	Sustainable forest and beekeeping management
SH	Southern Highlands
SME	Small and medium-sized enterprises
SUA	Sokoine University of Agriculture
SUMAFOVA	Sustainable Management of Forests and Value Chain Development Programme
SVB	Supervisory Board
SWAp	Sector-Wide Approach
TA	Technical Assistance
TAFSIP	Tanzania Agriculture and Food Security Investment Plan

TANWAT	Tanganyika Wattle Company
TCCIA	Tanzania Chamber of Commerce, Industry and Agriculture
TFCG	Tanzania Forest Conservation Group
TFS	Tanzania Forest Service
TGA	Tree Growers Association
TTGAU	Tanzania Tree Growers' Association Union
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
USD	United States Dollars
VC	Value Chain
VCA	Value Chain Approach
VETA	Vocational Education and Training Authority
VICOBA	Village Community Bank
VLFR	Village Land Forest Reserve
VLUP	Village Land Use Plan
VNRC	Village Natural Resources Committee
WB	World Bank
WFP	World Food Programme

Key Findings, Conclusions and Recommendations

Findings	Conclusions	Recommendations
<p>EQ 1: How can Finnish co-operation efforts best contribute to the achievement of the SDGs - as well as other relevant international agreements - through ARDF sectors making optimal use of its comparative advantages?</p>		
<p>Finding 1. Being designed before the SDGs were defined, the three sample programmes in Tanzania contributed directly to only a few SDG targets, including the ending of poverty and protection of natural resources.</p> <p>Finding 2. Finland’s support to Tanzanian forestry sector has drawn on Finnish experience and expertise that are internationally recognised. However, many of the Finnish strengths in forestry are specific to Finland. Their application in different ecological, economic, social, and politico-administrative context should be addressed with flexibility and preparedness to adapt to local conditions.</p> <p>Finding 3. Use of Finnish comparative advantages was not a decisive factor in LIMAS strategy. The programme undertook a number of activities in the spirit of its slogan “Searching for Business Opportunities”. It endeavoured to respond to locally important needs and priorities in a region where there is a long history of Finnish development cooperation.</p> <p>Finding 4. One of the future challenges relates to a realistic building of nexuses between the SDGs in programme implementation. Relevant nexuses that have partly been addressed by the programmes include those of forest-food-climate, forest-energy-climate, and farming-water-climate. It seems that there is a growing need for project level applications of the nexus approach.</p>	<p>Conclusion 1. With a closer synchronisation with the SDGs, Finland’s forestry support provides encouraging lessons and models for the future and broader application. In agriculture and rural development, the strength of Finnish support has been based on orientation on local needs through partnerships, rather than application of Finnish expertise. (This conclusion is based on Context 21, Context 22, Finding 1, Finding 2 and Finding 3 and is a basis for Recommendation).</p> <p>Conclusion 2. The challenge remains for the MFA on how to design and implement an effective intervention with a wider development framework, such as the landscape approach. The more the programmes would adopt SDG targets and indicators, the more demanding the multi-sectorial set-up is likely to become.</p>	<p>Recommendation 1. In supporting ARDF in Tanzania, the preparatory processes of the interventions should ensure that the use of Finnish strengths and comparative advantages are appropriately adapted to the local contexts, to respond adequately to their needs and priorities.</p> <p>Recommendation 2. Programme objectives need to have explicit connections to wider development agendas, such as the SDGs. The preparatory processes should include a nexus assessment, to make sure that the programmes address crucial inter-linkages in a suitable way.</p>

EQ 2: Under what conditions can a value chain approach increase finance and investment in sustainable forestry and agriculture - while benefiting final beneficiaries in a sustainable way?

Finding 5. Many development partners, including the three sample projects, have applied value chain approach in the support to ARDF. VCA has had a number of practical adaptations, albeit with varying degrees of success, due to challenges in the needed conditions, such as the enabling environment and support services.

Finding 10. Evidence from the sample projects point out that a number of prerequisites is needed for VCA to be a successful strategy. Farmers need to have at least a basic level of assets and external conditions need to be in place, including an enabling environment and functional support services (see Context 4).

Finding 11. Cashew nut cultivation, an important economic activity in LIMAS area, is an example of the importance of the enabling environment through public policies may have on a value chain.

Finding 12. PFP operates in the Southern Highlands, where some of the conditions required for dynamic VCs exist. These include favourable ecological and market-driven conditions for tree growing, that feed the increasing demand for wood products in Tanzania.

Finding 6. To a certain extent, CBFM is an adaptation of the VCA to local conditions, where forestry is characterized by communal ownership and resource-poor households. While CBFM frequently is relevant to local needs, there is little evidence it would help to draw finance and investment in forestry.

Finding 7. Moving higher up in the value chain also increases the need of skills (e.g. negotiation with clients), which the communities in many cases do not yet have. Therefore, the completion report of NFBKP II did not recommend communities to invest in their own sawmills (NFBKP II, 2016).

Finding 8. Honey value chain was not successful in LIMAS, because (1) low competitive advantage due to long distances to the markets, (2) technical skills required to manage honey production, (3) lack of processing facilities in Liwale, which could have stimulated the local market, and (4) reluctance of the local government to move forward the initiative of a processing facility.

Finding 9. LIMAS' support to 20 private enterprises and one non-profit organisation (21 entities in total) was partially successful. Four of the seven

Conclusion 3. Under favourable conditions, a value chain support can be effective even with relatively modest resources, if enabling conditions and support services exist. Poor rural households draw on a combination of livelihoods, whereas VCA interventions tend to focus only on part of the, such selected agricultural crops, non-farm activities, or tree growing. The main role of the projects should be that of a broker, facilitating connections and interactions between autonomous value chain actors. (This conclusion is based on Context 24, Finding 5, Finding 10, Finding 11 and Finding 12 and is the basis for Recommendation).

Conclusion 4. In difficult operating environments and within a time span of a bilateral programme, large national or multinational companies have better chances of survival and better prospects for tangible results than small entities. As value chains grow, the question of their control and benefit sharing becomes central and would needs to be addressed.

Recommendation 3. When envisioning new support to ARDF, MFA should pay particular attention to the identification and preparation phases of new interventions, so that an overall strategic approach, suitable to the operating environment, is selected.

Recommendation 4. Identification of activities to support a value chain needs to be based on special expertise and experience. By definition the private sector actors, both primary producers and enterprises, are autonomous decision makers. The strategy of VC support project must be based on the understanding that their decisions can be influenced only if a project has an in-depth understanding of their key characteristics and decision-making criteria.

<p>entities in the interview sample still continue running a business in the programme area but mostly with a different concept than what was initially planned. National and international companies seem to have had better chances of success in LIMAS programme area compared to local enterprises.</p> <p>Finding 13. Private enterprises operate with and without public or DP support. These include large-scale forest companies in which Finnfund has invested.</p> <p>Finding 14. PFP has supported tree-growers associations, which have the objective of collectively entering forest value chains in other stages than just individual round wood suppliers, and thus capture a share of the added value in downstream stages. So far, they have not had resources and skills to enter forest related businesses to a significant degree. After years of growing and taking care of the trees, the weakly organised tree growers provide the raw material but receive only a fraction of the final selling price.</p>		
<p>EQ 3: How can cross-cutting objectives and HRBA be successfully integrated and implemented in such a way that they support achievement of the Finnish development cooperation objectives and objectives of the ARDF interventions?</p>		
<p>Finding 15. Finnish development policies define an adequate framework for addressing cross-cutting objectives and human rights. However, the guidance seems not yet sufficiently specific and tangible for adopting respective principles at the operational level. Economic empowerment of communities and their organisations may be an avenue to strengthen their rights.</p> <p>Finding 16. MFA Country Strategy for Development Cooperation with Tanzania 2014–2017 defined that human rights will have a stronger focus in the partnership, in comparison with the past operations. Subsequently, the projects emphasized HRBA and can be classified at least as human rights progressive. However, the operationalization of HRBA has been challenging in business-oriented programmes, such as LIMAS and PFP (see Context 15).</p> <p>Finding 17. Among the activities supported by PFP, TTGAU and its network of TGAs has a large and increasing rural outreach that can be utilised to foster broader inclusive rural development. Industry associations can similarly be developed to promote broad inclusive development.</p> <p>Finding 18. The sample projects are actively promoting the participation of women in their operations, which include many activities traditionally dominated</p>	<p>Conclusion 5. Overall, Finnish support to ARDF in Tanzania has adequately considered CCOs and the HRBA, both in planning (according to relevant, if existing, guidelines) and implementation. The assessed projects have performed reasonably well in strengthening human rights and gender equality, thus contributing to Finland’s development objectives. Economic empowerment of communities and operational guidelines are likely to strengthen CCO and HRBA implementation in future. (This conclusion is based on Context 15, Context 20, Finding 15, Finding 16, Finding 17, Finding 18, Finding 19 and Finding 20 and is the basis for Recommendation).</p>	<p>Recommendation 5. Based on operational guidelines, ARDF interventions should dedicate time and resources to understand the local systems and regulatory frameworks related to CCOs and human rights to prepare safeguards in case adverse effects may take place. Regardless of the size of private entities to be supported, MFA should ensure that environmental and social considerations are documented, and when no EIA or E&S action plan is applied, the justifications should be readily available in the reports.</p>

<p>by men.</p> <p>Finding 19. LIMAS and NFBKPII are in line with DPP guidance on CCOs with regard to HIV/AIDS.</p> <p>Finding 20. Environmental issues have been at the core of the three projects, which is logical since they all focus on sustainable use of natural resources in ecologically demanding environments. Their overall environmental record is positive, although there are some signs that when economic and environmental interests are divergent, the former prevail.</p>		
<p>EQ 4: What are key success factors for achievement of 'reduced poverty and inequality', in particular in terms of benefits for women, vulnerable groups, and small and medium-size farmers?</p>		
<p>Finding 21. Strengthening poor households' economies in a sustainable way would require systematic monitoring and measuring of poverty and inequality. Not all of this has been in place in Finnish ARDF support to Tanzania.</p> <p>Finding 22. Reduction of poverty and inequalities have been a central element in the rationale of all projects. Some of them carried out inclusive activities directed to worse-off communities and individuals. Their main approaches, however, were based on assumption that strengthening businesses and economic activities of private actors will trickle down benefits to the poor.</p> <p>Finding 23. A value chain approach may not be the most effective way to reduce poverty in all circumstances.</p> <p>Finding 24. It is unlikely that LIMAS has made any significant contribution to household poverty reduction. External factors have probably contributed more to the increased income of the households.</p> <p>Finding 22. Reduction of poverty and inequalities have been a central element in the rationale of all projects. Some of them carried out inclusive activities directed to worse-off communities and individuals. Their main approaches, however, were based on assumption that strengthening businesses and economic activities of private actors will trickle down benefits to the poor.</p> <p>Finding 25. Both LIMAS and NFBKP II had adopted a relatively inclusive approach considering that value chain projects are often carried out among better-off populations and individuals.</p>	<p>Conclusion 6. A pro-poor approach is not always compatible with the value chain approach. To reach the poorest and vulnerable segments of a community, specific support measures and activities, including monitoring, might need to be designed that correspond with the resources and capacities of these groups.</p> <p>Conclusion 7. The success factors for effective poverty reduction include the understanding of the role and rationale of the private sector in ARDF. External factors, as well as autonomously behaving private actors, are not always conducive to the enforcement of public development policies.</p>	<p>Recommendation 6. When defining strategies for ARDF interventions, the MFA should consider that, in spite of its undeniable advantages, the value chain approach is not always the most effective strategy for poverty reduction.</p> <p>Recommendation 7. When supporting inclusive land investments, the starting point should be in strengthening access to land by rural communities and households, as well as the respect to their land rights. MFA should include more analysis, risk assessments and resources regarding challenges related to land tenure and accessibility issues in private sector engagement programmes.</p>

EQ. 5: How can investment in sustainable land use and land management be made inclusive of smallholder and community needs while being attractive to responsible investors at the same time?		
<p>Finding 26. LIMAS, NFBKP II, and PFP did not attract any direct external investments related to land use and thus provide very little evidence on how investment in sustainable land use and land management can be made inclusive of smallholder and community needs. Several stakeholder and studies stress the importance of access to land by local communities and their self-management of ensuing economic activities.</p> <p>Finding 27. Land tenure and resource rights lay the foundation for the projects. A fundamental condition for the villages to be able to commercialise timber from their forests is the tenure and resource rights.</p> <p>Finding 28. Opportunities for advancing inclusiveness include supporting the diversification of market outlets for smallholders, ensuring that entry into contractual schemes is voluntary, and improving labour conditions for seasonal workers, including on commercial scale out-grower farms.</p>	<p>Conclusion 8. Without a robust and enforced policy and regulatory framework, which ensures communities' rights and access to land, likelihood of inclusive investment in land remain weak.</p>	<p>Recommendation 8. In ARDF, the MFA should avoid stand-alone programmes, and ensure that the support is well embedded in a sustainable national or regional institutional framework. In the same vein, support in the same geographical area and within the same institutional framework should not automatically be perpetuated, but should be critically analysed at the end of each project phase, keeping all the options open. The interventions should be designed in a manner that they identify the private sector partners in the design phase, not only during the implementation.</p>
EQ 6: Which implementation approaches are most appropriate - in terms of scale, modality, instrument, channel and/or implementing organisations in future?		
<p>Finding 29. The sample programmes are tendered bilateral projects, in which technical assistance plays a key role, especially in PFP. Each has a locally adapted implementation approach that has produced results with relatively satisfactory effectiveness. Many of their challenges are inherent to the project approach that has limited tools for tackling the broad-based problems, such as poverty and climate change. It is likely that in future the need for more holistic modalities will increase.</p> <p>Finding 30. All projects have faced challenges in their operating environment and management. These have affected their relevance, effectiveness and sustainability.</p> <p>Finding 32. Between the sample projects, there are important variations in assigned resources. It is likely that this partly explains the differences in their effectiveness. The more resources a project had, the more likely it was to produce results. Modest results of some sample projects are in part explained by scarce resources assigned to it.</p> <p>Finding 34. NORAD's portfolio in Tanzania includes a diversity of</p>	<p>Conclusion 9. Finland's support to ARDF has (perhaps too much) focused on tendered bilateral and stand-alone projects. Combined with important variations in assigned resources, this has rather limited their effectiveness overall. More diversity, combined with a proactive role of the private sector, would have strengthened the likelihood of achievement of the outcomes defined in the Pillar 4. (This conclusion is based on Finding 29, Finding 30, Finding 32, Finding 34 finding 29, 30, 32, and 34, and is the basis for Recommendation 8 and Recommendation 9).</p> <p>Conclusion 10. Major research programmes and ICI projects have produced relevant research results, but the links with</p>	<p>Recommendation 9. The mix of modalities in supporting ARDF should be wider and more innovative than what it has been in the studied sample projects. Conventional TA driven bilateral projects have been tested sufficiently many times to know that they have significant limitations in increasingly complex and multi-dimensional contexts.</p>

<p>interventions within the ARDF sector and the number of partners and co-sponsors. This contrasts with the ARDF evaluation sample in Tanzania, which consists of conventional bilateral projects, with Finland as the sole funder. A set of more diversified implementation approaches could be a consideration for MFA's future ARDF portfolio.</p> <p>Finding 31. Finland's involvement in Tanzania's forestry sector has included bilateral and CSO programmes, work with UN organisations, ICI projects, and Finnfund investments. At the same time, consultations prior to the formulation of the Country Strategies have not been systematic, which has led to a situation that different aid modalities operate largely in isolation from each other.</p> <p>Finding 33. In addition to bilateral tendered projects, MFA has used other instruments to channel its support to ARDF in Tanzania. While they have effective in producing expected results, their links to MFA's overall ARDF strategy has not been as close as those of the bilateral projects. Future strategies may call for their closer strategic integration.</p>	<p>development outcomes have remained unclear. While ARDF development has a constant need of research results, their practical and timely applicability should be better ensured.</p>	
<p>EQ 7: What type of monitoring and evaluation system is most appropriate for outcome monitoring of Finnish projects in the context of wider support for achievement of SDGs?</p>		
<p>Finding 35. While the definition and use of outcome-level indicators have been adequate in the assessed projects, their M&E systems have been geared mainly to project-specific uses. The lack of linkages and synchronization with broader M&E frameworks, such as national institutionalized systems, MFA results frameworks, and SDGs has significantly reduced their usefulness at the strategic and portfolio level.</p> <p>Finding 36. The programmes included in the study had issues with low evaluability. Grass-roots level action, complex operating environments, extensive geographical areas and large numbers of people involved increased the cost of external outcome and impact level evaluations. In combination with low resources assigned to M&E purposes, this may have contributed to a tendency to focus on monitoring activities and outputs instead of results.</p> <p>Finding 37. For the past two years, ERET recommended PFP to formalize and systematize the M&E system and prepare the M&E framework to guide the programme on the required M&E activities and responsibilities. According to PFP management efforts have been made but according to management the limited human resources have been too busy with other priorities. Also, regarding the recommended development and facilitation of a participatory M&E system for</p>	<p>Conclusion 11. All sample projects have their own M&E system, although in some cases, such as PFP, it has required time and considerable efforts to make it functional. While the projects are aware of the importance of results-based monitoring, there is a perceptible tendency to focus on activities and outputs. In every project, the linkages to wider M&E frameworks were weak, including national ones or MDGs. The importance of synchronisation with SDG indicators and MFA's results framework has become obvious, but these did not exist at the time the projects were designed.</p>	<p>Recommendation 10. Project M&E systems should be more closely integrated into Tanzanian M&E frameworks, MFA results framework, and SDG targets and indicators.</p>

TGAs, no action was taken due to “lack of time”.		
EQ 8: How have the lessons learned from the donors/development partners and development organizations been taken into account or implemented at project level and what kind of approaches do the organizations have for future challenges in the sector?		
<p>Finding 38. In their preparatory processes, the projects have undergone extensive consultations with a number of stakeholders, including other development partners and organisations, although their dynamics are not always known by a wider group of stakeholders. During implementation, exchanges have continued but less systematically, and with a focus in specific activities. This results mainly from the adopted implementation approach of bilateral projects, where Finland is the sole funder and structures to systematic peer learning do not exist.</p> <p>Finding 39. Flexible and rapid networking belongs to the toolbox of an effective project. The programmes have interacted reasonably well with other relevant actors to learn lessons from them. Some projects have effectively drawn on the experiences from comparable programmes outside their area of operations.</p> <p>Finding 40. While the role of coordination and alignment mechanisms has decreased from what it was 10-15 years ago, Finland is still an active player in those mechanisms that exist in the Tanzanian forestry sector. Regarding the role of the government, there are signs of a stronger ownership of development aid, although this is sometimes manifested in ways that the DPs are not used to. The projects have been skilful in creating local partnerships.</p>	<p>Conclusion 12. While donor groups exist in forestry & NR, the DP collaboration has regressed from the heyday of aid effectiveness. Strengthened DP coordination, with government involvement, is likely to be beneficial to all concerned parties. DP coordination at district level should be stronger.</p>	<p>Recommendation 11. Although the aid effectiveness process has reverted during the last decade, MFA’s ARDF portfolio in Tanzania should have a strategy to enhance ownership, collaboration, harmonisation, and alignment among the DPs and with the government. The MFA country strategy should include an updated aid effectiveness strategy.</p>
EQ 9: How can ‘Finnish added value’ in the ARDF sector be realised (e.g. through access to Finnish markets and expertise or to Finland’s experience in creating a favourable business environment)?		
<p>Finding 41. The evaluation came across little evidence on realisation of Finnish added value, neither in the sample projects, nor in interviews. This may be due to the vagueness of the term and that it is not very high on the development agenda. The projects, especially in forestry, have made extensive use of Finnish expertise. In some cases, such as PFP, programme activities have been a catalyst for Finnish businesses in Tanzania. In principle, access to Finnish markets could be promoted through strengthening respective companies in the supported value chains, but none of the projects has come to that stage.</p> <p>Finding 42. Focus in Finnish added value may reduce the number of relevant</p>	<p>Conclusion 13. In most cases, the beneficiaries and stakeholders in the partner countries do not think in terms of added value from Finland or any other donor country. Good projects are appreciated and poor ones criticized, regardless of the origin of the resources. Bilateral ODA interventions funded by MFA are not a very effective way for promoting Finnish business interests. It is likely that Finnish businesses would benefit</p>	<p>Recommendation 12. Finnish added value should not be applied as a decisive criterion when making strategic choices about the Finnish support to ARDF in Tanzania.</p>

<p>choices for MFA in supporting ARD. As a relatively small donor, MFA is likely to achieve more and better results in joint operations with other development partners, instead of concentrating in its separate identity and visibility. This may be an adequate way to materialize Finnish added value.</p>	<p>more from tools designed for their particular purposes.</p>	
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1 Introduction

1.1 Purpose and scope of the report

This report is one of the products of the Evaluation of the Agriculture, Rural Development and Forest (ARDF) Sector programmes in Africa, supported by the Ministry for Foreign Affairs of Finland (MFA). The evaluation is based primarily on eight elected bilateral ARDF programmes, implemented in Ethiopia, Kenya, Tanzania, Zambia, and Mozambique over the period from 2009 to 2018.

This document covers the work that the evaluation team has carried out in Tanzania, combining results of the desk study and a field mission. Similar country-specific reports are prepared regarding Ethiopia, Kenya, Mozambique and Zambia, and together they contribute to the main report of the evaluation.

The main rationale of the evaluation is to provide MFA with objective information about the relevance and effectiveness of its cooperation in the ARDF sector in future context. The MFA is seeking more effective approaches for implementing Finland's development policy priorities. The evaluation is therefore forward-looking and contributes to improving the effectiveness and relevance of Finland's support through different aid modalities, including the multilateral and bilateral cooperation between Finland and its partner countries. For the preparation of the future ARDF support strategy, this report provides ample material. With the context analysis and the EQ findings combined, it is possible to draw relevant conclusions for the strategy preparatory process, to which the conclusions of the evaluation contribute.

The ARDF evaluation will not summarise the mid-term evaluations, programme completion reports or previous thematic evaluations (such as the 2010 Forest Sector Evaluation), nor be conducted as a final evaluation of the projects and programmes or evaluate the performance of the partner organisations or other collaborators. Instead, the purpose is to learn from the past and look forward on how to improve the programme design, effectiveness, relevance and sustainability, and align with the 2030 Agenda for Sustainable Development. The objective of the evaluation is to identify relevant and effective approaches, methodologies, instruments in the ARDF sectors' interventions to support the implementation of current programmes and the planning of possible future cooperation in the ARD and forest sector.

While the evaluation focuses on ARDF programmes of MFA/ALI, the overall MFA support to the sector is much wider and fragmented. It includes projects of Finnish NGOs, multilateral arrangements, support to INGOs, aid for trade, contributions to international research centres, etc. Although these aid modalities are not in the central focus of the exercise, they may have a role to play when the evaluation proceeds to developing new approaches and concluding on possibly new or alternative approaches and mechanisms. Finally, MICCA, FFF, and CHIESA/AFERIA were regional programmes and while they had operations in Tanzania, their strategic foci were not Tanzania related. Therefore, they are assessed in the main report of the evaluation.

The eight Finnish bilateral programmes in agriculture, rural development and forest sectors in Africa represent different approaches, methodologies, ecosystems and geographical areas in Kenya, Tanzania, Zambia, Mozambique and Ethiopia. However, all selected programmes focused on improving livelihoods and reducing poverty through agriculture or forest sector development, providing institutional support and capacity building, and contributing to socio-economic development.

1.2 Approach, methodology and limitations

The conceptual and methodological framework for the evaluation is outlined in the terms of reference (ToR). A key element is the evaluation matrix that defines the evaluation questions and indicators. They are

stipulated to respond to the key evaluation criteria defined in the ToR, including programme design, relevance, effectiveness, and sustainability. The evaluation matrix also makes explicit the assessment of the cross-cutting objectives.

As a result of the evaluation’s future-oriented focus, weight has been placed on the careful and practical formulation of conclusions and recommendations. The conclusions are substantiated by findings, whether they are directly related to the programmes, or stemming from assessments and perceptions of stakeholders.

The evaluation questions for Tanzania are addressed through the assessment of three sample projects, LIMAS, NFBKP II, and PFP. Their key characteristics are described in Table 5. These projects were studied in a document review, as well through meetings, interviews, and observations during the field visit to Tanzania by the authors of this report from January 21st to February 1st, 2019. The itinerary of the mission in Tanzania and the persons consulted are presented in the Annexes I and II, respectively.

Main sources of information of the evaluation included documents and other written material, and interviews of representatives of various stakeholder groups. The former are listed in the bibliography, and the latter are summarized in Table 1. Importance has given to documents that address ARDF experiences of development partners, government, civil society, and research.

Table 1. Number of interviewees by stakeholder group.

Stakeholder group	Number of persons interviewed
Academia and research	1
Central government of Tanzania	8
Civil Society Organisations	13
Consultant / Technical assistance	2
Development partners	4
MFA	4
Private sector	10
Programme staff	11
Regional governments in Tanzania	14
TOTAL	67

Source: Evaluation Team

The **major limitation** of the evaluation comes from the fact that three projects have already ended, NFBKP II in 2015 and LIMAS in 2016. PFP is currently in a bridging phase, waiting for the PFP II to start, and its stakeholders and the core project team were available for meetings and interviews. For LIMAS and NFBKP II it was not always obvious to find knowledgeable interviewees. As a result, it has been difficult to reach most of the actors for a bilateral interview or a structured survey. For the sample projects the key documented sources included project documents, monitoring and evaluation reports, and projects completion reports. The context analysis draws mainly on documented information from various sources, such as public statistics, thematic analyses, research reports, and publications of development partners.

Business entities supported by LIMAS were studied by interviewing their representatives either in Dar es Salaam or by telephone. The interpretation of the sample results is somewhat complicated. The evaluation team tried to contact all the business entities that LIMAS supported and managed to reach 14 out of the 21. It is assumed that the seven businesses are no longer active because they could not be located even with the help of an ex-programme officer currently placed in the local government, and an external consultant employed by the evaluation. Five of the 14 reached entities did not wish to take part in the evaluation. Out of the willing nine entities, seven were selected for in-depth interview. Three of the interviewed sample consider LIMAS support beneficial to their operations.

Risks and potential biases related to the evaluation method, as well as ways the evaluation team coped with them, are summarized in Table 2.

Table 2. Risks and potential biases related to the evaluation method.

Risk	Ways to address the risk
Evaluation focuses on distinct projects and their particular characteristics, often operational ones, at the expense of a sectorial and strategic analysis. As a result, the strategic value of evaluation is weakened.	Findings of a project are assessed in a wider context, following the logic of the evaluation questions. Project information is triangulated with that from other sources. Common characteristics between projects are highlighted, without compromising the specific experiences of a particular intervention.
Sample projects are not representative of the ARDF portfolio of the MFA in Tanzania. As a result, the conclusions of the evaluation may be skewed.	The sample projects are defined in the ToR and confirmed by the Steering Group, on the basis of MFA knowledge of their representativeness. The evaluation team did not question the selection of the sample projects.
Interviews may produce biased results, because of an unrepresentative or skewed selection of interviewees. Most active, vociferous and powerful stakeholders may be over-represented.	The evaluation team deliberately searched and interviewed a variety of stakeholders. The high number and diverse backgrounds of the interviewed stakeholders balances out individual and isolated points of view. As a rule, all sources of information are triangulated with others.
Excessive reliance on interviews and discussions may over-emphasize opinions and perceptions, sometimes subjective and based on interests, at the expense of facts and figures.	A balance is kept between oral and documented sources of information. Professional experience of the evaluators helps to distinguish one-sided information and place it in the right context.

Source: Evaluation Team

It is important to note that this report deals only with the sample projects in Tanzania. Consolidated findings, conclusions, and recommendations from the entire sample in the five countries will be presented in the final report. Therefore, the conclusions and recommendations in this report reflect evidence from Tanzania only.

2 Context Analysis

Tanzania is one of the world's poorest economies in terms of per capita income but has achieved high growth rates based on its vast natural resource wealth and tourism. GDP growth in 2009-17 averaged 6%-7% per annum (Central Intelligence Agency, 2018). The country has largely completed its transition to a market economy, though the government retains a presence in sectors such as telecommunications, banking, energy, and mining. Foreign direct investments (FDI) grew from 936 mUSD in 2005 to 2.014 mSD in 2014, but they tend to focus on service and extractive activities that provide limited job opportunities. The economy depends on agriculture, which accounts for more than one-quarter of GDP, provides 85% of exports, and employs about 65% of the work force. The combined GDP share of forest, water, and marine resources in 2020/21 is estimated to be 10% (National Five-Year Development Plan 2016/17-2020/21). All land in Tanzania is owned by the government, which can lease it for up to 99 years. Proposed reforms to allow for land ownership, particularly foreign land ownership, remain unpopular.

Tanzania is rich in natural resources and has one of the highest forest covers in East and Southern Africa. The wildlife is rich, and the tourism sector is growing rapidly, currently contributing with 18% of the country's GDP. The mining industry has experienced high, but greatly fluctuating growth rates in the last decade with an annual average growth rate of 15% per year. The government expects that the mining sector will grow to 10% of GDP by 2025. Natural resources already account for a large proportion of Tanzania's exports. In 2010, mineral export alone accounted for almost one-third of Tanzania's total exports. The recent discoveries of very large off-shore reserves of natural gas and potentially oil will make the extraction industry in Tanzania even more important. In 2012, Tanzania's policies in the extraction sector were declared compliant with the EITI standards, and implementation of the necessary legislation has begun.

Tanzania's key development indicators are recapitulated in Table 3. While progress has taken place in several aspects, Tanzania's human development index (HDI) ranks 154 out of 188 nations and the GDP/capita was 2,655 USD in 2017. Over the evaluation period (2009-2018), the total population has grown by 28%, presenting formidable challenges to the economic and social development, as well as to the protection of natural resources. Two-thirds of the population are employed in agriculture, but president John Magufuli's government aims at rapid industrialisation, along with the growing exploitation of natural gas deposits.

Table 3. Key data on Tanzania.

	Unit	2009	2010	2011	2012	2013	2014	2015	2016	2017
Population	million	44,7	46,1	47,6	49,1	50,6	52,2	53,9	55,6	57,3
Rural population	% of total	72,6	71,9	71,2	70,5	69,9	69,1	68,4	67,7	66,9
Life expectancy	years	60	60,9	61,7	62,5	63,3	64,2	64,9	65,7	66,3
HDI	Index	0.488	0.498	0.504	0.513	0.512	0.519	0.531	0.533	0.538
Prevalence of undernourished	% of population	34,4							32	
Aid per capita	USD	70	64,2	51,3	57,5	67,8	50,7	47,9	41,7	
Food production index		111,8	129,2	138,3	147,4	172,6	187,4	194,3	169	
Forest area of land	%	54,5	54,1	53,7	53,3	52,8	52,4	52		
Arable land total	%	13	13,1	13,9	15,4	15,2	15,2	15,2		

Fertilize consumption	Kg/ha of arable land	7,5	8,8	8,6	7,7	4,7	8,8	8,8		
Food imports	% of merchandise	8,9	10	9,9	8,8	7,8	9,5	5,6	10,8	
Employment in agriculture	% of total		72,2	71,3	70,6	69,7	68,1	67,7	67,2	66,7

Sources: World Bank, UNDP, gapminder, FAO, 2018.

Tanzania has made gains in poverty reduction although the number of the poor is still high due to the strong population growth. There is a significant spatial variation in poverty reduction. From 2007 to 2012, poverty has declined by over 70% in Dar es Salaam but only by about 15% in the rural areas, where 70% of the population lived, while remaining about unchanged in secondary cities and towns (World Bank, 2015). The uneven spatial decline of poverty is related to the pattern of economic growth, which almost entirely centred in Dar es Salaam, where most of the flourishing sectors – such as telecommunications and finance – are concentrated. Food security varies spatially. The most food insecure districts are in central and Northern parts of the country, as well as in coastal regions, excluding Dar es Salaam and the area around it (The United Republic of Tanzania, 2017). Urban food security in Tanzania is largely determined by the degree of responsiveness and resilience of the urban food supply systems in the face of continuing urban growth, changing consumption patterns, rural-urban food supply linkages, and production constraints in the smallholder farming sector. Finally, the Tanzania Human Development Report (UNDP, 2017) shows that there is a general decline in poverty across the country. However, there are significant regional disparities in the proportion of people living in multidimensional poverty, ranging from 12% in Dar es Salaam to 66% in Rukwa. Other regions with high numbers of poor include Tabora, Shinyanga and Geita, whereas some of the regions with the lowest poverty levels include Kilimanjaro, Njombe and Morogoro.

Context 1. Tanzania’s economy remains vulnerable to the environment.

The country has relied heavily on hydropower to meet its electricity needs, but, in recent years, electricity production generation has proven insufficient, due partly to poor rainfall and depletion of hydro reservoirs. The impact of climate variability Tanzania’s predominantly rainfall-based agriculture is also very evident. Most of the country’s agriculture is directly dependent on annual rainy seasons, and there is a close relationship between variations in the amount of rainfall and differences in the country’s annual economic growth. Agricultural production accounts for nearly half of Tanzania’s GDP, and reduced agricultural productivity has already occurred as a result of changes in rainfall patterns. In some regions, this has created problems for the total food production and food security.

Context 2. Climate change is already affecting Tanzania both economically and socially.

Rural dwellers in Tanzania are more vulnerable to the effects of climate change than the urban population, partly because of their limited resources, poor exposure to various technologies and their overdependence on natural resources threatened by climate change. In addition, because of Tanzania’s overdependence on biomass and hydropower for energy needs, the country is faced with an energy crisis unless the declining wood availability stops and/or alternative forms of energy are made available and affordable. People in poverty tend to live in areas more susceptible to climate change. They have fewer resources to mitigate the effects and get less support from social safety nets or the financial system to prevent or recover from the impact. Their livelihoods and assets are more exposed, and they are more vulnerable to natural disasters that bring disease, crop failure, spikes in food prices, and death or disability. In early 2013 Tanzania adopted its first ever strategy to reduce the negative impact of climate change. The Government has prepared an Agricultural Climate Resilience Plan for 2014-2019, but its practical outcomes are not disclosed.

Studies on climate change projections indicate that both minimum and maximum temperatures will increase throughout Tanzania, which may compromise socio-economic activities in many regions (Luhunga et al, 2018). Rainfall is projected to increase in future climate in almost all regions, but not over the western

regions, and south-western highlands where the projected decrease in rainfall calls for preparations of adaptation strategies especially in the water, agriculture and food security sub-sectors.

Tanzania has ratified several multilateral environmental agreements (MEAs) and regional agreements aimed at addressing the aspects of the threat posed by pollution. These include Basel Convention, Rotterdam Convention, Stockholm Convention, Vienna Convention and its Montreal Protocol, Convention on Biological Diversity, United Nations Framework Convention on Climate Change and its Kyoto Protocol. Within the African Forest Landscape Restoration Initiative, Tanzania has committed to restore 5.2 million hectares of forest land, which is 11% of the total forest area. Tanzania's Intended Nationally Determined Contributions (INDCs), in the framework of UNFCCC, was submitted in 2015. It pledges a number of adaptation and mitigation contributions in various sectors, including agriculture, livestock, and forestry. Tanzania supports forestry initiatives, such as the New York and Amsterdam declarations, and collaborates with the FLEGT facility.

The commitment to MEAs will strengthen Tanzania's possibilities in SDGs' implementation. The implementation processes have the potential to contribute effectively to the achievements of the SDGs, if they are integrated and adapted. If implementation processes for the SDGs and MEAs are seen in the same context and brought together, the SDGs will support stronger MEAs' implementation as well as other existing processes.

Tanzania's private sector is dominated by many small enterprises, mostly in smallholder agriculture and small informal non-farm businesses. Over 90% of the enterprises are sole proprietorships and only 0.6% employ over 10 workers (AfDB, 2016). The private sector employs an estimated 95% of the workforce and accounts for about 75% of gross fixed capital formation. 67% of the workforce is employed in the agriculture sector (Table 3) and over 86% of the workforce is employed in Micro, Small and Medium Scale Enterprises (MSMEs) – including activities in agriculture. Untapped investment opportunities exist in agribusiness, tourism, natural gas and mineral sectors, and associated industries, including real estate, construction, housing, and the financial sector. Private sector faces challenges, such as infrastructure gaps especially in transport and energy, low access to finance, skills gaps and mismatch, and lack of business development support services, such as business advisory services and business incubation support. In the World Bank's 'Doing Business' comparison, Tanzania ranked as the number 144 among all countries. Its score was slightly less than the Sub-Saharan African average.

2.1 ARDF in the country

Context 3. Agriculture is considered the backbone of the Tanzanian economy, contributing about 30% of the total GDP. It is the livelihood of 65 to 70% of the population and accounts for close to three quarters of rural incomes. Agriculture in Tanzania is dominated by smallholder farmers who occupy a large portion of the farmland and produce most of the crop and livestock products. Food insecurity is directly linked to poverty and poor agricultural performance among smallholder farmers.

Most Tanzanian farmers are smallholders. Few families cultivate more than 2 hectares, and even those who have access to more land struggle to benefit from it, lacking all but the most basic hand-held tools. Only around 20% of farmers make use of animal traction for ploughing. In terms of crops, maize dominates much of the country, particularly the highlands in north and south. The tropical coastal belt, always warm and humid, is dominated by cassava, with rice also grown in an area spreading westwards from Dar es Salaam. Drought resistant millet and sorghum are grown in the central plateau where temperature and rainfall are highly variable. Elsewhere the rainfall is fairly well spread throughout the year, peaking between March and May, with another, shorter rainy season between November and early January.

Having such a diversity of climatic and geographical zones, Tanzania's farmers grow a huge variety of fruit, vegetable and spice crops. Coffee, grown both on estates and by smallholders, is a major export crop, earning a mighty 17% of the country's foreign exchange, and cotton, cashew nuts and tobacco are also grown for

export by smallholders. However, the producers continue to suffer chronic poverty, and less than 30% of people in rural areas have access to safe water, and malnutrition is reported to have doubled in the last 25 years.

Although Tanzania's rangeland resources would seem a major asset, in reality 60% of this area is infested with tsetse fly and, as a result, animals are concentrated in the arid and semi-arid centre and north of the country. An erosion in land quality has been the inevitable result of over-stocking, and grazing is not the only resource to suffer such a fate. Diminishing government support for animal health provision has left veterinary services badly needing succour. While pastoralist communities tend to attract most attention, in fact most farmers in tsetse-free areas raise both crops and livestock.

Context 4. Strategic interventions in agricultural sector focus on food security both at nation and household level and transformation of agriculture from subsistence to commercial.

The National Strategy for Growth and Reduction of Poverty (MKUKUTA) was further translated to the Agricultural Sector Development Strategy, the Agricultural Sector Development Programme II (ASDP), the Comprehensive Africa Agriculture Development Programme, the Tanzania Agriculture and Food Security Investment Plan (TAFSIP) and the Southern Agricultural Growth Corridor of Tanzania (SAGCOT). The initiatives have identified the following constraints to the sector: inappropriate technology, inadequate research and extension services, over-dependence on rainfall, low utilisation of improved technologies, poor infrastructure, especially roads and market networks, lack of financial services in rural areas, limited processing capacity and technology, low and declining prices of most export commodities combined with barriers to trade in developed countries, and HIV/AIDS. All the mentioned programmes are set to improve agriculture industries and linkages in value chains, private sector involvement, infrastructure development, and local government engagement with the ultimate goal of increasing production and productivity.

Context 5. Tanzania is home to one of the largest forest covers in the world, but it is at risk.

According to NAFORMA (2015) forests and wooded areas cover over 48 million hectares of land, and that wood remains the main source of fuel for Tanzanians, even in urban areas. Trees are felled for firewood or turned into charcoal. With a steady population growth, community forests designated to supply wood for fuel are unable to support the growing demand.

Since the 1970s, forests have increasingly been overtaken by farmland and degraded grassland ecosystems due to rampant deforestation. Much of that is due to illegal logging. The current deforestation rate in Tanzania is approaching 373,000 hectares per year (NAFORMA 2015), making it among the highest in East Africa. Farming, in particularly in the areas where slash-and-burn practices are common, contributes to the decrease of the forest land and the increase of the agricultural land. The common perception is that forest products are considered open access. There is some awareness of the rules related to harvesting of firewood, poles, timber and charcoal, but they are being enforced only to a limited extent.

Yet, the local communities often have awareness of the multiple environmental services and benefits associated with forests and trees. These included awareness on climate change, water supply, windbreak, soil erosion control and ecotourism. A wide range of other forest products are used by the forest adjacent communities.

Context 6. Land reform of 2012 allowed private investment on agriculture and forest land, permitting foreigners to buy freeholds.

This has resulted in rapid economic investment in the sector in Tanzania. Some forest areas have increased 600% or more in value according to investment data. There are three large sawmills in the Southern Agricultural Corridor, and several international forest investment companies are based in Iringa. The forest sector of Tanzania is booming and tons of timber are exported from Dar Es Salaam port every week.

Context 7. The National Forest Programme (NFP) reflects an internationally applied concept for promoting sustainable use of forests, but challenges exist in its implementation.

NFP is one of the legally non-binding tools that allow implementing international conventions related to sustainable development at the country level. NFPs have been adopted in at least 130 countries globally, and they are part of global action towards sustainable development. The role of NFPs is to articulate the country-driven implementation of sustainable forest management and forest-related contribution to sustainable development.

Context 8. Illegal timber trade constitutes a challenge to Community based forest management (CBFM). Legal timber from Village Land Forest Reserves (VLFR) has to compete with illegal and legal timber harvested from forests managed by the Tanzania Forest Service (TFS).

A challenge discussed extensively in the Completion Report of NFBKP II is the fact that timber sold from VLFRs is subject to different rules and regulations than trees harvested from the so-called “general land”. These are forests that belong to the government and that are managed by the TFS. In addition to being subject to different calculation methods of tree volume (more beneficial to the buyer), these general lands are known for being rapidly depleted by illegal logging. Several international technical advisers underlined this issue and highlighted it as one of the main bottlenecks in promoting sustainable and legal exploitation of natural forests located in village land areas. During the field visit to the communities in the district of Liwale, the evaluation team discovered that the villages have been using the volume calculation methods that are meant for TFS-managed general land, not VLFRs. This finding suggests that not necessarily all communities are following all the required rules to use their forests for economic purposes (NFBKP II, 2016). Another study indicated that up to 95% of logging from natural forests in Tanzania is illegal (Indufor Oy, 2013), and that the South-Eastern region of Tanzania, where NFBKP II and LIMAS carried out CBFM activities and which is a border gate and a bridge between Tanzania and Mozambique, is a hotspot of illegal timber.

Context 9. Based on the data from Table 3 and other sources, several megatrends that are likely to shape Tanzania’s future ARDF development can be identified.

- Rapid population growth. Tanzania is the largest and most populous East African country. Population distribution is uneven, with greater population clusters in the northern half of the country and along the east coast. At independence, there were 10 million people and 9 million cattle in Tanzania. Currently the human population is 50 million, growing at 2.75%/a, and the number of livestock 35 million. According to ECA (2016), the population of Tanzania in 2050 will be 137 million, with 53% living in urban areas.
- Rapid growth in food demand. According to a study (Makoi et al, 2017) the demand of cereals, that make up 44% of the crop area in Tanzania, will be multiplied by 3.8 from 2010 to 2050. The self-sufficiency ratio was 76% in 2010 and if the yield levels do not change, it will be about 20% in 2050.
- Labour force will exit from farming. While farming remains the largest single employer of the workforce, the share of off-farm economic activities is likely to grow in rural areas. Unemployment, and particularly sub-employment, is high and growing rapidly, especially in the urban areas and among the youth.
- Increase of investor farming and consequent changes in farm and market structure. The share of small farming units (less than 5 has), which currently includes over 90% of all farms, is likely to decrease and that of medium-size farms will increase. Share of the landholdings by urban households will grow sharply.
- Rising scarcity of land. While the overall land volume with potential to farming in Tanzania is big, land rental rates are rapidly increasing in many places of the country (Jayne et al, 2017). Lack of secure land tenure to ensure that the traditional users in the rural districts do not lose their land is one of the most essential issues, constraining investments that could enhance productivity.
- Impacts of climate change on farming and management of natural resources will be important. Changing climate patterns will not only hinder traditional cropping practices, they can also open up new opportunities in some areas. Adaptation to these changes is a major challenge to ARDF knowledge services and the public administration.

As a consequence, strategies that raise productivity and profitability of farming are critical to expanding employment opportunities and improving youth livelihoods. The performance of farm sector will continue to exert major influence on job growth in overall economy. Food security will be one of the key determinants of the stable development of the Tanzanian society in the coming decades.

2.2 Donor landscape in support of ARDF in the country

The total development aid per capita has decreased in recent years, but still the aggregate ODA to Tanzania has oscillated around 1.5 billion USD during the entire evaluation period (Table 4). The share of aid assigned to agriculture, forestry and fisheries (AFF) has varied from 4% to 10%. Finland's share of total ODA to Tanzania has amounted to 2% to 3%, and 1.5% at its lowest level in 2016.

Table 4. Official development aid to Tanzania (commitments).

	Unit	2009	2010	2011	2012	2013	2014	2015	2016
ODA received total	mUSD	1340	1575	1504	1625	1810	1339	1425	1455
Finland ODA received	mUSD	50,29	45,37	47,95	32,35	39,46	46,53	29,22	22,08
Finland ODA from total	%	3,8	2,9	3,2	2,0	2,2	3,5	2,1	1,5
ODA to AFF total	mUSD	46,38	62,15	139,06	63,95	109,39	144,2	88,62	106,7
ODA to AFF total	%	3,5	3,9	9,2	3,9	6,0	10,8	6,2	7,3
Finland ODA to AFF	mUSD	6,95	9,61	37,74	0,96	1,01	0,39	12,14	0,01
Finland ODA to AFF from total	%	15	15,5	27,1	1,5	0,9	0,3	13,7	0,0

Source: OECD <https://stats.oecd.org/Index.aspx?DataSetCode=DACSECTOR#>

High economic growth and domestic revenue partly in the form of taxes have resulted in some reduction of Tanzania's historically high aid dependency. However, aid continues to finance nearly one-third of all public expenditures (corresponding to almost 8% of GDP). This may change over the next decade, where continued high growth and increased revenue from natural gas may reduce the importance of development assistance.

Context 10. Tanzania has been at the forefront of the global move towards enhancing aid effectiveness. A central element of this effort was a move towards general budget support (GBS) to the government from 2000.

While the share of GBS in the total aid package has not increased as much as expected, more than two-thirds of all reported ODA flows through government systems in various ways, and a third of this is GBS proper. While overall ODA to Tanzania has continuously increased over the past five years, the proportion between modalities has changed, with GBS declining relatively, baskets remaining stable and project support increasing.

Context 11. According to AfDB (2016), the development cooperation landscape of Tanzania comprised four multilaterals, 17 United Nations agencies, and 18 bilateral donors. The dialogue structure consisted of more than 20 thematic working groups, and seven sector working groups, among which also one on ARDF. During the 2011-13 period, the USA accounted for the largest share of ODA (21%) followed by the World Bank (17%), United Kingdom (7%), African Development Bank (6%) and European Union (EU) (4%). While not a binding document, the Division of Labor matrix remains an important instrument in guiding donors' engagements in Tanzania.

Among key development partners in ARDF are, among others, the following:

- World Bank is the largest actor in the land and agricultural sector in Tanzania. WB has provided major (over 100m USD) grants and loans for ARDF sector in Tanzania during the past 10 years. The

Banks' Country Partnership Framework for Tanzania for 2018-2022 defines as a focus area the creation of value chains between rural producers and businesses in Agriculture corridors. This support will be coupled with water and land management to ensure the resilience of the country's resource base.

- FAO Country Programme Framework 2017 – 2020 has four priority areas: 1. Evidence-based agriculture policy, planning, investment and sector coordination. 2. Increasing agricultural production, productivity for food and nutrition security. 3. Improving market access for increased incomes. 4. Strengthening resilience to natural and man-made threats and crises, such as climate change impacts; and unsustainable management of natural resources. The total CPF budget is 17.6 million USD, of which one third was available at the time of the Framework's publishing.
- NORAD has budgeted 3.2 million euros for the ARDF support in Tanzania for 2019. The priority sectors are private sector development, renewable energy, petroleum management, increased revenue mobilization through improved fiscal and financial management, and environment and climate change. One of its development cooperation priority areas is to support Tanzania to preserve its forests. Cooperation project on climate and forests was started in 2008 ('NORAD Tanzania website', n.d.). In addition, several Norwegian companies have invested in Tanzanian commercial forestry.
- IFAD has been supporting Tanzania to modernize agricultural sector and transform rural areas putting a strong focus on agriculture and climate change as well as women and youth employment. The volume of the IFAD financing for the 2016-2021 period is 120 million USD. IFAD is currently supporting 16 projects in Tanzania, with a total IFAD contribution 366 million USD. Its current country strategic opportunities programme (2016-2021) has four main strategic objectives, focused on:
 - improving institutional performance, coordination and accountability to IFAD target groups and their organizations at central and local levels;
 - building more inclusive and resilient value chains of priority commodities, driven by expanded and sustainable access to markets and financial services and by a more inclusive private sector;
 - improving climate-resilient technologies that increase productivity in priority crop, livestock and fishery commodities; and
 - strengthening land governance, enabling more inclusive public and private investments in agriculture.

2.3 Finland's support of ARDF

Tanzania is a long-time partner of Finland in development cooperation, and ARDF has always played a key role in its sectorial distribution. Finnish disbursements to AFF in Tanzania have varied significantly over the years. In 2009-2011 and 2015 their share of the total AFF aid to Tanzania was about 15% or more, making Finland an important development partner in the sectors.

2.3.1 Country strategies

Context 12. Finland's development cooperation in Tanzania during the evaluation period falls under two country strategies, Country Strategy (CS) for Development Cooperation in 2014 – 2017 (MFA 2014) and 2016–2019 (MFA 2017). Objectives of both CSs are aligned with the Tanzanian government's development objectives, Five Year Development Plan I (2011-2015) and FYDP II (2016–2021), respectively.

The Country Strategy 2014 - 2017 aimed at three development results: 1) good governance and equitable service delivery, 2) sustainable use and management of natural resources and access to land, and 3) the promotion of inclusive, sustainable and employment-enhancing growth. Promoting economic activity at local level was considered as one of the best means to empower the people and reducing poverty. Finland contributed to major development results mainly via general budget support (GBS). GBS was planned to contribute to the reduction of basic needs poverty, improved infrastructure, macroeconomic stability and improved public financial management.

Context 13. Finland continued to be the leading donor in the forestry sector, in supporting the government's policy and capacity development in the forestry sector.

It supported Tanzania in the formulation of national policies and practices. According to the CS, this support would result in communities achieving better livelihoods through forests. Finland was also active in the donors' forest/environment group (Chair), which gave an opportunity to Finland to promote the role of forests in mitigating climate change. Another major priority was to promote women's economic and political empowerment.

The CS evaluation (MFA 2016) called for a more targeted focus to address fragmentation, recommending that Finland continue its support to natural resource management and equitable growth as well as good governance. Particular emphasis was to be given to complementarity with other instruments of Finnish support as well as to cooperation with the private sector and civil society.

Context 14. Finland's CS 2016 – 2019 has two impact areas: (i) improved performance of the public sector, and (ii) increased employment and livelihoods. According to the CS, these areas are aligned also with Finland's experience and expertise. They contribute to the four priority areas of Finland's 2016 development policy by strengthening a democratic and well-functioning society, generating jobs and livelihoods, enhancing the sustainable use of natural resources and advancing women's rights.

Context 15. With respect to the human rights-based approach, Finland is expected in both areas to support the capacity of rights-holders and duty-bearers.

The 2014 – 2017 CS considers HRBA as promoting the rights and access of people to land, natural resources, food, decent livelihoods, employment as well as basic services. It also links equity and climate change, as the poorest are also the most vulnerable to suffer from changed climate. The CS expects openness in natural resources management to increase people's awareness and rights. It also focuses on the rights and status of women and youth, minorities, people with disabilities and other marginalized groups, both through dialogue and targeted interventions. Special attention is to be paid to gender equality and the status of women.

Context 16. Use of private sector financing instruments had a strong focus.

For example, in 2015 Finnfund had seven investments, mainly in the forestry sector. It was the leading investor in the forestry sector, which to a certain extent justified Finland's bilateral projects to work in the same sector (MFA 2017).

According to the CS, the most active and relevant international organizations with close links to Finland's Country Strategy were UN Women, UNDP, FAO, the World Bank and the African Development Bank, some of which also receive core funding.

2.3.2 ARDF in country strategies

Context 17. The 2014 – 2017 Country Strategy falls within the government's FYDP I, aiming at accelerating economic growth. Related to ARDF, this means specifically focusing on the transformation of agriculture for food self-sufficiency and export. Finland's ARDF support is defined under two development results: (i) Sustainable management of the natural resources and access to land; and (ii) Promotion of inclusive, sustainable and employment enhancing growth.

The justification for the support, as expressed in the CS, is that harnessing natural resources in a sustainable manner is key to Tanzania's development. Land and forests are to create wealth even when the non-renewable natural resources have been extracted, but enforcement of an equitable tenure system is required. Sustainable management of natural resources, the benefits of which are divided equally, are to provide employment opportunities to the poor population in the rural areas. This is expected to contribute effectively also to combating the adverse effects of climate change. Both the importance of the forest sector, and Finland's long experience and comparative advantage in the field, are to justify involvement in the forest sector. It is assumed that by increasing both agriculture and forest sector production, as well as related employment and income generation, poverty and inequality can be effectively reduced.

The development result on sustainable management of the natural resource and access to land has two objectives: (i) Improved planning and implementation of policies, laws and programmes; and (ii) Sustainable use of natural resources by rural communities.

Context 18. Support is to respond to the alarming rate of deforestation and forest degradation, and the increasing demand for forest products and agricultural land as a result of rapid population growth.

The CS states that there is an urgent need for strengthening the implementation of national policies and regulations governing land, forests and environment. In addition, the rural communities need to develop sustainable forestry and agri-business methods, and the public sector must boost investment in this development. The implementation of guiding and regulatory frameworks requires that both the administration and citizens are well informed about and aware of the relevant laws, rights and responsibilities. The rights have to be secured through formal registration of land and forest tenure, and issuance of certificates. This forms the basis for sustainable management and investment in natural resources development by communities, small-scale farmers and other citizens.

Context 19. According to the CS, in sustainable forest management, forestry – and agri-businesses focus is on rural areas, and especially on women and youth. Management of biodiversity is to be included in all interventions in the sector.

Sustainable management is to include also climate resilience, including conservation agriculture, agro-forestry or planting of drought-resistant species and provenances. Sustainability is also to be ensured by promoting more inclusive processes in institutional and organizational arrangements e.g. natural resource management committees, private forestry associations, farmers' groups, and management by-laws.

Finland's specific objectives are: (i) Improved capacity of the government administration to make and implement the laws, regulations and policies; (ii) Participatory and private management of natural resources and environment, based on an understanding of the resource base; (iii) Improved land and forest tenure rights; (iv) Sustainable methods for forest management, forestry- and agribusiness; and (v) Improved and inclusive organization of citizens and communities to manage the environment and value chains in forestry and agriculture.

Context 20. Support is mainly provided through bilateral programmes, such as the private forestry programme (PFP), the agribusiness project in Mtwara-Lindi, and a programme on national forest inventory (NAFORMA). Special attention is to be given to the status of women and their equal access to land and natural resources.

Finland's ARDF-related objective under the development result promotion of inclusive, sustainable and employment enhancing growth is increased employment opportunities in agriculture and forestry, targeting women and youth. Specific objectives are increased production and the whole value-chain development for agriculture and forest products; and increased grass-root level business development at different levels. Gender equality and the advancement of the status of women are to be promoted through targeted interventions in the forestry and agribusiness sectors.

Context 21. In the 2016 – 2019 Country Strategy, ARDF support is defined under the creation of employment and livelihoods, especially forestry.

This is identified in the FYDP II as one of the priority areas for national development, with forestry having close links to the national action against climate change. These areas are expected to benefit from Finland's experience and know-how.

Context 22. The first outcome to support employment and livelihoods focuses on the creation of an enabling environment for business and livelihoods.

In its bilateral work, Finland's focus on three areas (outputs), out of which strengthened forest management is the most relevant from the ARDF perspective. In addition, as part of skills development (output), Finland is to contribute to the improvement of entrepreneurship culture and training as well as business development services, including forestry sector.

Context 23. In the forestry sector, Finland is to support the private sector and local communities in the sustainable use and management of natural forests as well as in establishing forest plantations. Bilateral programmes are to support land-use planning and strengthen forest administration and forest NGOs, which again is expected to contribute to the fight against illegal timber trade.

Context 24. As part of the outcome on 'competitive and responsible businesses and value chains created', forest resource base is to be widened and inclusive products developed.

Finland's support is to help communities and the private sector increase their incomes and livelihood from forests. Support for plantation forestry is expected to generate valuable income for farmers and entrepreneurs in the Southern Highlands and valuable resources for forest companies. The aim is to add value to raw timber by generating new products for consumers and by improving marketing and information systems and increasing volumes.

Context 25. Finland's supports two bilateral programmes: Private Forestry Programme (PFP), Forests and Value Chains programme (FORVAC). FAO was stated as the main partner regarding multilaterals involved in ARDF, especially the forestry sector.

2.3.3 ARDF support projects included in the evaluation

The evaluation addresses three bilateral programmes in Tanzania, namely the LIMAS (Lindi and Mtwara Agribusiness Support), the NFBKP II (Extension Support to the National Forest and Beekeeping Programme II; from now on NFBKPII) and the on-going PFP (Private Forestry Programme), covering activities between 2010 and 2018 (Table 5).

Table 5. Key characteristics of LIMAS, NFBKP II and PFP projects

Country and region	Project name and project purpose	Main components or result areas	Duration (various phases)	Budget: total, MFA and other contributions	Implementing agency/ agencies	Evaluations
Tanzania, Newala and Liwale districts	LIMAS Lindi and Mtwara Agribusiness Support To generate increased income for rural population through exploiting viable and sustainable opportunities for competitive agribusiness.	1) Business and rural development, environment and foundation. 2) Sustainable agricultural production, processing and marketing. 3) Sustainable forestry and beekeeping.	2010 – 2016. RIPS 1988-2005. District Economic and Social Empowerment Programme DESEMP 2/2007 – 7/2008.	Total 9.45 m€. MFA 9 m€. GoT 0.45 m€.		MTR 9/2013
Tanzania Iringa, Njombe and Morogoro Regions (Njombe, Mufindi, Kilolo, Makete, Ludewa and Kilombero districts)	PFP Private Forestry Programme Development of sustainable and high-quality tree growing and strengthening of private plantation forestry-based value chains.	1) Improved enabling environment for private plantation forestry and related value chains. 2) Improved capacities of stakeholders and human resources in the private plantation forestry VC. 3) Support participatory and sustainable land use planning through Village Land Use Plans. 4) Support the establishment of Tree Growers Associations, accelerate sustainable tree planting and improve the quality of tree growing through supporting the organizing and capacity building of TGAs. 5) Support to Income Generating Activities.	2014 – 2018. Public Private Partnership (PPP) consultancy conducted in 2008-2009. Bridging phase of Private Forestry and Carbon Trading programme 7/2010 - 7/2011. (Second phase: 2019-2023)	Total 19.5 m€. MFA 18.5 m€. GoT 0.986 m€.	Ministry of Natural Resources and Tourism (MNRT), the Tanzania Forest Service, District councils of the area, training and research organizations, TGAs, as well as private forestry plantation owners / wood processors (incl., saw mills & SMEs).	MTR 5/2017

Country and region	Project name and project purpose	Main components or result areas	Duration (various phases)	Budget: total, MFA and other contributions	Implementing agency/ agencies	Evaluations
		6) Developing a tree growing incentives scheme for establishment of sustainable tree plantations.				
Tanzania	NFBKP II - Support to the National Forest and Beekeeping Programme Pro-poor CBFM operating in 16 districts with at least 20 communities commercializing timber, honey and other forest products from sustainably managed forests.	1) Forest Conservation and Management 2) Institutions and Human Resources 3) Legal and Regulatory Framework 4) Forest Based Industries and Sustainable Livelihoods	2013 – 2015 NFP Implementation Support Project (NFP-ISP): August 2006 through June 2009.	Total 6 m€ MFA 2.9 m€ GoT 3.1 m€	Ministry of Natural Resources and Tourism (MNRT). Prime Minister’s Office – Regional Administration and Local Government (PMO-RALG)	Not available. Audit 8/2013

Source: Project documents and reports.

The ARDF evaluation in Tanzania includes also other Finland-supported projects and activities:

- INFORES - Support to National Forest Resources Monitoring and Assessment, an ICI project by LUKE.
- FELM projects, funded through the CSO modality for CSOs receiving programme-based support of MFA.
- MICCA - Making agriculture part of the solution to climate change—Building capacities for Agriculture Mitigation, by FAO. MFA co-funded MICCA in 2010-16. The project had a strong link with ICRAF and pilot projects in Kenya and Tanzania.
- FFF - Forest and Farm Facility, Phase II Climate Resilient Landscapes and Improved Livelihoods, by FAO. Finland co-financed FFF in 2013-17 and will continue 2018-22.
- CHIESA/AFERIA - Climate Change Impacts on Ecosystem Services and Food Security in Eastern Africa, by the International Centre of Insect Physiology and Ecology (icipe).

3 Findings

3.1 Contribution to the SDGs and comparative advantages

EQ1: How can Finnish co-operation efforts best contribute to the achievement of the SDGs - as well as other relevant international agreements - through ARDF sectors making optimal use of its comparative advantages?

Finding 1. Being designed before the SDGs were defined, the three sample programmes in Tanzania contributed directly to only a few SDG targets, including the ending of poverty and protection of natural resources.

The SDGs are being implemented in the framework of Tanzania Development Vision 2025 and its midterm five-year development plans. Tanzania's Development Vision 2025 seeks to transform Tanzania into a middle income and semi-industrialized nation in 25 years.

The three programmes in Tanzania contributed directly to only a few SDG targets. They include:

- Goal 1: No Poverty/1.4.2 Proportion of total adult population with secure tenure rights to land, with legally recognised documentation and who perceive their rights to land as secure, by sex and by type of tenure. According to the United Republic of Tanzania (2019), the trend in poverty incidence in Tanzania is declining.
- All three programmes developed Village Land Use Plans (VLUPs) in a participatory manner with the local communities and authorities, which helped to secure land and resource access rights to the farmers. In addition, the Goal includes several indicators related to the economic status of the population.
- Goal 15: Life on Land/15.1.1 Forest area as a proportion of total land area, and 15.2.1 Progress towards sustainable forest management. There is marked progress with respect to this goal (United Republic of Tanzania, 2019).
- All three programmes contributed to maintaining or increasing forest cover. However, there are no precise figures on the impact of the programmes in this regard.

In addition, the three programmes contributed to the targets under the Goal 1 No Poverty, Goal 2 Zero Hunger, Goal 5 Gender Equality, Goal 8 Decent Work and Economic Growth, Goal 10 Reduced Inequality, and Goal 17 Partnerships to achieve the Goal.

All the three interventions were concerned about farmers' income sources (Goal 2). LIMAS was the only intervention to address the issue of productivity of food crops. All projects promoted the proportion of women in managerial positions (Goal 5), such as decision-making positions in Village Natural Resource Committees and Tree Growers Association). LIMAS included the indicator "the proportion of individuals who own a mobile telephone, by sex" into its baseline and end line surveys (Huhta & Ngido, 2015). Finnish development aid contributed to the net official development assistance (Goal 17), total and to least developed countries.

Finding 2. Finland's support to Tanzanian forestry sector has drawn on Finnish experience and expertise that are internationally recognised. However, many of the Finnish strengths in forestry are specific to Finland. Their application in different ecological, economic, social, and politico-administrative context should be addressed with flexibility and preparedness to adapt to local conditions.

Document analysis and interviews confirm that Finland's support to ARDF in Tanzania has focused in recent years on forestry, and much less on agriculture and rural development. The main agriculture sector DPs in Tanzania are IFAD, FAO, World Bank, and JICA.

Support to Tanzania's National Forest and Beekeeping Programme (NFBKP) over the past 20 years can be considered as an umbrella intervention of Finland's development assistance to the country's forestry sector. The purpose of the Government of Tanzania's (GoT) National Forest and Beekeeping Programme (NFBKP) 2001-2010 was to ensure sustainable forest and beekeeping management (SFBM) in the long term (MNRT, 2008). Private Forestry Programme (PFP) and the Lindi and Mtwara Agribusiness Support (LIMAS), as well as the National Forest Resources Monitoring and Assessment (NAFORMA) are spin-offs of the NFBKP process. To further consolidate the forest sector support, the Embassy designed a specific strategy for Finnish forestry cooperation in Tanzania in 2011. Consequently, MFA continued focusing on private forestry and CBFM in Tanzania (NFBKP II, 2016).

Finland played an essential role in initiating the development of the NFBKP in the first place, and then its formulation, implementation, as well as revision at later stages. In recent years, other donors have reduced their aid in the forestry sector. Interviewees from a variety of stakeholder groups, including CSOs, government representatives and international experts indicate that Finland has been one of the leading development partners (DPs) of the GoT in the context of the NFBKP since its conception. Other development partners have also contributed to the sector in Tanzania, namely Denmark, Norway, Germany and the United States. At the time when the NFP process started in the late 1990s/early 2000s, over 30 separate forestry and environment-related interventions were on-going in Tanzania. In 2010, all main development partners in the forestry sector suspended their aid to the Ministry of Natural Resources and Tourism (MNRT) due to inadequate fund management. Finland contracted KPMG to help the process and to develop a strategy for implementing improvements (Simula, 2019). Since then, most development partners have discontinued or at least scaled down considerably their forest sector support leaving Finland as one of the most long-term partners of Tanzania in the sector. Finland's role in Tanzania's forestry sector is also reflected in the leadership of the Donor Sector Working Group on Forests. Annex III presents a timeline of Finland's interventions in this field in Tanzania in the past few decades.

The Evaluation of Finland's Development Cooperation Country Strategies and Country Strategy Modality pointed out that NFBKP II "*effectiveness has been preliminary at best*" and that the model cannot be considered proven yet. One of the main challenges is how to facilitate the approaches at scale. The authors also acknowledge a lack of thorough evaluations on the process (Turner, Killian, & Venäläinen, 2016).

Some of the opportunities and challenges in the forestry sector cooperation in Tanzania have remained by and large the same since 2011 (NIRAS & Impact Consulting, 2011), but new ones have appeared. The global, regional and country contexts have evolved, climate change is on the top of the agenda, inter-sectorial linkages are underlined, SDGs strongly influence development policies, and financing environment has changed. The political and administrative framework has undergone important reforms.

The assessment of Finnish comparative advantage in supporting forestry sector in Tanzania frequently refers to same aspects as in other partner countries. Finland's economy is largely dependent on rational use of forests, and therefore Finland has developed appropriate planning tools for its own forest sector from the policy and strategy development level, through the whole forest production and value added chain up to the forest industries and marketing of forest products. There are qualified human resources available to facilitate this kind of processes in developing countries, as well. The policy framework for small-holder and community forestry in Finland may serve as inspiration to other countries. The legal, civil society and practical solutions are well established, and fall back on legislation that is centuries old. Present day solutions include Forest Owners Associations that provide technical services to its members, negotiate good prices on joint timber sales to major forest industries, and, in some cases, own and manage forest industries themselves.

In the sample projects, there are elements of Finnish comparative advantage. Tree-growers associations, supported by PFP, are an adaptation of the respective Finnish concept (*metsänhoitoyhdistys*), where forestry

advisory services are coupled with the promotion of the members' economic interests. The goal is to empower small-holders, men and women alike, both technically and economically, and to strengthen their role in value chains through collective actions. In the Southern Highlands of Tanzania, where PFP operates, exist also rather large-scale forest companies in which Finnfund has invested: Green Resources AS (GRAS), Kilombero Valley Teak Company (KVTC), and New Forests Company (NFC). MFA has supported Implementation support of results and data of NAFORMA at the regional and local level in Tanzania (INFORES), which increases the possibility of the efforts being sustained over time.

Finding 3. Use of Finnish comparative advantages was not a decisive factor in LIMAS strategy. The programme undertook a number of activities in the spirit of its slogan “Searching for Business Opportunities”. It endeavoured to respond to locally important needs and priorities in a region where there is a long history of Finnish development cooperation.

LIMAS' approach was based sustainable agriculture, agribusiness, and commercialisation of timber from community managed natural forests would simultaneously lead to improved environmental conditions and better livelihoods of poor populations. The programme logic was that both shifting cultivation and sustainable management of natural forests would be addressed at the same time for unsustainable exploitation of the forests to be slowed down. LIMAS paradigm was that, by improving the economic opportunities generated by improved agricultural practices and businesses, as well as Community Based Forest Management (CBFM), the farmers would obtain incentives for better managing their natural resources. One of the main issues behind the destructive practices of the woodlands has been the fact that the resources have belonged to the State and the local communities have not been able to sell timber legally and to use the revenues for their benefit.

LIMAS introduced a toolbox consisting of village community banks, Conservation Agriculture (CA), and grants to businesses and farmer groups willing to develop their agribusiness. Furthermore, LIMAS introduced some new business concepts, built business development capacity of selected entrepreneurs, and facilitated the entry of potential business actors to the Lindi-Mtwara region. The CBFM component involved village demarcation, Village Land Use Plan (VLUP) development, Village Land Forest Reserve (VLFR) certification, carrying out forest Resource Assessments and harvesting plans for the extraction of timber (LIMAS, 2017b).

Fida International is engaged in CA and community forestry in Africa. It is currently testing a method of Conservation Agriculture (CA) that integrates green manure cover crops. Farmers plant different varieties of nitrogen fixing crops in combination with food crops. According to Fida International, the method requires less upfront investment from the farmers and can be more acceptable for adoption. The same NGO applies a technique of community forestry called Farmer Managed Natural Regeneration (FMNR). Instead of planting new trees after each harvest, new trees are generated from stumps. Some tree species are better suited for the technique than others, but in general the solution offers significant opportunities.

Finding 4. One of the future challenges relates to a realistic building of nexuses between the SDGs in programme implementation. Relevant nexuses that have partly been addressed by the programmes include those of forest-food-climate, forest-energy-climate, and farming-water-climate. It seems that there is a growing need for project level applications of the nexus approach.

Most nexus issues in Sub-Saharan Africa are relevant also in Tanzania. According to Kanninen (2019), low agricultural productivity leads to forest loss in Africa and the expected population growth to food security challenges. The climate change is influencing agriculture and food security, which underlines the high potential of agroforestry systems in the future (see Context 1, Context 2). Access to clean water will be one of the major challenges in the future in Africa. Forests and trees in catchments play a crucial role in water quality and quantity. Water will be one of the most important ecosystem services of forests, which relates to multifunctional forests integrated into rural economies.

According to a participant in the Expert consultation workshop of March 28, 2019, the nexus approach needs to be operationalized in terms of the grass-roots level thinking. *‘If one talks to an African farmer about climate change, he does not understand. When you talk about food security, he does’.*

The three programmes have taken CBFM and smallholder plantation forestry to concrete levels, and they have generated valuable lessons learnt for Tanzanian and international stakeholders. The interventions have been inclusive of rural populations, and they have applied bottom-up approaches. LIMAS also tested an integrated approach, but due to modest results in the agriculture components, MFA decided to approve continuation only for the CBFM activities (MFA, 2015c). A close and locally oriented examination of the SDG targets demonstrates that the more specific the inter-sectorial elements become the more the practical challenges increase, at least when it comes to defining and measuring indicators.

The nexus approach has had limitations when it comes to practical implementation at the project level. LIMAS strategy encompassed a wide range of activities that led to dispersing resources. These interventions were planned to converge through establishment of value chains. The number of initiated value chains became high while each value chain through its case-by-case approach generated many new accompanying activities, which needed time to develop and to become independent from external support.

Some Tanzanian stakeholders recommended Finland to focus on village land use and the food security in the framework of the Landscape Approach. They considered that it is especially important for agriculture and forestry. Finnish NGOs active in Tanzania underlined that the starting point is the farmers' needs. For example, the rural populations do not distinguish between forestry and agriculture. The two activities are fully interlinked and they can be mutually supporting. The important aspect would be to place the farmers and their food security and livelihoods in the centre of the interventions.

3.2 Value chain approach and conditions it needs

EQ2: Under what conditions can a value chain approach increase finance and investment in sustainable forestry and agriculture - while benefiting final beneficiaries in a sustainable way?

Finding 5. Many development partners, including the three sample projects, have applied value chain approach in the support to ARDF. VCA has had a number of practical adaptations, albeit with varying degrees of success, due to challenges in the needed conditions, such as the enabling environment and support services.

A value chain can be defined as the full range of activities which, are required to bring a product or service from conception, through the different phases of production (involving a combination of physical transformation and the input of various producer services), delivery to final customers, and final disposal after use (Hellin, J. & Meijer, M. 2006. Guidelines for value chain analysis). Among the sample projects, there are very few project documents and strategies with an appropriate and functional definition of a value chain. NFBKP may be an exception: *“The value chain approach (VCA) means that value addition (i.e. enhanced return on investments, income and employment) from forests and woodlands can be increased when operations in the whole value chain are made more efficient and effective by introducing good business practices from primary production, transport and processing up to marketing and sales.”* (NFBK II project document).

In value chain development, the starting point is the fact that Tanzania's farmers are traditionally smallholders, farming less than two hectares of land (see Context 3). Many are located in extremely remote areas of Tanzania. One of the largest structural challenges facing smallholder farmers is the lack of infrastructure (roads, railways, irrigation, and power) that would enable their access to larger markets, improve the quality of their produce, and facilitate moving up the value chain into agro-processing activities (see Context 4).

Investment targeted specifically at the agricultural sector has been sporadic, which has made implementing long-term initiatives harder. Increasingly aware of the challenges facing smallholder farmers, the Tanzanian government has, over the years, worked towards improving investors' perceptions of Tanzania as a traditionally socialist state that is not business friendly (ICTSD, 2016).

There are small changes being implemented to address some of these problems. An on-going initiative that attempts to bridge the gap between investors' demands and the socio-economic development of Tanzanian farmers is the World Bank's Southern Agricultural Growth Corridor of Tanzania (SAGCOT) initiative, which involves a wide range of partners. Among other development partners, IFAD has invested significantly in agricultural value chain development. According to the IFAD Country Programme Evaluation, the VC projects were less satisfactory than those supporting agricultural infrastructure and extension. The former faced problems of implementation delays, under-achievement and high operational cost ratios (IFAD, 2015).

Several NGOs apply VCA in their work. CARE International in Tanzania is facilitating sunflower value chain through a project that in two years (2018 to 2020) has benefitted 33,000 farmers in 780 groups, in four districts. As actors in the value chain cannot easily find each other without external facilitators, CARE brings together the seed company, processors (who do contractual farming), farmer mobilisation (group dynamics, agricultural extension) and insurance. During the first year CARE paid 80% of the seed, in 2019 50%-50%, and in 2020 farmers are supposed to pay 100%.

According to the evaluation of the previous IFAD country programme (2015), its projects were moderately satisfactory, with better results in supporting agricultural infrastructure and extension and lesser achievements in agricultural marketing and value chain development. The evaluation concluded that value chain development requires more ex-ante consultation with private-sector actors and better coordination between donors to create a better enabling environment for policy formulation, enhance consistency of interventions and reduce transaction costs for the Government. It recommended the preparation of a new strategy of intervention and investment priorities in the country, in collaboration with the Government and key national and international partners.

Finding 6. To a certain extent, CBFM is an adaptation of the VCA to local conditions, where forestry is characterized by communal ownership and resource-poor households. While CBFM frequently is relevant to local needs, there is little evidence it would help to draw finance and investment in forestry.

International technical advisers in LIMAS and NFBKP II evaluated several options for the most suitable model of CBFM in consultation with key informants and chose the one best adapted to their context (see Context 5). Both programmes used the services of a Finnish international forestry experts who had a leading role in designing the overall CBFM package. The programme considered several options for organising the CBFM based on lessons learnt from other actors, for example, whether each community in Angai forest would manage their section or whether they should establish a union of several communities. A Swedish-funded programme had applied such a model in a programme elsewhere. Programme staff explained that the Swedish-supported model was rejected because, in the case of Angai forest, the communities are located around the woodland, not inside. Similarly, the techniques used by MCDI for the forest resource assessments and MJUMITA's approach for VLUP development were considered adequate by the programme teams. Both MJUMITA and MCDI are close partners with WWF in Tanzania.

Finding 7. Moving higher up in the value chain also increases the need of skills (e.g. negotiation with clients), which the communities in many cases do not yet have. Therefore, the completion report of NFBKP II did not recommend communities to invest in their own sawmills (NFBKP II, 2016).

MCDI and international advisers also highlighted the dilemma. Buyers prefer sawn timber instead of logs and the markets are ready to absorb them, but villages are not able to respond to the clients' needs. Furthermore, interviews suggest that the communities depend on external service providers to update the Forest Management Plans given the technical skills required to carry out the task. They also highlight that, even if the district officers accompanied all the CBFM steps during programme implementation, they would not have the capacity or motivation to provide those services to the communities on a sustainable basis.

Finding 8. Honey value chain was not successful in LIMAS, because (1) low competitive advantage due to long distances to the markets, (2) technical skills required to manage honey production, (3) lack

of processing facilities in Liwale, which could have stimulated the local market, and (4) reluctance of the local government to move forward the initiative of a processing facility.

No evidence was found that would confirm that honey production succeeded in either of the programmes. Communities do practice some small-scale beekeeping with traditional methods for their household needs. Both interventions included activities that aimed at helping the communities to move towards more commercial honey production. However, as confirmed by Tanzanian MFA staff and international advisers as well as interviews during the field visit, these efforts failed in LIMAS. For NFBKP II, the main reason for failure was the long delays in the delivery of the beehives from the supplier, which led the programme to miss the honey production period. Consequently, the training package on beekeeping was also cancelled (NFBKPII, 2016).

Finding 9. LIMAS' support to 20 private enterprises and one not-profit organisation (21 entities in total) was partially successful. Four of the seven entities in the interview sample still continue running a business in the programme area but mostly with a different concept than what was initially planned. National and international companies seem to have had better chances of success in LIMAS programme area compared to local enterprises.

The evaluation team conducted separate in-depth interviews among seven entities supported by LIMAS. The type of entities varies from local entrepreneurs to national-level companies as well as large international players present in several countries. Seven companies could not be reached despite efforts to locate valid contact details for a representative. Thus, the evaluation team assumes that those entities no longer exist. Five of the companies that could be contacted did not wish to take part in the evaluation.

EGT/EFF company continues its business, but it currently deals with farmers producing beans to feed the domestic market. YARA pulled out a fully-fledged service due to low market opportunities, but farmers can still access products through local agents. TEMNAR also continues activities but the continuation is not related to LIMAS's support. Multivet is an exception; its operations in Lindi-Mtwara region have increased. CSDI, Lulu Live Stock Farm and Kamnde General Supplies are not active.

When it comes to the changes in the number of staff employed and annual turnover, in four cases the indicators show positive trends. EGT/EFF, which is a Dar-based company linked to a multinational, and Multivet, which is a national-level company, show the most favourable results. Multivet's turnover has also increased significantly. Similarly, TEMNAR, a local company, showed positive results in the number of part-time employees and the annual turnover. Two entities showed a negative situation; Lulu Live Stock Farm business got reduced to a household-level activity, and Kamnde General Supplies never materialised. The size of the Centre for Sustainable Development Initiative Tanzania (CSDI) remained almost the same as at the end of LIMAS implementation period. However, CSDI is a not-for-profit organisation. The CSO collaborated with LIMAS on different agricultural schemes.

Four of the entities considered that LIMAS's support was very significant or significant for the success of the operations. In one case, it was not the grant itself that made the difference, but the collaboration with other actors that opened opportunities. One of the seven companies did not obtain a grant. One of the companies highlighted that the grant allowed to train farmers and government extension workers which resulted in increased production per acre. One entity was dissatisfied to LIMAS because they had felt that the programme does not listen to the company's views on how the business should be developed.

The seven entities supported by the programme that were interviewed were mostly satisfied with LIMAS's services. One entity rated satisfaction to LIMAS's services as 5 (on a scale 5 to 1, where 5 is very satisfied and 1 is not satisfied at all), three companies rated 3, two companies rated 2, and one company rated 2. None of the companies rated 1. Descriptive comments were positive, and they related to good facilitation at field level by LIMAS. Criticism included the type of costs that were eligible and the short duration of the support, including the point mentioned above.

To summarise, out of the 21 entities that were engaged for LIMAS business support, it could be confirmed that four companies continue running business in the region although mostly with a different concept than

initially planned. Nine companies are no longer operational (two enterprises informed that the activities have been discontinued and seven entities could not be located thus assuming that they do not exist anymore). In addition, CSDI, the non-profit organisation supported by LIMAS no longer implements agribusiness-related activities. Two of the entities that could be reached were not selected for interviews and five did not want to participate. Out of the four companies that continue running business in the region, two are linked to a multinational group, and two are local companies (of which the other one informed that continuation is not linked to LIMAS's support). The two multinationals, EGT/EFF and Yara, have both changed their business model to some extent (e.g. YARA services clients from Dar through an agent based in Lindi and Mtwara). Both YARA and EGT/EFF rated LIMAS support as very significant. Multivet, which supplies veterinary products including vaccine, drugs and animal feeds in Lindi and Mtwara regions, has seen relatively strong growth.

Finding 10. Evidence from the sample projects point out that a number of prerequisites is needed for VCA to be a successful strategy. Farmers need to have at least a basic level of assets and external conditions need to be in place, including an enabling environment and functional support services (see Context 4).

Based on numerous triangulated sources, Table 6. summaries some of the critical conditions required for the implementation of the VCA for agribusiness and CBFM in Tanzania.

Table 6. Conditions required for the implementation of the Value Chain Approach, based on the experience of the sample projects in Tanzania.

Conditions required for VCA	Experience from the projects
Suitable location of the farms to urban areas and markets as well as consumers (sufficient population density).	Acknowledgement by all stakeholder groups that LIMAS programme area and the location of the farms were too remote, especially Liwale. Access to natural forests managed by communities is less of an issue than the transport distances for perishable farm products; however, the increasingly remote location of healthy forests is posing a challenge, too.
Availability of qualified labour force, farmers, and entrepreneurs with sufficient know-how and experience along the value chain, motivation to learn. Access to finance. Entrepreneur business management skills, customer and market orientation.	Family-level companies suffer from lack of access to technical advice. In larger companies, management of field staff has created challenges or lack of business management skills of mid-level representatives. High staff turn-over is also a constraint. Lack of sufficient collateral to obtain a bank loan. Little focus on financial record keeping and documentation of transactions in general, which risks compromising production efficiency. Insufficient focus on customer satisfaction (e.g. timely supply of quality products). The current harvesting and processing technologies are poor. They result in low-quality products, and large parts of the trees remain unused as villages mainly sell standing trees.
Availability of basic infrastructure; for example, roads, storage facilities, and irrigation systems.	Farmers are dependent on rain-fed farming in unpredictable climatic conditions, few storage facilities, relatively poor roads. High transport costs can be a significant challenge.
The existence of adequate value-adding actors along the value chain.	Mistrust between business partners, which is exacerbated by weak formal procedures, incidences of theft, illegal contracts and other factors. Lack of sufficient availability of business service providers (e.g. insurance companies, lawyers, and transport services).
Support by the authorities to create a favourable business environment;	Non-conducive and unpredictable decision-making by the local government (e.g. cases where the government did not facilitate access to land to establish processing

Conditions required for VCA	Experience from the projects
transparent governance; a local government that provides services; does not only act as a controller.	<p>facilities).</p> <p>Government involvement in intransparent dealing of agricultural products (e.g. cashew auctions behind closed doors and other issues that were observed in the early stages of the programme implementation).</p> <p>Government's unwillingness and/or inability to control illegal logging, which is a major competition factor to legally harvested wood.</p> <p>Lack of trust by the villagers towards local authorities.</p> <p>Slow bureaucratic procedures to process the harvesting licences.</p>
Sufficient availability of raw material and access to basic inputs, soil quality. Support services in case of natural calamities and pest outbreaks.	<p>LIMAS programme area is characterised by agricultural methods that use relatively few external inputs. For increased production to take place, inputs such as quality planting material and fertilisers have not always been accessible, available and affordable. Droughts, flooding and pest outbreaks are common. The situation is even more pronounced in the district of Liwale, where farmers still practice shifting cultivation.</p> <p>In the area, extensive livestock raising is not a tradition. Thus, manure is also not available. Production of compost did not attract participants widely during implementation.</p>
Formal land and resource rights.	<p>Village Land Use Plans (VLUPs) considered also the allocation of agricultural land. Challenge for companies to obtain land in urban areas. Farmers were reluctant to invest in soil improvement because of uncertainties related to land tenure.</p>
Availability and access to markets, demand for products exist.	<p>Market demand can fluctuate drastically (e.g. failure in India to produce pulses).</p> <p>There is a high domestic market demand for planks and other wood products in Tanzania. Due to the reasons above, forestry interventions have struggled to supply those markets effectively.</p>

Finding 11. Cashew nut cultivation, an important economic activity in LIMAS area, is an example of the importance of the enabling environment through public policies may have on a value chain.

The cashew related context has changed radically in early 2019 in Tanzania, which is an important external factor in LIMAS programme area. By presidential order, the government announced that it would buy the whole production from the farmers instead of selling the nuts directly to Vietnamese and Indian traders. The purpose is to guarantee the farmers a fair price for their products and the government to carry out the negotiations with the international traders. More information on the initial situation is available in Tanzanian and international new articles online (BBC, 2018; Reuters, 2018; Tanzania Daily News, 2019). During the field visit, the team observed army trucks collecting nuts from the farmers. When the team left Liwale, the government was continuing to collect cashew nut and farmers were expecting to receive TZS 3,200 per kg. Soon after, the Minister of Agriculture announced that the premium price is for 1st class cashew nuts and that cashew other than 1st class will not be bought. Farmers who surrendered their cashew nut had not yet been paid and it seemed most likely that the cashew nuts would deteriorate as they were not well sorted in the first place and due to poor storages.

Finding 12. PFP operates in the Southern Highlands, where some of the conditions required for dynamic VCs exist. These include favourable ecological and market-driven conditions for tree growing, that feed the increasing demand for wood products in Tanzania.

Except two projects (MMMB in Kenya and ZNFU Support in Zambia), all interventions in the main sample included value chains and/or business development at the core of their objectives and strategies. According to the PFP project document, the purpose of the PFP was the '*development of sustainable and high-quality tree growing and strengthening of private plantation forestry-based value chains*'. The VC strategy in the

project, however, is not elaborate and comprehensive. Only very few of the studied projects refer to a possible VC analysis carried out at the outset.

The VC environment in Southern Highlands seems to be inadequate in several respects. According to interviews, in combination with farming, forestry is a key sector, providing 6% of the regional income and an increasing share of the employment. Some interviewees suggest that Tanzania has the potential of a forest industry equivalent to that of the Republic of South Africa. Findings of Arvola et al (No year) indicate that tree growing in the Southern Highlands is strongly driven by market forces but without addressing the other critical success factors, namely viable production technology for quality, supportive state policy and organisational support to facilitate access to knowledge, credit, technical assistance and higher value markets.

At the same time, challenges and threats are many. Most of the forest SMEs use 'ding-dong' technology of Chinese origin that is generally considered as not reliable and wasting wood. Among the small-holders, there is awareness and discussions about tree-growers and small-holders entering tree processing business. Tanzanian Tree Growers' Association Union (TTGAU) does advocacy for tree-growers entering other parts of forest value chains but sees that at the moment the TGAs don't have the necessary capacity.

Regarding the extent or increase of public or private finance in Finnish-supported value chains and in the wider ARDF sector over the past 5-10 years, there is no explicit data from the PFP context. The 300,000 ha of forest area in Southern Highlands can broadly be divided into three owner groups. The 150,000 small-holders own 50% of it, the government 33%, and private companies 17%.

Finding 13. Private enterprises operate with and without public or DP support. These include large-scale forest companies in which Finnfund has invested.

There are five big forestry and wood companies in Southern Highlands. Green Resources, KVTC, NFC, Mufindi Paper Mills (MPM), and Tanganyika Wattle Company. MPM is owned by Rai Group Limited that is an industrial conglomerate with interests in paper mills, heavy metal industries, and sugar mills. The company is based in Kenya.

Green Resources in Tanzania has 40.000 has of forest of which 17.000 has are plantations. It is owned by Green Resources AS (GRAS), which is owned by Norfund and Finnfund. They first gave loans to the company and then converted them into equity. Green Resources in Tanzania has two companies: Green Resources Ltd and Sao Mill Ltd, both of them owned by GRAS. Before there were other owners but they sold shares to GRAS. Green Resources has some six companies in Africa.

New Forest Company (NFC) has 5.000 has in three portions, about nine years old, both pine and eucalyptus. Its transmission pole factory started 2013. Staff are 350, sales are 15 MUSD per year. NFC has six major shareholders, two are Tanzanian, biggest is the group's CEO. NFC has a Finnfund loan. It works with out-growers in 18 communities, each of them has an association. According to NFC, all NFC production is for the domestic market and it has order books full for two years. There are 12 pole producers in Tanzania and NFC market share is 75%.

There is also a category of small and medium-size enterprises (SME). It includes businesses such as saw-millers, transporters, and traders. Its volume, characteristics and economic significance are poorly known. According to major forest company, the SMEs do not have many connections with the major forest companies.

Finding 14. PFP has supported tree-growers associations, which have the objective of collectively entering forest value chains in other stages than just individual round wood suppliers, and thus capture a share of the added value in downstream stages. So far, they have not had resources and skills to enter forest related businesses to a significant degree. After years of growing and taking care of the trees, the weakly organised tree growers provide the raw material but receive only a fraction of the final selling price.

The small-holders tree growers in Southern Highlands are approximately 60,000 households, including about 250,000 people. PFP has been supporting about 10,000 of them organized in 97 tree-growers associations (TGA). According to the PMU of PFP, approximately 30% of the TGA members are women. PFP has promoted the establishment of the Tanzania Tree Growers' Association Union (TTGAU) that is an apex organization including 136 TGAs. It is still at an incipient stage and includes about 10% of Tanzanian forest owners. In the beginning in 2016 it was funded only by PFP, but in 2018 support from Sweden and Belgium complemented funding. TTGAU has just started self-financing through projects in sawmilling and inputs procurement.

In relation to developing forestry value chains, the chain of electricity transmission poles is an interesting case to assess the distribution of the value within the chain. With the rapidly advancing rural electrification in Tanzania, the demand for transmission poles has increased strongly. A typical pole is a trunk of a sizeable eucalyptus tree, pruned, and treated with protective chemicals. According to NFC, the selling price of a pole ranges from 100 USD to 250 USD. The stumpage price of a typical pole tree is around 15 USD, and the ex-factory price is around 40 USD. According to these average figures, the tree-grower's share of the final value is around 10%.

3.3 Cross-cutting objectives and HRBA

EQ3: How can cross-cutting objectives and HRBA be successfully integrated and implemented in such a way that they support achievement of the Finnish development cooperation objectives and objectives of the ARDF interventions?

Finding 15. Finnish development policies define an adequate framework for addressing cross-cutting objectives and human rights. However, the guidance seems not yet sufficiently specific and tangible for adopting respective principles at the operational level. Economic empowerment of communities and their organisations may be an avenue to strengthen their rights.

The 2007-2012 MFA Development Policy Programme (DPP) (please note that MFA's development policies are not systematically called "Development Policy Programmes (DPPs)"; however, for consistency, we use the term to refer to those policies) was framed around the MDGs and emphasised three cross-cutting themes: (1) promotion of the rights and the status of women and girls, and promotion of gender and social equality, (2) promotion of the rights of groups that are easily excluded, particularly children, persons with disabilities, indigenous people and ethnic minorities, and the promotion of equal opportunities for participation, (3) combating HIV/AIDS. In view of the times when the three programmes were launched, LIMAS would be aligned with the 2007-2012 DPP, and both NFPBKPII and PFP would take into account of 2012-2015 DPP requirements (see section 2.3.1). According to the PFP Project Draft Completion Report, the project has worked with the following cross-cutting objectives and human rights: 1) gender inclusion and the rights and status of women and girls; 2) growth of the economies of developing countries to generate additional jobs, livelihoods and wellbeing. 3) democratic and better-functioning societies. 4) food security, access to water and energy, and sustainable use of natural resources.

The 2012-2015 DPP continued in the MDG tradition but paid additional attention to the Human Rights Based Approach (HRBA). The Policy indicated that all ongoing programmes must integrate the HRBA in their operations, although it is worth mentioning that MFA already the 2004 DPP mentions the rights-based approach (MFA, 2004). In addition, cross-cutting themes were upgraded to cross-cutting objectives (CCOs) to highlight their importance (MFA, 2012). The CCOs included (1) gender equality; (2) reduction of inequalities; and climate sustainability. The 2012 Development Policy was complemented by two sets of guidelines on HRBA; (1) the 2013 'Guidelines for Implementing the HRBA in Finnish Development Cooperation' (MFA, 2013), and (2) the 2015 'Guidance Note on Implementing the HRBA in Finnish Development Cooperation' (MFA, 2015b).

The 2016-2019 DPP is aligned with the Sustainable Development Goals (SDGs) framework with focus on four policy priority areas: (1) The rights and status of women and girls, (2) The growth of developing countries' economies to generate more jobs, livelihoods and well-being, (3) Democratic and better-functioning societies, and (4) Food security, access to water and energy, and sustainable use of natural resources (MFA, 2016a). MFA Theories of Change developed for the for policy priority areas include a column on cross-cutting issues related to gender equality, HRBA, climate sustainability, and reduction of inequalities (MFA, 2019). The original DPP did not discuss CCOs (MFA, 2016a).

The main finding is that the introduction of CBFM (as interpreted by Finland) occurred in Tanzania before the MFA increased emphasis on the HRBA in its DPP in 2012. The CBFM concept was developed in the overall NFBKP process along the years at least since 2007 (MNRT, 2008) (see also Annex III: Timeline of Finland's main interventions in the forest sector in Tanzania in the past few decades). The role of LIMAS and NFBKP II was to implement the approach at the grassroots level.

Some interviewees indicated that the DPPs do not provide specific guidance on how climate change or climate sustainability should be taken into account in Finland's interventions. However, the 2012 version of the Manual for Bilateral Programmes defines climate sustainability as follows: *"Climate sustainability means that the impact of development cooperation on climate – and the impacts of climate change on development - are assessed holistically as early as possible and the identified negative impacts are minimised. The impacts of climate change may be reduced by integrating adaptation measures into development cooperation. The impacts of development cooperation on climate must be assessed comprehensively ex ante, the aim being to combat climate change and its adverse effects on development. Finland aims to minimise carbon emissions, with a long-term objective of carbon neutrality. Finland supports the partner countries to adapt to climate change and low-carbon development, and to take climate change into consideration in development planning "* (MFA, 2012b). The manual also mentions that Finland uses a climate sustainability tool for assessing and preventing climate change and the risks posed by natural disasters caused by climate change.

3.3.1 Human rights

Finding 16. MFA Country Strategy for Development Cooperation with Tanzania 2014–2017 defined that human rights will have a stronger focus in the partnership, in comparison with the past operations. Subsequently, the projects emphasized HRBA and can be classified at least as human rights progressive. However, the operationalization of HRBA has been challenging in business-oriented programmes, such as LIMAS and PFP (see Context 15).

From a regional perspective, Tanzania continues to have a relatively positive human rights record. Tanzania has ratified most of the international human rights instruments and established institutional frameworks to support democratic governance and the implementation of human rights. However, despite the positive general framework, there remains considerable scope for improvements in the actual human rights situation for the population in general.

The fundamental idea behind CBFM is to allow the rural populations, the rights holders, to manage and commercialise timber located within their VLFRs legally. All the stages involved in CBFM, i.e. village land demarcation, village land use planning, VLFR declaration, and resource assessment, are carried out in a participatory way with the villagers. Both programmes also addressed the role of the (immediate) duty bearers, i.e. village and district authorities. For example, NFBKP II implemented a capacity building programme including practical skills such as the implementation of resource assessments and GPS literacy. District government representatives accompanied all CBFM-related programme activities for them to obtain the skills to exercise their duties as authorities. NFBKP II also included specific pro-poor indicators formulated from a rights-based perspective (LIMAS, 2017b; NFBKP II, 2016). Furthermore, village land use planning strengthens HRBA beyond CBFM.

To further explain the statement mentioned above, focus group discussion and exchanges with farmers as well as with Village Natural Resources Committee (VNRC) representatives in LIMAS's beneficiary villages confirmed that the communities have an increased sense of ownership on the forests compared to pre-LIMAS times. The farmers in all the three villages that we visited highlighted the establishment of the VLFR, i.e. the right to use and sell timber from the village forest, as the most significant change brought by LIMAS. The groups were able to explain in detail the process that had been implemented. However, some confusion appeared when it comes to the contents and validity of the forest management plans and how much wood they can harvest in the years to come. The end line survey report of LIMAS (November 2011) confirms the increased ownership of the communities, which is demonstrated by the establishment of the Village Natural Resources Committees (VNRCs), more frequent patrolling, reduced trading with illegal loggers (Huhta & Ngido, 2015).

Challenges exist with equitable sharing of benefits from the timber sales revenues. The communities that had sold timber had used the bulk of the revenue to build the village council and village Natural Resource Committee offices. In one place, the village has laid concrete foundations for the residence of the village chief. Also, motorbikes had been procured to allow patrolling to take place. The authorities explained that there have been plans to pay the health insurance of some of the poorest members of the community and that some rehabilitation of public buildings such as schools and dispensaries had taken place but to a lesser extent. Compensation for the patrolling teams is also part of the expenses. Village Assemblies decide on how the community should use the funds. MCDI, one of the service providers that collaborated with both programmes, explained that, in one location, the village had decided to reinvest the revenue for identifying other commercially valuable species in the forest because they had identified an interested client. In another village, MCDI had to explain to the local authorities that their plan of building a village office would cost approximately ten times more than the available funds. This means that communities still struggle with efficient and strategic use of the revenues from timber sales.

Finding 17. Among the activities supported by PFP, TTGAU and its network of TGAs has a large and increasing rural outreach that can be utilised to foster broader inclusive rural development. Industry associations can similarly be developed to promote broad inclusive development.

The programme started strengthening human rights by improving village land use planning processes and practical implementation, by rolling-out village savings and loan association services, by supporting vocational education and training, and by promoting innovation, investment and employment in the sector. These initiatives still require consolidation. PFP facilitated broad-scale participation in the revision of the national forest policy, making it an inclusive and participatory document. Programme undertook various interventions for strengthening governance, cooperation and grassroots democracy development.

The PFP project document of 26.10. 2014 defines that in the inception phase all staff should receive training in human rights-based approach (HRBA) and cross-cutting objectives (CCOs). In the beginning of the project there was a three-day training by a Finnish consultant on project management. It included HRBA. According to the PMU, it is difficult to assess which tools exactly have been used in CCOs and HRBA.

3.3.2 Gender Equality

Finding 18. The sample projects are actively promoting the participation of women in their operations, which include many activities traditionally dominated by men.

LIMAS can be classified as gender sensitive. This is evidenced by its approach to encourage women to participate in all programme activities and the selection of dynamic women in beneficiary villages that would receive special capacity building (e.g. leadership training for female group leaders of CA, VICOBA, honey and pigeon pea production). Moreover, programme indicators included specific gender disaggregated targets and both the baseline as well as the end line study recorded data accordingly. LIMAS did not always meet the targets but, in most cases, they did, or scored at least close to the goal, and sometimes even exceeded it. However, Village Natural Resources Committee (VNRC) composition failed to reach the target of 50%

females; at the end of the programme 33% had been reached which is still commendable. Finally, the value chain analyses commissioned by the programme do not discuss gender roles in the different segments of the value chains, and some value chain analysis reports do not mention gender equality at all, thereby weakening the gender scoring of LIMAS to some extent.

NFBKPII falls in the category of gender-sensitive (possibly mainstreamed). Gender analysis of the programme was carried out through a socio-economic study at the beginning of the intervention (NFBKPII, 2014). The research was thorough, and it led to the adoption of 19 pro-poor indicators that the programme integrated into its monitoring framework. The assessment also provided comprehensive information on cultural aspects of the populations living in the programme area not only from the natural resources perspective but also regarding other essential elements in the lives of the beneficiary populations. NFBKPII monitored the indicators against the targets and met them for the most part. Moreover, the programme organised training for women on land and forest rights in eight pilot villages. The programme reports also suggest that the VLUPs were carried out in a participatory manner involving both genders. On the other hand, the uncertainties regarding governance systems at the village level raise a question on women's ability to influence decision-making, e.g. on the use of the revenue generated from timber sales.

PFP is a gender-sensitive programme and monitors closely the progress of gender equality. Wherever appropriate monitoring data has been gender disaggregated. The programme recruited 27% women among its human resources. The female participation in TGIS gradually increased year by year to reach 32% in the FY 2017/18. TTGAU requires that at least one-third of its board members be women. The revised constitution also recommends that at least one-third of the board members of individual TGAs to be women, and the TTGAU follows this guideline when supporting TGAs in revising their constitutions. There is a focus on gender and social exclusion issues in VLUPs. As any project, the PFP has to operate in a specific socio-cultural context. In Southern Highlands, trees are traditionally men's business. TGA members are mainly men, but women are increasingly owning land because they inherit land from their parents. PFP has separate trainings for women.

None of the sample programmes had explicit guidelines in place to prevent gender-based violence and sexual harassment in their operations. Currently, Tanzania ranks 129 of 159 countries on the United Nations Development Programme's 2015 Gender Inequality Index, and other indicators (such as violence against women and gender gaps in education) show few positive trends (Levton et al., 2018). According to the National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 – 2021/22, almost four in ten women have experienced physical violence, and one in five women report experiencing sexual violence in their lifetime (from the age of 15) in all socio-economic groups. One informant mentioned that stakeholders in the programme area are aware of this issue which constitutes a severe limiting factor to women entrepreneurs. However, the evaluation could not find any concrete evidence on specific cases due to the sensitive nature of the problem.

3.3.3 HIV/AIDS

Finding 19. LIMAS and NFBKPII are in line with DPP guidance on CCOs with regard to HIV/AIDS.

LIMAS provided HIV/AIDS awareness raising among the participants of CA, VICOBA and VNRCs and the programme recorded HIV/AIDS prevalence among the beneficiaries as part of the M&E activity. The programme also provided awareness raising to the farmers on the illness, its key characteristics and transmission channels (Huhta & Ngido, 2015; LIMAS, 2017b). We understand that the reasons for the HIV/AIDS activities were two-fold: (1) to use the intervention as a channel to address HIV/AIDS in general in the programme area, and (2) to demonstrate that LIMAS beneficiary selection included vulnerable households (to which families suffering from HIV/AIDS belong). According to the end line survey, 17% of the households engaged in LIMAS activities have members living with HIV/AIDS or some kind of

disability. NFBKPII did not implement any HIV/AIDS-related activities but it would also not have been a requirement given the absence of this CCO from the 2012 DPP under which NFBKPII was initiated.

3.3.4 Climate and the environment

Finding 20. Environmental issues have been at the core of the three projects, which is logical since they all focus on sustainable use of natural resources in ecologically demanding environments. Their overall environmental record is positive, although there are some signs that when economic and environmental interests are divergent, the former prevail.

LIMAS was formulated during the validity of the 2007-2012 DPP and NFBKPII during the 2012-2015 DPP. Both policies fall within the MDG era and they mention climate change and the environment as important aspects to consider in Finland's development cooperation. The 2012-2015 DPP defines the concept of "*climate sustainability*" as an objective (MFA, 2007, 2012a).

The ways in which NFBKPII articulated environmental and climate sustainability include: (1) improved fire management and reduced shifting cultivation through adding value to the timber value chain leads to lower carbon emissions from natural forests, (2) reduced deforestation contributes to biodiversity conservation, (3) village land use planning process considers also important features within the village area, such as watersheds and habitats of rare and endangered species, and (4) Decision-Makers Forest Academy and support to forestry training institutions transfers knowledge to state authorities on the importance and potential of forestry for ensuring environmental services and for the reduction of poverty in rural areas (MFA & MNRT, 2013; NFBKPII, 2016). It remains unclear to the evaluation team whether the programme document had been subject to the climate sustainability screening as is required by the Manual for Bilateral Cooperation. Nevertheless, the programme approach as such supports climate sustainability objectives.

LIMAS tested a model of Conservation Agriculture (CA), which is in line with climate objectives (both adaptation and mitigation), as well as CBFM with a similar approach as NFBKPII. The MTR report stated that "promotion of sustainable natural resources management and utilization are the very foundation of the project sustainability strategy". LIMAS also included awareness on climate change adaptation as part of the programme results framework (Icon Institut & Diligent Consulting Ltd., 2013; LIMAS, 2011, 2017b). However, the impact of the CA activities to the environment are likely to remain limited given the fact that the adopters practice CA only on small patches of land and they do not apply all of the recommended techniques (Huhta & Ngido, 2015).

Environmental issues are at the core of PFP's mission, because it is based on sustainable use of natural resources. However, PFP had some challenges, as highlighted in a number of interviews:

- PFP has not implemented any specific studies to assess the possible impact of project activities on biodiversity. Plantations are monocultures albeit they are on marginal lands. There is anecdotal evidence of animals coming back. Plantations' share of the total Tanzanian land is marginal. Clear-cuts can cause some soil erosion but not much and plantations can reduce cuts from protected areas.
- Transmission poles are treated with the product banned in Europe. PFP says the treatment is not dangerous, product stays inside the wood, but burning treated pole is bad. According to NFC, the Ministry of Environment controls that treatments are conform with the regulations.

3.4 Reduction of poverty and inequality

EQ4: What are key success factors for achievement of 'reduced poverty and inequality', in particular in terms of benefits for women, vulnerable groups, and small and medium-size farmers?

Finding 21. Strengthening poor households' economies in a sustainable way would require systematic monitoring and measuring of poverty an inequality. Not all of this has been in place in Finnish ARDF support to Tanzania.

Among other, the projects would need to have a holistic understanding of household systems' dynamics. They would also need to understand the decision-making criteria of the households in order to develop and promote improvements that are appropriate and feasible in economic, social and ecological terms. Food and nutrition security could be strengthened through supporting and securing family farming. In some programmes, however, the desire to support small producers co-exists with the promotion of investments by large-scale companies, without addressing the challenge of possible contradictory interests.

Finding 22. Reduction of poverty and inequalities have been a central element in the rationale of all projects. Some of them carried out inclusive activities directed to worse-off communities and individuals. Their main approaches, however, were based on assumption that strengthening businesses and economic activities of private actors will trickle down benefits to the poor.

All sample projects in Tanzania draw on value chain approach. Therefore, it is important to assess the significance of VCA in poverty reduction in general terms. Although many agencies try to address poverty issues through VCA, there are increasing efforts to conceive and operationalize approaches that are more appropriate and effective in reducing inequalities. Both the experience of the projects and conclusions of many studies on the subject suggest that VCA often is not the most effective way to reduce poverty.

Finding 23. A value chain approach may not be the most effective way to reduce poverty in all circumstances.

According to a study (Stoian et al, 2016), the value chain development approach has increasingly been adopted by governments, donors and NGOs to help reduce rural poverty. The design of related interventions often assumes that poor households: 1) have sufficient resources to effectively participate in value chain development; 2) do not face substantial trade-offs when using these resources; and 3) are able to assume higher risks when reinvesting capital and labour. However, according to the study, experience and literature show that these assumptions often do not reflect the realities and the needs of the poor. It argues that value chain development with poor and vulnerable populations, particularly in rural areas, requires additional conceptual frameworks, analysis, and interventions. As a result, the study encourages donor agencies and development practitioners to adopt an asset-based approach to the design, implementation, and assessment of target value chains and to identify the non-market interventions needed for enabling particularly disenfranchised groups to meet the minimum asset thresholds for their successful participation in value chain initiatives.

The assessed projects include elements of asset-based approach. According to PFP interviewees, PFP sees its focus is on poverty reduction. It does poverty monitoring, mainly through one of the four indicators for project purpose: "Percentage of households in the targeted communities in each wealth rank; comparison between samples of targeted and reference villages".

According to a study in the PFP area, the impacts of plantations on the local economy, livelihoods and rural development also requires further research. The majority of tree growers are poor in absolute terms, and thus the poverty reduction potential through tree growing is significant, although out of reach as a livelihood option, for the poorest of the poor (Arvola et al. No year.).

Finding 24. It is unlikely that LIMAS has made any significant contribution to household poverty reduction. External factors have probably contributed more to the increased income of the households.

The main general statement made in the Completion Report is that household income from crops remained approximately at the same level compared to the baseline (outcome indicator #1) but that the beneficiaries' livelihoods have improved rather significantly (outcome indicator #3). The two indicators are similar in the sense that they both measure household economic status (indicator #1 income from sales of cash and food

crops, indicator #2 ability to pay school fees, clothes and other expenses) (LIMAS, 2017b). However, there is contradiction between the two indicators in the sense that both measure increased income but for one indicator the result was neutral while for the other one the result was positive.

The primary income of the rural households in the programme area stems from cashew nut (in some cases over 50%) and sesame sales, both of which LIMAS did not choose as value chains to be supported in the communities. The end line report acknowledges that sesame and cashew cultivation is "likely to be the main contributing factor towards the increased incomes in participating households in Liwale". In Newala, the main cash crop next to cashew is pigeon pea, which has a lower market price than sesame, which can also explain the slightly lower income numbers in this district compared to Liwale. Another limitation of the research method mentioned in the report is that the respondents of the baseline and end line report are not the same farmers and that the responses rely on informants own reported figures. The end line report also provides information on the number of assets (such as mobile phones) in households. There, the results are clear: they have increased compared to the baseline.

It is also unlikely that the CA and VICOBA activities have contributed significantly to households' improved livelihoods. One of the reasons is that the adopters dedicated only small patches of land to the method, as the end line survey report explains (Huhta & Ngido, 2015). Feedback collected during the field mission indicates that the farmers have largely abandoned the CA practices since the programme ended reasons being that additional time, effort and inputs would be required before the system functions well. Farmers have continued traditional shifting cultivation instead in Liwale. In addition, the LIMAS mid-term evaluation mentions CA groups' organisational weaknesses e.g. in accessing farm inputs on behalf of their members among the critical constraints (Icon Institut & Diligent Consulting Ltd., 2013). The conclusions drawn by a mission carried out by the MFA in November 2015 point to the same direction. The report mentions limited results of CA compared to the resources used for its implementation, and the small number of VICOBA saving schemes considering the context. The MFA Advisers recommended discontinuing the activities in future interventions (MFA, 2015c).

Finding 25. Both LIMAS and NFBKP II had adopted a relatively inclusive approach considering that value chain projects are often carried out among better-off populations and individuals.

LIMAS provided opportunities also for the weaker members of the communities, e.g. by engaging in small-scale business development and by providing access to micro-credit through the VICOBA's. CBFM as such supports reduction of inequalities because the asset belongs to the whole community and all members are expected to benefit equally from the resource. Both programmes also recorded a variety of demographic data useful for monitoring inequalities. The data was mainly used for analysing programme end line data against those parameters.

3.5 Investment in sustainable land use and management

EQ5: How can investment in sustainable land use and land management be made inclusive of smallholder and community needs while being attractive to responsible investors at the same time?

Finding 26. LIMAS, NFBKP II, and PFP did not attract any direct external investments related to land use and thus provide very little evidence on how investment in sustainable land use and land management can be made inclusive of smallholder and community needs. Several stakeholder and studies stress the importance of access to land by local communities and their self-management of ensuing economic activities.

Land use in Tanzanian agricultural sector is facing structural stresses and seemingly intractable challenges such as rapid population growth (human and livestock) and climate change (see Context 9). In this context, investments in land are an issue that can profoundly affect local communities, and the society as whole. At worst, important agricultural land acquisitions by outside investors can take land away from poor farmers in

rural areas. World Bank (2013) has defined the limited access to land and respect for community land rights as one of the four main constraints to the development of agribusiness in Africa.

Finding 27. Land tenure and resource rights lay the foundation for the projects. A fundamental condition for the villages to be able to commercialise timber from their forests is the tenure and resource rights.

The required processes include demarcation of village land, participatory development of a Village Land Use Plan (VLUP), official declaration of a Village Land Forest Reserve (VLFR) by means of a certificate, resource assessment to define the availability of timber in the forests, a management plan to estimate the amount of wood that can be harvested, and, finally, a harvesting plan for each time that the communities cut trees from the forest. Therefore, the village land demarcation and VLUP/VLFR lay the required foundations for any legal timber harvesting to take place from community forests. Villages can also obtain a Certificate of Customary Right of Occupancy (CCRO) on their land; however, while being an important document in general terms, it is not required for the establishment of the VLFR and thus for obtaining permission for timber harvesting (LIMAS, 2017b; NFBKP II, 2016). A challenge does not exist only between the State authorities and the communities, but border disputes between communities can also cause (and have caused) significant delays in the VLUP process, as was discussed with CSO representatives during the field visit.

In the context of PFP, investment in land means planting trees. With the project's support, almost 12,000 ha of smallholder plantations have been established involving more than 9,000 tree growers. PFP has also encouraged investment in the afforestation of Ifinga, a village in Ruvuma Region with low human population but massive areas of grassland that are available and suitable for plantation forestry. The investment of 19,000 ha includes 10,000 ha acquired by Sokoine University of Agriculture (SUA), 5,000 ha by Tanganyika Wattle Company (TANWAT, a large-scale local forest industry) and 2 x 2,000 ha by smaller local investors. Finnfund's investments in minimum are one million USD, which is not manageable for the purposes of several stakeholders.

PFP has cooperated with big forest and wood companies in Southern Highlands. Green Resources sells seedlings to PFP and TGAs. PFP has helped to expand KVTC and NFC out-grower groups.

Some stakeholders do not consider investments in land beneficial. According to Tanzania Forest Conservation Groups (TFCG), MFA supports wood lots, which is not forest conservation. TFCG thinks that tree planting has gone too far in South and people convert agricultural land to wood lots, and then they have no food. PFP affirms that this is considered during the land use planning process as a national guideline for land allocations in the villages. No land that is reserved for farm land is converted into forest plantation and most of the land where plantations are established are not suitable for agriculture. This includes waste land, land on slopes of the hills and those far located from the village where agriculture production is not considered feasible. Most farming in the Southern Highlands takes place on the valleys of the mountain and plantation on the mountain slopes.

According to several sources, there have been no significant forest land related investments in the Southern Highlands. Also, local investors are not interested in forests, while the focus of Chinese and Indian investors is rather only cutting. According to TFCG, foreign investors in land were many at the time biofuel boom some ten years ago, but not anymore. Forest Development Trust (FDT) operates in Southern Highlands, with its office in Iringa, and aims at increasing forest investments in the region from other parts of Tanzania. According to FDT, it collaborates with a pool of 3,000 potential Tanzanian investors.

According to interviews, Finnish NGOs have negotiated with several Finnish companies to identify joint ventures in developing countries, including Tanzania, but challenges are many. The NGOs explained that there have been many discussions between them and Finnish companies, but few projects have materialised. Main bottlenecks include the following aspects (1) NGOs have to invest a lot of time and effort from their own resources to build the partnership, (2) companies expect to take fast decisions, but more time is needed in the development context, (3) unclear objectives (e.g. is the point to help Finnish companies to make business abroad or to service poor populations in developing countries), (4) mismatch in the scale and volume

of the business between the companies and the NGOs. Many of the discussions have related to Finnpartnership funding that the companies have applied for.

Finding 28. Opportunities for advancing inclusiveness include supporting the diversification of market outlets for smallholders, ensuring that entry into contractual schemes is voluntary, and improving labour conditions for seasonal workers, including on commercial scale out-grower farms.

This was the key conclusion of a recent study by ODI (2018) that identified three primary forms of smallholder engagement in sugarcane production in Eastern and Southern Africa, including Tanzania. In its recommendations, the study emphasizes the role of public action to shift industries towards inclusiveness, promotion of smallholder ownership and participation in land governance, and industry-wide consensus on what inclusiveness means in practice.

3.6 Implementation approaches and modalities

EQ6: Which implementation approaches are most appropriate - in terms of scale, modality, instrument, channel and/or implementing organisations in future?

Finding 29. The sample programmes are tendered bilateral projects, in which technical assistance plays a key role, especially in PFP. Each has a locally adapted implementation approach that has produced results with relatively satisfactory effectiveness. Many of their challenges are inherent to the project approach that has limited tools for tackling the broad-based problems, such as poverty and climate change. It is likely that in future the need for more holistic modalities will increase.

A comparison between different modalities is difficult, because all sample projects in Tanzania are based on the same instruments. The three projects in are bilateral tendered projects, governed by a financing agreement between the MFA and a respective public authority in Tanzania (see Context 19). It has an assigned implementing agency in the country, frequently assisted by a technical assistance team that MFA procures through a competitive bidding, according to the law of public procurements. A tendered bilateral project is owned by the partner government and MFA, and they are its key decision-makers. A distinct project management unit (PMU), an international consulting company and various service providers typically belong to this set-up.

Other aid modalities have been considered during the evaluation period. According to the project document of the NFBKP II, the development partners (Finland, Norway, Denmark, Belgium and others) worked with the FBD to come up with a Sector Wide Approach Programme (SWAp) or a basket fund for NFP. In the absence of an accord, Finland decided to continue the funding through a project modality (“Support to the implementation of the National Forest and Beekeeping Programme (NFBKP II) 2009-11”). While there have been agricultural sector programmes in Tanzania, Finland has not channelled its contribution to the sector through them.

The following list mirrors suggestions of Tanzanian stakeholders regarding aid modalities:

- Mixed approach and involvement of many kinds of stakeholders are important. The choice of channels for resource allocation should depend on results. Government procurement systems are often cumbersome, those of the DPs are better.
- Don't expect miracles in four years, seven years is more realistic.
- CSOs have less interest in donor money, because the programming and project cycle of donors is different than CSO and private reality.
- Often the project proposals include too much international technical assistance. However, there is no defined limit to the volume or share of the TA allocation, and even higher amounts can be accepted if they are well justified.
- PFP I piloted many things. In PFP II we want to narrow down the scope to have a better focus.

The three projects achieved their expected results to varying degrees. In brief, PFP has been the most successful, partly because of its sizeable budget and stand-alone management structure.

- A comparison of LIMAS accomplishments with planned targets reveals mixed results. LIMAS facilitated capacity building of Newala and Liwale District Council officials, farmers and other rural community members in conservation agriculture, management of village community banks (VICOBA). Overall, the support to value chains and agribusinesses fell short of expectations, as only a minor part of the enterprises continues operating. The data of the results of LIMAS support to companies are rather ambiguous, as explained in the chapter on the limitations of the evaluation. On the other hand, it is not expedient that close to 100% of the supported enterprises succeed. Should that happen, it would mean the project's risk level was set too low.
- NFBKP II strengthened capacities on various aspects of community-based forest management (CBFM), with respective improvements at district level and in villages especially in the four priority districts and eight pilot villages. Through the project's activities, the awareness of forestry governance grew, especially in the villages with updated management plans and entrance into sustainable timber trade. The completion report disclosed that income increased for 6,911 beneficiaries, and that 220,826 people obtained the right to manage and utilize their forests.
- PFP was effective, reaching 100,000 people through 11 sets of activities. Over 90% of the reached people benefitted from a collective good, land use plans. Other tangible benefits include the Forest and Wood Industries Training Centre (FWITC), 93 ha of seed orchards established in eight different locations, over 4000 villagers, almost half female, participating in microfinance schemes, 12,000 ha of smallholder plantations established involving more than 9,000 tree growers, support to 96 Tree Growers' Associations with 8000 members, as well as 30 wood SMEs that were helped to upgrade their processing technology and double the sawn wood they produced. Economic empowerment of small-scale producers through their own commercial organisations (TGA, cooperative) protects their role in value chains and has a potential to result in long-term lasting impacts and benefits.
- Several PFP activities address strengthening of capacities. A case in point is the Forestry and Wood Industries Training Centre (FWITC), started in 2017. It is owned by MNRT, but the costs are mostly covered by PFP. It is in process of being accredited as an educational establishment. 1,100 people were trained in 2018, mostly company workers. The subjects include forest management, inventory, orchard, band saw maintenance / chain saw, and charcoal. As a key challenge the FWITC Director sees that forest industries in the region are not interested in training their staff. Many TGA members have been trained at the Centre. However, the strategic question is whether the training is sufficiently focused on skills that are needed by labour market.

Finding 30. All projects have faced challenges in their operating environment and management. These have affected their relevance, effectiveness and sustainability.

- Overall, both programmes have suffered from gaps between implementation phases. MFA launched LIMAS as a follow-up activity of the District Economic and Social Empowerment Programme (DESEMP), but the programme was initiated a few years after DESEMP had terminated. Support to the implementation of the NFBKP had also had several stages (NFP Coordination Unit Support Project NFP-CUSP, NFP Implementation Support Project NFP-ISP, and the Support to the implementation of NFBKP II) before NFBKP II started.
- While PFP is largely effective, it faces a number of challenges, according to mainly MNRT interviewees. The population in the region is poor and many trees are cut pre-mature. The technology applied by many SMEs in the sector is not efficient and sustainable. Wood is wasted and maintenance problems are frequent. Orchards are only starting and the supply of seeds is not steady. 150,000 ha plantations in Southern Highlands are coming to maturity within next 5 to 10 years.¹ This may result in a sudden influx of cash in the communities, with a subsequent dry period. The value chain PFP is supporting is still relatively short, that is, the focus in the primary production and less attention to downstream phases of the chain. With FDT, PFP addresses same issues and people with a

diverging approach. This may be harmful for everybody. PFP piloted many things and its focus was too wide. PFP has a stand-alone structure. The key documents of PFP do not define a Tanzanian implementing agency. Even the chair of the Steering Committee stated that ‘the consulting company implements PFP, according to the MNRT plan’. All project staff are employed by Finnish consulting companies. There is no national project director.

- As a stand-alone project not linked to permanent institutions in the country, PFP runs the risk of weak ownership and sustainability. A high number and central role of the technical assistance can be counter-productive to its long-term sustainability

Finding 31. Finland’s involvement in Tanzania’s forestry sector has included bilateral and CSO programmes, work with UN organisations, ICI projects, and Finnfund investments. At the same time, consultations prior to the formulation of the Country Strategies have not been systematic, which has led to a situation that different aid modalities operate largely in isolation from each other.

Stakeholders from CSOs as well as research and academia sectors considered that the MFA has not consulted sufficiently different stakeholder groups in the formulation of the Country Strategies and that CSOs role as a Development Partner should be acknowledged stronger. The organisations underlined that especially CSOs have implemented long-term interventions in the country and they have reached both scale and impact at the grassroots and policy levels, including in CBFM. In addition, they work closely with networks of local organisations, which in turn have collaborated with Finnish bilateral programmes. For example, WWF is scaling up its action by negotiating sizable funding from the Global Environmental Facility (GEF) to engage with all the seven relevant ministries in Zanzibar and mainland Tanzania for an 'Integrated Land Use and Restoration Program for Tanzania’s Productive Forest Landscapes’ programme. WWF has also collaborated closely with the Governments of Finland and Tanzania by providing financial and technical assistance for a number of policy processes such as the Zanzibar declaration on timber trade in 2015 and the development of the East African Community (EAC) Forest Policy and Strategy for six member states (Tanzania, Kenya, Uganda, Rwanda, Burundi and South Sudan) (WWF, 2018).

Finding 32. Between the sample projects, there are important variations in assigned resources. It is likely that this partly explains the differences in their effectiveness. The more resources a project had, the more likely it was to produce results. Modest results of some sample projects are in part explained by scarce resources assigned to it.

PFP’s budgeted GoF contribution was biggest among the nine sample projects. By the end of 2018, 98.9% of its was spent (Table 7).

Table 7. Budget and spending of PFP I.

	MFA Finland contribution (Euros)	Own funding by the project host institution	Third party funding	Total (Euros)
Budgeted	19,150,000	Contributions in kind, but not monetized nor accounted.	n.a.	19,150,000
Spent	18,938,445 (by 31.12. 2018)	n.a.	n.a.	18,938,445 (by 31.12. 2018)

Source: Draft completion report of PFP I (PFP I, 2019).

The stand-alone nature of PFP is illustrated in its use of human resources (Table 8). Over the five years of its implementation, on average 10 professional and some 40 support staff have been employed by Finnish consulting companies, using the GoF contribution. The only person paid by the GoT is the Director of FWITC, employed since June 2018.

Table 8. Human resources utilised in PFP I by December 31, 2018.

	HR paid by the MFA Finland contribution	HR paid by the own funding (project host institution)	HR paid by third party funding	Total
Professional staff	495.5 p/m	0	0	495.5 p/m
Support staff	43 staff in 2018, including 10 drivers and 14 field officers.	0	0	43 staff in 2018, including 10 drivers and 14 field officers.

Source: Draft completion report of PFP I. (PFP I. 2019).

Finding 33. In addition to bilateral tendered projects, MFA has used other instruments to channel its support to ARDF in Tanzania. While they have effective in producing expected results, their links to MFA’s overall ARDF strategy has not been as close as those of the bilateral projects. Future strategies may call for their closer strategic integration.

One of them has been CHIESA, implemented by a regional research organisation icipe (Box 1). INFORES was an ICI project implemented by Luke, and linked National Forest Resources Monitoring and Assessment Project (NAFORMA), coordinated by FAO. INFORES has contributed to a holistic and integrated data-base, which the MNRT can use in analysing and utilising to help make informed decisions and develop relevant policies to promote Sustainable Forest Management. The project produced tangible forest inventory results, but apparently was less effective in strengthening local capacities. According to one interviewee, NAFORMA produced macro level results that are not fit to micro level decision-making. Both CHIESA and INFORES are projects included in this evaluation.

Box 1. The programme “Climate Change Impacts on Ecosystem Services and Food Security in Eastern Africa” (CHIESA)

MFA supported the programme “Climate Change Impacts on Ecosystem Services and Food Security in Eastern Africa” (CHIESA) with a 4.9 mEUR grant in 2011-2015. The programme was built on the realization that although many climate-change adaptation initiatives have focused on technology use and climate-resilient infrastructure design, the role of healthy ecosystems can be significant in climate change adaptation. To address issues of climate change adaptation through the ecosystem-based adaptation, CHIESA focused on an area which is vulnerable to climate change and which is one of the world’s biodiversity hotspots, East Africa’s Eastern Afromontane Biodiversity Hotspot (EABH). CHIESA had a regional approach and to develop local adaptation strategies, CHIESA brought together, with the leadership of icipe, universities in the three focal East African countries (Ethiopia, Kenya, Tanzania), in England and in Finland.

A key concept in CHIESA’s operations were the eight Work Packages (WP), whose implementation responsibility was divided between the five main programme partner organisations. In WP3, Valuation of ecosystem services, Sokoine University of Agriculture was the main partner. In WP6 – Assessment of impacts on water provision, the main responsibility pertained to the University of Dares-Salaam. In the mid-term review (NIRAS, 2014), their effectiveness was assessed satisfactory, although varying from one WP to another. The overall impact of CHIESA was affected by different starting points in the three areas in Kenya, Tanzania, and Ethiopia. A stronger role of local organisations would have fostered sustainability. Weak policy links were a challenge, but the level of inter-WP collaboration was acceptable. There was neither a comprehensive dissemination plan, nor an exit strategy. To deal with this challenge, MFA supported a continuation phase, known as Adaptation for Ecosystem Resilience in Africa (AFERIA), with a one million euro grant for 2016-2017.

For a programme such as CHIESA/AFERIA, it is crucial to focus in three strategic aspects: 1) Research partnerships where each partner is committed, experienced, able to add value and capable to operate in the research location; tight team structure and frequent, periodic communication within research teams; and ambitious, yet realistic research topics. Programme level research success will

derive from strong intellectual leadership. 2) Capacity building that draws upon close and respectful working relationships with the local partners in which they are full-fledged, equally financed members of the research team, not just student supervisors or service providers. 3) In dissemination it is important to have a clear definition of the role of dissemination in the programme, however large or small, at the onset of the programme. The researchers also need to buy in the programme vision for why, how, and to what extent the programme will be involved in dissemination.

Source: NIRAS (2014). Joint Mid-Term Review of Regional Research and Development Programs: Improving Food Security in West and East Africa through Capacity Building and Information Dissemination (FoodAfrica), and Climate Change Impacts on Ecosystem Services and Food Security in Eastern Africa - Increasing Knowledge, Building Capacity and Developing Adaptation Strategies (CHIESA)

Finding 34. NORAD's portfolio in Tanzania includes a diversity of interventions within the ARDF sector and the number of partners and co-sponsors. This contrasts with the ARDF evaluation sample in Tanzania, which consists of conventional bilateral projects, with Finland as the sole funder. A set of more diversified implementation approaches could be a consideration for MFA's future ARDF portfolio (see Context 11).

An interesting development partner to compare with is Norway. Although its bilateral aid for Tanzania is significantly bigger (about 40 mEUR in 2017 (Norad, 2019)) than Finland's, it has a similar cooperation history with Tanzania, and, as a Nordic country, its development cooperation principles and some of its comparative advantages are close to those of Finland.

In terms of volume, environment & CC, and agriculture both have the same size in Norway's portfolio. NORAD focuses on the sectors of energy, environment & climate change, and public financial management. In forestry and climate initiatives, there are three projects:

- National Carbon Monitoring Centre, hosted by SUA, provides data for climate for national commitments. Land use data is important. It improves forestry management. If MFA project plants trees, NCMC should tell the contribution. Will be extended till 2020, pending approval by the government. Challenges: All projects need to be cleared by MiFIN, it can take a year, now more committees than before. After 2020, the government should take over the project.
- Forestry Training Institute in Arusha. MFA supported it before. Ended Dec 2018. Will be evaluated. Government finances it now.
- Eastern Arc mountains conservation and endowment fund. To provide resources to the area. NORAD funded projects inside the fund, based on proposals. Ends in May, but maybe Norway continues. - In pipeline: REDD coordination with Vice-President's office. There are some REDD players in Tanzania.

The importance of agriculture in Tanzania is increasing in the Norwegian portfolio. Currently, it includes the following interventions:

- Support to research through Sokoine University of Agriculture, oriented towards communities. SAGCOT Centre - Includes USAID, DFID; it is bringing stakeholders together and is considered a flagship initiative of the government.
- ACT, Agricultural Council of Tanzania, supports farmers.
- Previously there was support to AGRA, a big player in Tanzania.
- UNFPA initiative to support Farm to Market Alliance.
- Support to refugees through WFP.

3.7 Monitoring and evaluation systems

EQ7: What type of monitoring and evaluation system is most appropriate for outcome monitoring of Finnish projects in the context of wider support for achievement of SDGs?

Finding 35. While the definition and use of outcome-level indicators have been adequate in the assessed projects, their M&E systems have been geared mainly to project-specific uses. The lack of linkages and synchronization with broader M&E frameworks, such as national institutionalized systems, MFA results frameworks, and SDGs has significantly reduced their usefulness at the strategic and portfolio level.

Both LIMAS and NFBKP II had relatively comprehensive results frameworks, including outcome-level indicators. LIMAS followed the logical framework approach. The documents articulate clearly outcome-level indicators with baseline information and targets. Most of the outcome-indicators are also adequately formulated (e.g. 20% increase in the value of sales by targeted farmer households in at least five supported agriculture or forest-based commodity value chains or business strategies) reflecting changes in practices or behaviours. Some indicators are ambiguous (e.g. 35% of the population engaged in LIMAS initiatives enjoy improved livelihoods; we can ask how the term “livelihood” should be defined).

Overall, the monitoring framework of LIMAS is solid, and the programme has used it. An end line survey was carried out (Huhta & Ngido, 2015). The programme was subject to a mid-term evaluation (Icon Institut & Diligent Consulting Ltd., 2013), and the Steering Committee discussed the recommendations, but no final or ex-post evaluation has been carried out. Programme staff explained that the service providers, MCDI and MJUMITA, had a key role in providing inputs to the progress reporting and they performed their tasks well.

In NFBKP II, the hierarchy of the monitoring framework is adequate in the sense that, at a higher level, most of the indicators focus on behavioural changes. So-called “sub-programme” level indicators adequately focus on tangible outputs. The indicators also have targets, and their progresses are reported. In addition, NFBKP II applied 19 pro-poor indicators that were formulated based on a socio-economic assessment at the beginning of the intervention. The indicators were integrated into the project’s Results-Based Monitoring Framework (NFBKP II, 2014).

Finding 36. The programmes included in the study had issues with low evaluability. Grass-roots level action, complex operating environments, extensive geographical areas and large numbers of people involved increased the cost of external outcome and impact level evaluations. In combination with low resources assigned to M&E purposes, this may have contributed to a tendency to focus on monitoring activities and outputs instead of results.

None of the programmes has been subject to a final or ex-post evaluation. Most MFA programmes undergo not more than one evaluation during their lifetime, which is a requirement established in the evaluation norm of the institution (MFA, 2015a). Before 2015, the guideline did not yet exist. LIMAS and NFBKP II with its earlier phases are addressed in a number of broader evaluations but none of them has included a deep-dive into the interventions in their scope. The evaluation on Finland’s Development Cooperation Country Strategies and Country Strategy Modality did point out that “*Both the successor project to NFBKP II and the PFP should be intensively monitored during the next Country Strategy period, required to collect and report outcome-level performance data, and subject to final evaluation. The final evaluations should establish conclusively (a) how sustainable small-scale commercial forestry can continue to be promoted and (b) whether CBFM has an institutionally, economically and environmentally viable future. Both projects should maintain constructive engagement with relevant policy issues and developments. They should intensify their efforts to promote gender equality and the empowerment of women and report accordingly*” (Turner et al., 2016).

According to the project document, PFP has prepared, during the Inception Phase, the mechanism for detailed monitoring and evaluation (M&E), based on the structure of the Logical Framework and annual work plans. This would have ensured good results-based monitoring as well as good linkage between

monitoring and planning. The foundation of the monitoring system at community-level will be community-based. It will allow the TGAs to own the processes related to decision making on private forestry within their community.

The mid-term review found that no systematic M&E system is in place. It is also not linked to other frameworks, such as relevant government M&E systems.

Finding 37. For the past two years, ERET recommended PFP to formalize and systematize the M&E system and prepare the M&E framework to guide the programme on the required M&E activities and responsibilities. According to PFP management efforts have been made but according to management the limited human resources have been too busy with other priorities. Also, regarding the recommended development and facilitation of a participatory M&E system for TGAs, no action was taken due to “lack of time”.

At the time of this evaluation, the PFP team was able to provide all the requested data and information timely and accurately.

The MFA’s Evaluation Manual defines that an evaluation report should include a clear indication of to whom the recommendation is directed, who is responsible for implementing the recommendations, and when the recommendation should be implemented. The MTR report of PFP does not include these definitions.

The dissemination and replication of the PFP results has taken place through various channels.

- Publications. The draft completion report lists 36 PFP publications, over the period from October 2015 to September 2018. They are available both in hard copies as well as on-line from the PFP portal.
- PFP has a web site in English and Swahili and it is updated regularly (see <http://www.privateforestry.or.tz>)
- Investment opportunities are promoted by PFP through distribution of respective information to interested stakeholders. The distribution takes place through publications, participation in various events, networking, and collaboration with wood related industries.

3.8 Lessons learnt from the development partners

EQ8: How have the lessons learned from the donors/development partners and development organizations been taken into account or implemented at project level and what kind of approaches do the organizations have for future challenges in the sector?

Finding 38. In their preparatory processes, the projects have undergone extensive consultations with a number of stakeholders, including other development partners and organisations, although their dynamics are not always known by a wider group of stakeholders. During implementation, exchanges have continued but less systematically, and with a focus in specific activities. This results mainly from the adopted implementation approach of bilateral projects, where Finland is the sole funder and structures to systematic peer learning do not exist.

Some challenges in the implementation phase stem from programming and identification, where basic parameters are decided. According to in-country stakeholders, these stages are not sufficiently transparent and their internal reasoning is not known.

At the national level, Finland has been an active member of the donor community in the forestry sector. The support to the implementation of NFBKP during its several phases has involved regular exchanges with other development partners, CSOs and other actors. In LIMAS, PFP, and NFBKP II some Programme staff mentioned that they have participated in national-level events fora together with the Embassy.

Finding 39. Flexible and rapid networking belongs to the toolbox of an effective project. The programmes have interacted reasonably well with other relevant actors to learn lessons from them. Some projects have effectively drawn on the experiences from comparable programmes outside their area of operations.

In Conservation Agriculture (CA), LIMAS followed the model developed by the Zambian initiative Conservation Farming Unit (CFU) (CFU, 2019). Towards the end of the project, LIMAS also organised a national workshop on CA and brought a Tanzanian representative of CFU to talk in the event. The workshop was a response to the GoT's CA strategy paper that recommended the adoption of CA across the country. Furthermore, LIMAS financed a study tour for programme stakeholders to visit CFU in Zambia. At this stage, LIMAS was perceived an important actor in CA in Tanzania, an international adviser of LIMAS reported.

In terms of the VICOBA schemes, LIMAS consulted with Aga Khan Foundation on their modality of implementing community-level saving and credit schemes and also with the person who has developed the Tanzanian VICOBA model. LIMAS and Aga Khan Foundation coordinated together so as not to implement parallel systems in the same communities, which they managed to avoid by and large. Finally, according to programme staff, LIMAS adopted a model that was considered the most suitable also by the villagers themselves.

LIMAS exchanged information regularly with other development partners. Mtwara Development Forum was active at first during the programme implementation period and LIMAS took part in it, as well. After approximately 5-6 meetings, the participants decided to pursue exchanges on a more bilateral basis because it was considered more practical, LIMAS international adviser described. LIMAS continued collaboration mainly with Aga Khan Foundation also on product marketing and Logical Framework indicators, among other topics. In the business development component, LIMAS consulted DANIDA B2B program, USAID private sector support modalities, OECD and Swiss Development Cooperation (SDC) guidelines for private sector support, according to interviews with programme staff.

MCDI's collaboration with LIMAS and NFBKP II during 2010 – 2016 has probably contributed to the strengthening of the organisation as an important player in the field of CBFM in Tanzania and, therefore, indirectly also to making a case for FSC-certified CBFM in Tanzania. MCDI acted as a service provider to both LIMAS and NFBKPII for carrying out the forest resource assessments within the Village Land Forest Reserves (VLFs) and to develop the forest management plans. MCDI was established in 2004 and the organisation was still a relatively young NGO at the time when it initiated the collaboration with the MFA-supported programmes.

The MNRT policy is to strengthen Tree-Growers Associations (TGA), which is a key element in the strategy of PFP. The objective of the Ministry is to build capacities of the associations and formulate guidelines for the tree-growers' use. This is likely to be the future tendency, too, as the reviewed National Forest Policy underlines the role of small-holders.

Finding 40. While the role of coordination and alignment mechanisms has decreased from what it was 10-15 years ago, Finland is still an active player in those mechanisms that exist in the Tanzanian forestry sector. Regarding the role of the government, there are signs of a stronger ownership of development aid, although this is sometimes manifested in ways that the DPs are not used to. The projects have been skilful in creating local partnerships.

For coordination of development partners, the donor group on natural resources has a sub-group in forestry. Finland leads it, with Norway, EU and UNDP as key members. Members find it very useful and its main functions are information exchange and dialogue with the government. There are other sub-groups in wildlife and climate change. Government is invited when information is needed, but the location of key ministries in Dodoma is an issue. There are no joint projects between the DPs.

Some DPs find that government procedures have become more complicated. According to the Ministry of Finance, the government procedure to approve development cooperation projects starts with the engagement

of the line ministry. Then MiFin gives its approval and the DP proposes a financing agreement. The line ministry must include the government contribution in its budget. MiFin has units to review documents but the line ministry reviews the project document. The documents must be in line with the NDP. MiFin has written guidelines for project preparation. The Law 134 (Government loans, grants and guarantees act) regulates the approval of international development cooperation projects. There are two inter-ministerial committees that must give clearance to all project proposals: Technical Aid Management Committee, and National Aid Management Committee. Then the Minister takes the decision. Approval of projects funded by international NGOs is a separate procedure. They are handled by the Prime Minister's Office, not by MiFin. But MiFin must have their financial information.

PFP has a potential to be replicated elsewhere. For example, in Lake Victoria and Kigoma areas, where some parliamentarians have expressed interest in it. TTGAU has requested that PFP be expanded. According to the CTA, there no manifested interest by other donors or DPs to replicate the PFP concept. Interviews indicate that the chairperson of the PFP Steering Committee sees PFP concept will be replicated to other parts of Tanzania. Possible areas could be the Lake Zone and Arusha.

3.9 Finnish added value

EQ9: How can 'Finnish added value' in the ARDF sector be realised (e.g. through access to Finnish markets and expertise or to Finland's experience in creating a favourable business environment)?

The concept of 'Finnish added value' has different interpretations. Sometimes it is mingled with the results of Finnish development cooperation in general. In this evaluation we apply the definition of Koponen et al. (2012) that specifies Finnish added value as "the contribution of knowledge, skills, approaches, priorities and processes that are specifically Finnish in nature" and attempted to discover whether specific areas, sectors, themes or functions could be found "in which Finland's value added becomes best utilised."

According to the same evaluation, Finnish added value has been understood to mean:

1. Deployment of Finnish resources – personnel and equipment – in the delivery of Finnish aid.
2. Promotion of Finnish/Nordic/European values, and patterns of behaviour based on them.
3. Application of supposed lessons from Finland's development history.
4. An 'acquired trait' – gained from long-term close cooperation.
5. Dissemination of selected 'best practices' from certain Finnish-supported interventions.
6. Participation in and adaptation to donor division of labour.
7. Attempts to produce a leverage effect through a targeted contribution.

Finding 41. The evaluation came across little evidence on realisation of Finnish added value, neither in the sample projects, nor in interviews. This may be due to the vagueness of the term and that it is not very high on the development agenda. The projects, especially in forestry, have made extensive use of Finnish expertise. In some cases, such as PFP, programme activities have been a catalyst for Finnish businesses in Tanzania. In principle, access to Finnish markets could be promoted through strengthening respective companies in the supported value chains, but none of the projects has come to that stage.

LIMAS and NFBKP II have worked with Finnish TA companies and experts in programme design and implementation. Niras Finland coordinated LIMAS and Indufor was in charge of NFBKP II. Finnish CTAs led both interventions, and the teams included both other Finnish experts as well as team members of different nationalities, including Tanzanians. NFBKP II organised two study tours to Finland and a Decision Maker's Forest Academy session, which is a concept developed in Finland. None of the programmes

introduced Finnish technologies or other products through the programmes (LIMAS, 2017b; NFBKP II, 2016).

According to TFS, Finnish experts on the ground are an asset. They have a strong technical back-up, which builds capacity and study tours in Finland have been productive. However, much technical assistance can be a problem for learning.

Finding 42. Focus in Finnish added value may reduce the number of relevant choices for MFA in supporting ARD. As a relatively small donor, MFA is likely to achieve more and better results in joint operations with other development partners, instead of concentrating in its separate identity and visibility. This may be an adequate way to materialize Finnish added value.

Some of the beneficial results of the PFP cannot objectively be attributed to its Finnishness. For example, when asked about Finnish added value in PFP, one stakeholder mentioned issues such as better seeds, land use plans, training, and seed orchards and wood processing.

It is likely, however, that some of the PFP positive aspects trace back to Finland. TGAs are based on the Finnish model. Village land use planning processes were supported by the University of Turku, Department of Geography. Through a competitive bidding, FWITC has procured a mobile sawmill, Slidetec, of Finnish manufacture (unit cost 50,000 USD). It is a circular saw in which the rolls under the saw tables have been replaced with slide rails, to enable smooth running of the table and a firm structure. The manufacturer, Tommi Laine Trading Oy, is based in Laitila, Finland. The company intends to compete in the East African market.

4 Conclusions

Conclusions – on the role of future Finnish support for ARDF

Conclusion 1. With a closer synchronisation with the SDGs, Finland’s forestry support provides encouraging lessons and models for the future and broader application. In agriculture and rural development, the strength of Finnish support has been based on orientation on local needs through partnerships, rather than application of Finnish expertise. *(This conclusion is based on Context 21, Context 22, Finding 1, Finding 2 and Finding 3 and is a basis for Recommendation 1.)*

Finland’s strengths in contributing to SDGs in Tanzania through the ARDF sector include comprehensive rural development and forest sector support approach over several decades. When appropriately adapted to local conditions, the know-how on implementing forestry (CBFM or plantation forestry) at the grassroots level with a poverty-reduction objective constitutes a comparative advantage.

Conclusion 2. The challenge remains for the MFA on how to design and implement an effective intervention with a wider development framework, such as the landscape approach. The more the programmes would adopt SDG targets and indicators, the more demanding the multi-sectorial set-up is likely to become. *(This conclusion is based on Finding 4 and is basis for Recommendation 2.)*

Complex problems in project environments do not follow sectorial boundaries, and nexuses between forestry, agriculture, climate change, food security, water, and other critical components of sustainable development are still relatively absent from the interventions. While the growing population needs more food, extensive agriculture is a deforestation risk. The logical response would be more intensive agriculture and farming systems.

Conclusions – on the value chain approach and conditions it needs

Conclusion 3. Under favourable conditions, a value chain support can be effective even with relatively modest resources, if enabling conditions and support services exist. Poor rural households draw on a combination of livelihoods, whereas VCA interventions tend to focus only on part of the, such selected agricultural crops, non-farm activities, or tree growing. The main role of the projects should be that of a broker, facilitating connections and interactions between autonomous value chain actors. *(This conclusion is based on Context 24, Finding 5, Finding 10, Finding 11 and Finding 12 and is the basis for Recommendation 3.)*

To increase finance and investments, value chain approach needs emerging initiatives and dynamic businesses, enabling environment and support services. In the Southern Highlands of Tanzania, these exist to a much larger extent than in the region of Mtwara Lindi.

Conclusion 4. In difficult operating environments and within a time span of a bilateral programme, large national or multinational companies have better chances of survival and better prospects for tangible results than small entities. As value chains grow, the question of their control and benefit sharing becomes central and would needs to be addressed. *(This conclusion is based on Finding 6, Finding 7, Finding 8, Finding 9, Finding 13 and Finding 14 and is the basis for Recommendation 4.)*

If a value chain approach is a key part of a project’s strategy, the entire VC framework and dynamics should be assessed and understood at the outset. Then, selected part(s) of the chain could be subject to donor support, provided that they a) are critical to the value adding functions of the chain and its environment, b) are areas appropriate to donor support. In particular, the donor should not intervene in the VC parts that are better suited to public authorities (such as policies and regulatory framework) or private sector actors (such as VC operations and risk taking).

LIMAS business support component can be considered partially successful, more so with large-scale companies than with local enterprises. The efforts of LIMAS became distributed over a relatively large number of other value chains and other activities, which caused the resources to be spread too thinly across the programme area.

Conclusion - on the integration of cross-cutting objectives in ARDF interventions

Conclusion 5. Overall, Finnish support to ARDF in Tanzania has adequately considered CCOs and the HRBA, both in planning (according to relevant, if existing, guidelines) and implementation. The assessed projects have performed reasonably well in strengthening human rights and gender equality, thus contributing to Finland's development objectives. Economic empowerment of communities and operational guidelines are likely to strengthen CCO and HRBA implementation in future. (This conclusion is based on Context 15, Context 20, Finding 15, Finding 16, Finding 17, Finding 18, Finding 19 and Finding 20 and is the basis for Recommendation 5.)

The programmes have carried out different types of socio-economic studies that have integrated gender considerations, programme indicators have been systematically gender-disaggregated, and the indicators have been used in baseline and end line surveys. Programmes have encouraged the use of quotas in some programme activities and, in general, they have constantly reminded stakeholders on the importance of gender equality. Some targeted trainings to women only have been organised. Finland has succeeded in strengthening the land and resource rights in the benefit of rural populations through the establishment of VLFRs and private forestry lots.

Effective integration of cross-cutting objectives and HRBA in business-oriented programmes can be challenging and complicated. Existing guidelines do not necessarily provide sufficient support for their project-specific operationalization. The high awareness of the importance of the CCOs and HRBA among the programme staff, combined with their professional experiences, have helped the programmes to be reasonably effective in these areas.

Conclusion - on success factors for reduction of poverty and inequality

Conclusion 6. A pro-poor approach is not always compatible with the value chain approach. To reach the poorest and vulnerable segments of a community, specific support measures and activities, including monitoring, might need to be designed that correspond with the resources and capacities of these groups. (This conclusion is based on Finding 21, Finding 22, Finding 23, and Finding 24 and is the basis for Recommendation 6.)

Effective value chain development needs stakeholders who have at least a basic amount of assets, such as land, labour force, and entrepreneurship. In some cases, choices need to be made between value chain focus and social development

Conclusion 7. The success factors for effective poverty reduction include the understanding of the role and rationale of the private sector in ARDF. External factors, as well autonomously behaving private actors, are not always conducive the enforcement of public development policies. (This conclusion is based on Finding 22 and Finding 25 and is the basis for Recommendation 6.)

There are many necessary ARDF elements that do not directly interest private actors: small-scale infrastructure development especially in remote areas, gender equality, social transformation of rural households and communities, and extension services for crops with little commercial value. Consequently, there are limitations to what private actors can do to reduce poverty and inequalities. Appropriate and balanced private-public partnership may help to overcome this obstacle.

Conclusion - on inclusive land investment in ARDF development

Conclusion 8. Without a robust and enforced policy and regulatory framework, which ensures communities' rights and access to land, likelihood of inclusive investment in land remain weak. *(This conclusion is based on Finding 26, Finding 27 and Finding 28 and is the basis for Recommendation 7.)*

Limited access to land and respect for community land rights are the key issues in the land sector. There is much less evidence on land related investments as a sustainable way to strengthen small-holder economies.

Legitimate and enforced policy & regulatory framework by the government must exist to pave way for land-related investments. It is a necessary pre-condition for an effective support by development partners. The importance of land tenure is raised as a critical issue across stakeholder groups and independent studies.

Conclusion - on implementation approaches and aid modalities

Conclusion 9. Finland's support to ARDF has (perhaps too much) focused on tendered bilateral and stand-alone projects. Combined with important variations in assigned resources, this has rather limited their effectiveness overall. More diversity, combined with a proactive role of the private sector, would have strengthened the likelihood of achievement of the outcomes defined in the Pillar 4. *(This conclusion is based on Finding 29, Finding 30, Finding 32, Finding 34, and is the basis for Recommendation 8 and Recommendation 9.)*

All studied programmes were tendered bilateral projects and included challenges in operating environment, programme design and management, and consequently effects on relevance, effectiveness and sustainability. There is a pattern of similar issues appearing time and again, which are partly evidenced by findings under the EQ2. Assessment of these challenges is important when designing new comparable interventions. Addressing them in a given project-specific context can help in identifying the most appropriate implementation approach.

In this context, variations in resources clearly impact on what they can produce as results. A project producing many outcomes is not necessarily using its resources efficiently. One should not directly parallelize the achievements of two projects, if one of them (PFP) has many times more resources in comparison to the other (NFBKP II). In reverse terms, if parsimony is the driving force – in terms of funds, human resources or time – the achievements cannot be expected to be spectacular.

Moreover, stand-alone projects do not have a good record in ownership and sustainability, and this poses a major risk to a project such as the PFP, which was not located in an existing and functional institutional framework that is mandated and resourced to assume the activities and principles applied by the project.

Conclusion 10. Major research programmes and ICI projects have produced relevant research results, but the links with development outcomes have remained unclear. While ARDF development has a constant need of research results, their practical and timely applicability should be better ensured. *(This conclusion is based on Finding 31 and Finding 33 and is the basis for Recommendation 9.)*

Research projects, such as CHIESA and INFORES, are an appropriate channel for Finnish public organisations to engage in collaboration with respective institutions in the partner countries. They are utilised by a relatively few Finnish implementers and in many cases they do not sufficiently focus on capacity strengthening.

Conclusion - on the functionality of monitoring and evaluation systems

Conclusion 11. All sample projects have their own M&E system, although in some cases, such as PFP, it has required time and considerable efforts to make it functional. While the projects are aware of the importance of results-based monitoring, there is a perceptible tendency to focus on

activities and outputs. In every project, the linkages to wider M&E frameworks were weak, including national ones or MDGs. The importance of synchronisation with SDG indicators and MFA's results framework has become obvious, but these did not exist at the time the projects were designed. (This conclusion is based on Finding 35, Finding 36 and Finding 37 and is the basis for Recommendation 10.)

Evaluation reports should play a more effective role in the strategic orientation of the projects. The evaluation processes and their outcomes should be more integrated into the management principles and systems of an MFA intervention, on the one hand, and the broader M&E framework, on the other.

Conclusion - on lessons learning from other organisations

Conclusion 12. While donor groups exist in forestry & NR, the DP collaboration has regressed from the heyday of aid effectiveness. Strengthened DP coordination, with government involvement, is likely to be beneficial to all concerned parties. DP coordination at district level should be stronger. (This conclusion is based on Finding 38, Finding 39 and Finding 40 and is the basis for Recommendation 11.)

Development partners still believe in ownership, alignment, and harmonization, but often much more in form than in substance. There are many sectorial working groups and subgroups, but most of the time they only share information, without any DP changing its activities to harmonize with others. In most cases, governments do not participate, let alone lead. The main reasons for the rollback are in the disappointments with the PBA achievements in the last decade, and the enormous efforts that aid effectiveness processes require.

Conclusion - on the realisation of Finnish added value in the sector

Conclusion 13. In most cases, the beneficiaries and stakeholders in the partner countries do not think in terms of added value from Finland or any other donor country. Good projects are appreciated and poor ones criticized, regardless of the origin of the resources. Bilateral ODA interventions funded by MFA are not a very effective way for promoting Finnish business interests. It is likely that Finnish businesses would benefit more from tools designed for their particular purposes. (This conclusion is based on Finding 41 and Finding 42 and is the basis for Recommendation 12.)

Finnish added value has had diverging interpretations, ranging from export promotion to any sort of cooperation between Finland and a partner country. In practice, during the period 2007-2011 Finnish expertise, know-how, and capacity across the sectors was portrayed as a way to provide or utilize added value that originates from Finland. MFA made efforts to converge Finnish added value with the needs of developing countries.

While Finnish capacities should be used when they are available, effective and cost-efficient, the projects should continue procuring their resources on a competitive basis.

5 Recommendations

Recommendation – on the role of future Finnish support for ARDF

Recommendation 1. In supporting ARDF in Tanzania, the preparatory processes of the interventions should ensure that the use of Finnish strengths and comparative advantages are appropriately adapted to the local contexts, to respond adequately to their needs and priorities. *(This recommendation is based on Conclusion 1.)*

Principles of aid effectiveness – ownership, harmonisation, alignment, mutual accountability, management based on results – should be combined with Finland’s comparative advantages. MFA’s ARDF programmes should strive for synergies with Finnish interventions of other modalities, relevant national stakeholders, as well as with those of all development partners. Participation in joint operations must not exclude the possibility of MFA earmarking its resources to purposes it deems important.

Recommendation 2. Programme objectives need to have explicit connections to wider development agendas, such as the SDGs. The preparatory processes should include a nexus assessment, to make sure that the programmes address crucial inter-linkages in a suitable way. *(This recommendation is based on Conclusion 2.)*

The importance of nexus thinking is increasing in the context where global threats, such as climate change, blur the boundaries of traditional sector thinking. Each ARDF design and planning should address relevant nexus issues explicitly.

Recommendations – on the value chain approach and conditions it needs

Recommendation 3. When envisioning new support to ARDF, MFA should pay particular attention to the identification and preparation phases of new interventions, so that an overall strategic approach, suitable to the operating environment, is selected. *(This recommendation is based on Conclusion 3.)*

VCA as a central strategy of a project brings about results only if basic conditions (emerging initiatives and dynamic businesses, enabling environment and support services) exist in a given geographical area and a social, economic and ecological context. If the basic conditions do not exist, it is preferable to proceed with another approach than the VCA, such as non-market strategies.

In the identification and preparation of an ARDF intervention, it should always be assessed which conceptual and strategic framework suits the vision and mission planned for the project. It can be the VCA or another pertinent approach. It is possible, for example, that food security approach provides an appropriate overall framework to which adaptation to climate change belongs.

Recommendation 4. Identification of activities to support a value chain needs to be based on special expertise and experience. By definition the private sector actors, both primary producers and enterprises, are autonomous decision makers. The strategy of VC support project must be based on the understanding that their decisions can be influenced only if a project has an in-depth understanding of their key characteristics and decision-making criteria. *(This recommendation is based on Conclusion 4.)*

VC conditions would imply that they a) are critical to the value adding functions of the chain and its environment, b) are areas appropriate to donor support. In particular, the donor should not intervene in the VC parts that are better suited to public authorities (such as policies and regulatory framework) or private sector actors (such as VC operations and risk taking).

Recommendations - on the integration of cross-cutting objectives in ARDF interventions

Recommendation 5. Based on operational guidelines, ARDF interventions should dedicate time and resources to understand the local systems and regulatory frameworks related to CCOs and human rights to prepare safeguards in case adverse effects may take place. Regardless of the size of private entities to be supported, MFA should ensure that environmental and social considerations are documented, and when no EIA or E&S action plan is applied, the justifications should be readily available in the reports. *(This recommendation is based on Conclusion 5.)*

In several programmes there may be a need to work out action plans, using specific expertise for that purpose. Such expertise must have an appropriate understanding of the realistic potential as well as the limitations of the programme.

Recommendation - on success factors for reduction of poverty and inequality

Recommendation 6. When defining strategies for ARDF interventions, the MFA should consider that, in spite its undeniable advantages, the value chain approach is not always the most effective strategy for poverty reduction. *(This recommendation is based on Conclusion 6 and Conclusion 7.)*

In situations where poverty is deep and markets function poorly, the focus should first be in social transformation rather than market development. In addition to financial and physical capital, poor communities and households frequently possess also human, social, and natural capital.

Recommendations - on inclusive land investment in ARDF development

Recommendation 7. When supporting inclusive land investments, the starting point should be in strengthening access to land by rural communities and households, as well as the respect to their land rights. MFA should include more analysis, risk assessments and resources regarding challenges related to land tenure and accessibility issues in private sector engagement programmes. *(This recommendation is based on Conclusion 8.)*

There is wide consensus and experiences from the evaluated projects that land tenure is a critical element for both business development and for guaranteeing rural populations' rights' and livelihoods. At the same time, the local dynamics are complex and often driven by illegal activities.

Recommendations - on implementation approaches and aid modalities

Recommendation 8. In ARDF, the MFA should avoid stand-alone programmes, and ensure that the support is well embedded in a sustainable national or regional institutional framework. In the same vein, support in the same geographical area and within the same institutional framework should not automatically be perpetuated, but should be critically analysed at the end of each project phase, keeping all the options open. The interventions should be designed in a manner that they identify the private sector partners in the design phase, not only during the implementation.. *(This recommendation is based on Conclusion 9.)*

Even if the total duration of a project is long with consecutive phases, a sustainability strategy must be prepared and adhered to from the outset. A long total duration of a chain of interventions, such as 30 years in Mtwara-Lindi, may deplete development options. On the other hand, a project operating with a strategy appropriate in relation to its context and environment, may benefit from a relatively long duration, on the condition it is capable of periodically reviewing its strategy. This could be the case of PFP.

Recommendation 9. The mix of modalities in supporting ARDF should be wider and more innovative than what it has been in the studied sample projects. Conventional TA driven bilateral

projects have been tested sufficiently many times to know that they have significant limitations in increasingly complex and multi-dimensional contexts. *(This recommendation is based on Conclusion 9 and Conclusion 10.)*

In joint modalities, a careful selection of partners is crucial, to engage with ones that are competent, reliable, and have a proven record of satisfactory performance. While they act autonomously, their values and strategic principles must match with those of MFA. In all cases, control mechanisms must be in place and periodically tested.

Recommendation - on the functionality of monitoring and evaluation systems

Recommendation 10. Project M&E systems should be more closely integrated into Tanzanian M&E frameworks, MFA results framework, and SDG targets and indicators. *(This recommendation is based on Conclusion 11.)*

To a larger extent, the projects should draw upon Tanzanian expertise and resources in their monitoring.

While there is no one size that fits all, new interventions need to study the lessons learnt from the past. On the basis of the combined M&E information the MFA should periodically synthesize do's & don't's that would help in avoiding same pitfalls from one intervention to another.

Recommendation - on lessons learning from other organisations

Recommendation 11. Although the aid effectiveness process has reverted during the last decade, MFA's ARDF portfolio in Tanzania should have a strategy to enhance ownership, collaboration, harmonisation, and alignment among the DPs and with the government. The MFA country strategy should include an updated aid effectiveness strategy. *(This recommendation is based on Conclusion 12.)*

As a rule, coordination and synergies should be strengthened across all interventions. Coordination should not be limited to Finnish actors, but it should be looked at through the prism of potential added value, regardless of the origin of the sponsors and resources. All interventions should have an aid effectiveness strategy.

Recommendation - on the realisation of Finnish added value in the sector

Recommendation 12. Finnish added value should not be applied as a decisive criterion when making strategic choices about the Finnish support to ARDF in Tanzania. *(This recommendation is based on Conclusion 13.)*

Finnish added value is too restrictive as a concept and, if used as a selection criterion for procurement of services, may not always bring the value for money than a wider competition. This does not mean that the Finnish ARDF expertise and capacity would not be up to international standards, or be worse than in peer countries. It means that the added value to the beneficiaries should have the priority over the country of origin of the resources.

Annex I: Mission calendar

Day	Date	Full team		LIMAS-Ext. Support to NFBKPII Sub-team		PFP Sub-team	
		Location	Activity	Location	Activity	Location	Activity
Monday	21.1.2019	Dar es Salaam	Team Assembly				
Tuesday	22.1.2019		Meeting in the Embassy of Finland				
			Meeting in the Ministry of Natural Resource and Tourism				
			Meeting with Tanzania Forest Conservation Group				
Wednesday	23.1.2019		Meeting with WWF				
			Meeting with Green Resources				
Thursday	24.1.2019			Lindi	Travel by hired car to Lindi arriving in the afternoon	Iringa	Fly to Iringa by Auric Air early the morning
					Courtesy to RAS Lindi		Courtesy to RAS Iringa
						Meeting with PFP	

Day	Date	Full team		LIMAS-Ext. Support to NFBKPII Sub-team		PFP Sub-team	
		Location	Activity	Location	Activity	Location	Activity
							Management
					Meeting with LIMAS Regional Staff		Meeting with MD New Forest Company
					Overnight in Lindi		Overnight in Iringa
Friday	25.1.2019			Liwale	Travel by hired car to Liwale arriving in the afternoon	Njombe	Travel to Mafinga
							Meeting at Forestry & Wood Industry Training Centre
							discussion with the President of Tanzania Forest Industries Federation
							Travel to Njombe Region
							Meetings with Njombe Regional Forest Officer and RAS
Meeting with Council's Officers participated in LIMAS and NFBKPII							
Saturday	26.1.2019				Meeting with LIMAS and NFBKPII beneficiaries at Ngunja and Mpalamba villages	Njombe	Meeting Tanzania Tree Growers Association Union (TTGAU)
							Travel to Ludewa District and held a meeting with TGA leaders in Njelela Village
							Visited the seed orchard in that village

Day	Date	Full team		LIMAS-Ext. Support to NFBKPII Sub-team		PFP Sub-team	
		Location	Activity	Location	Activity	Location	Activity
							Returned to Njombe for an overnight stay
Sunday	27.1.2019				Meeting with LIMAS and NFBKPII beneficiaries at Likombora village	Iringa	Stopped to see and discuss at Mgololo Seed Orchard on our way back to Iringa
							On arrival in Iringa, met and discussed CARE International in Tanzania (Manager responsible for Partnership Development - Gender and Youth)
Monday	28.1.2019				Travel by hired car to Kilwa arriving late in the afternoon		Met and held more discussion with PFP officers
							Meeting with Mr Carl-Gerg Struden (Director Tree Growers Services) at Forest Development Trust
							Travel by road to Dodoma
Tuesday	29.1.2019			Kilwa	Courtesy to Kilwa Council	Dodoma	Discussion at the Ministry of Finance with Mr Mbise (External Finance Officer handling the Finland desk)
					Meetings in Kilwa with Non-State Actors Service Provider for Village Use Planning (MCDI)		
					Meetings in Kilwa with Land officers of the		

Day	Date	Full team		LIMAS-Ext. Support to NFBKPII Sub-team		PFP Sub-team	
		Location	Activity	Location	Activity	Location	Activity
					Council		
Wednesday	30.1.2019				Travel back to Dar es Salaam by hired car arriving late in the afternoon	Dodoma	Meeting Mr Seleboni (Senior Forestry Officer) former Coordinator of Forestry and Beekeeping Programme II
							Meeting with Mr Iddi Alfani (Principal Economist - Policy and Planning Department) Ministry of Agriculture
							Travel by air to Dar es Salaam in the evening
Thursday	31.1.2019			Dar es Salaam	Meeting with MJUMITA	Dar es Salaam	Meeting with Mr Bwoyo (Assistant Director Forest and Beekeeping Division MNRT) Chairman, PFP Steering Committee
Friday	01.2.2019		Discussion with FAO Representative in Tanzania				
Week	11.-16.3.2019			Dar es Salaam and home	Interviews of businesses supported by LIMAS		

Day	Date	Full team		LIMAS-Ext. Support to NFBKPII Sub-team		PFP Sub-team	
		Location	Activity	Location	Activity	Location	Activity
				- based			

Annex II: People Interviewed

Stakeholders - related to all projects in Tanzania

Last name	First name	Title	Organisation	Department/unit	Gender	Stakeholder category
Hares	Minna	Desk Officer, Tanzania, Burundi, Rwanda, Democratic Republic of the Congo	MFA	Unit for the Horn of Africa and Eastern Africa, Tanzania team	Female	MFA
Jutila	Vuokko	Team Leader Tanzania Team	MFA	Unit for the Horn of Africa and Eastern Africa	Female	MFA
Leppänen	Kari	Counsellor	MFA	Embassy of Finland in Tanzania	Male	MFA
Meshark	Charles	Director	Tanzania Forest Conservation Group (TFCG)	Tanzania	Male	Civil Society Organisation (CSO)
Mwanjela	Geoffrey	Regional Forest Coordinator for Easter Africa and Madagascar	WWF Tanzania	Africa Region	Male	Civil Society Organisation (CSO)
Nambiza	William	Coordinator Development Cooperation	MFA	Embassy of Finland in Tanzania	Male	MFA
Konttinen	Paula	Regional Programme Manager, Country Programs in Eastern Africa	Fida International		Female	Civil Society Organisation (CSO)
Korpela	Daniel	Country Program Manager of Tanzania	Fida International		Male	Civil Society Organisation (CSO)
Huvio	Tiina	Programme Director	Finnish Agri-Agency for Food and Forest Development (FFD)		Female	Civil Society Organisation (CSO)
Tuukkanen	Karoliina	Head of International	The Finnish Evangelical		Female	Civil Society Organisation (CSO)

		Funding	Lutheran Mission (FELM)			
Tarvainen	Anne	Head of Programme, International Development	WWF Finland		Female	Civil Society Organisation (CSO)
Tesfaye	Nigusu	Regional Manager for Development Cooperation	Finnish Evangelic Lutheran Mission - Felm		Male	Civil Society Organisation (CSO)
Hurskainen	Raija	Manager for Development Cooperation	Finnish Evangelic Lutheran Mission - Felm		Female	Civil Society Organisation (CSO)
Leino-Nzau	Katri	Director for Development Cooperation	Finnish Evangelic Lutheran Mission - Felm		Female	Civil Society Organisation (CSO)

Stakeholders related to LIMAS

Last name	First name	Title	Organisation	Department/unit	Gender	Stakeholder category
Alfani	Iddi	Principal Economist	Ministry of Agriculture and Food Security	Policy and Planning	Male	Central government
Bakari	Shabani	Assistant Land Officer - Kilwa	Kilwa District	Land Department	Male	Regional government
Exhau	Andrew	Sales/Agronomist	YARA Tanzania Ltd.	Marketing Department	Male	Private sector
Jensen	Niels	International Expert In Cooperative Business Development	Lindi and Mtwara Agribusiness Support (LIMAS)		Male	Programme staff
Julius	John	Managing Director	TEMNAR Company Ltd	-	Male	Private sector
Kamnde	Erick	General Manager	Kamnde General Supplies	-	Male	Private sector
Kataru	Rew-Revealed	Director of Programs	Aga Khan Foundation		Female	Other stakeholders
Komulainen	Meeri	Chief Technical Advisor	Lindi and Mtwara Agribusiness Support (LIMAS)		Female	Programme staff
Kweka	Freddy	EFF Project Coordinator	ETG Farmers Foundation	-	Male	Civil Society Organisation (CSO)

Last name	First name	Title	Organisation	Department/unit	Gender	Stakeholder category
Lipweche	Hamidu	District Project Coordinator	President Office-Regional Administration and Local Government	Liwale District	Male	Regional government
Madenge	Rehema	Regional Administrative Secretary	President Office-Regional Administration and Local Government	Lindi Regional	Female	Regional government
Maghembe	Mustafa	District Agriculture, Irrigation and Cooperative Officer-Task Manager for conservation agriculture	President Office-Regional Administration and Local Government	Liwale District	Male	Regional government
Makala	Jasper	Chief Executive Officer	Mpingo Conservation and Development Initiatives (MCDI)	Kilwa District	Male	Civil Society Organisation (CSO)
Makenzi	Debora	Managing Director	Lulu Livestock Farm	-	Female	Private sector
Mgallah	Juhudi	Assistance Administrative Secretary, Planning and Coordination	President Office-Regional Administration and Local Government	Lindi Regional	Male	Regional government
Mkima	Maulid	Agronomist	YARA Tanzania Ltd.	Marketing Department	Male	Private sector
Mkunde	Florentina	Land Use Planning Officer	President Office-Regional Administration and Local Government	Liwale District	Female	Regional government
Mkundi	Valerian	Ward Agricultural Extension Officer	Newala District	Agriculture, Irrigation and Cooperatives	Male	Regional government
Mpanda	Alford	District Agricultural, Irrigation and Cooperatives Officer	Newala District	Agriculture, Irrigation and Cooperatives	Male	Regional government
Mumwi	Damas	Forest Management and Land Use Planning Officer	President Office-Regional Administration and Local Government	Liwale District	Male	Regional government

Last name	First name	Title	Organisation	Department/unit	Gender	Stakeholder category
Mwakang'ata	Ernest	Land Officer	Kilwa District Council		Male	Regional government
Myao	Majid	Assistant Administrative Secretary, Economic and Production Sector	President Office-Regional Administration and Local Government	Lindi Regional	Male	Regional government
Mykkänen	Hanna	Project Manager	Niras Finland Oy		Female	TA consultant
Rahima	Njaidi	Executive Director	Community Forest Conservation Network of Tanzania (MJUMITA)	Tanzania	Female	Civil Society Organisation (CSO)
Rajala	Kaisu-Leena	Junior Professional Officer	Lindi and Mtwara Agribusiness Support (LIMAS)		Female	Programme staff
Ruhinguka	Henry	Managing Director	Multivet Farm Ltd.	-	Male	Private sector
Sem	Napendaeli	Senior Consultant	Centre for Sustainable Development Initiatives (CSDI)	-	female	Civil Society Organisation (CSO)

Group discussions (LIMAS):

Location	Approximate number of people	Approximate gender division	Stakeholder category
Ngunja - Liwale District	17	14 to 3	Final beneficiary
Likombola - Liwale District	23	19 to 4	Final beneficiary
Mikunye - Liwale District	18	15 to 4	Final beneficiary

Stakeholders related to NFBKPII

Last name	First name	Title	Organisation	Department/unit	Gender	Stakeholder category
Akida	Amina	Forest Officer	Tanzania Forest Services (TFS)	Nature Reserves	Female	Central Government
Bungwa	Zainabu	Forest Officer	Tanzania Forest Services (TFS)	Natural Resources	Female	Central Government

Last name	First name	Title	Organisation	Department/unit	Gender	Stakeholder category
Chijinga	Juma	Agricultural Officer	NFBKPII		Male	Programme staff
Kafeero	Fred	FAO Representative	FAO		Male	Multilateral organisation
Mkwizu	Yasin	Programme Office	Royal Norwegian Embassy Tanzania		Male	Donor organisation
Otieno	Jerad	Forest Officer	Tanzania Forest Services (TFS)	Forest Resources Monitoring and Assessment	Male	Central Government
Peltonen	Jorma	Director, Development Consulting Natural Resources Management and Climate	FCG International		Male	TA consultant
Salum	Mandalo	Forest Officer	Tanzania Forest Services (TFS)	Planning and Coordination	Female	Central Government
Selänniemi	Thomas	Chief Technical Advisor	NFBKPII		Male	Programme staff
Seleboni	John	Senior Forest Officer	Ministry of Natural Resources and Tourism		Male	Central government
Simula	Anna-Leena	Chief Technical Advisor	NFBKPII		Female	Programme staff
Timbula	Kastory	Local Manager	NFBKPII		Male	Programme staff
Tulahi	Charles	Assistant Programme Officer	FAO		Male	Multilateral organisation

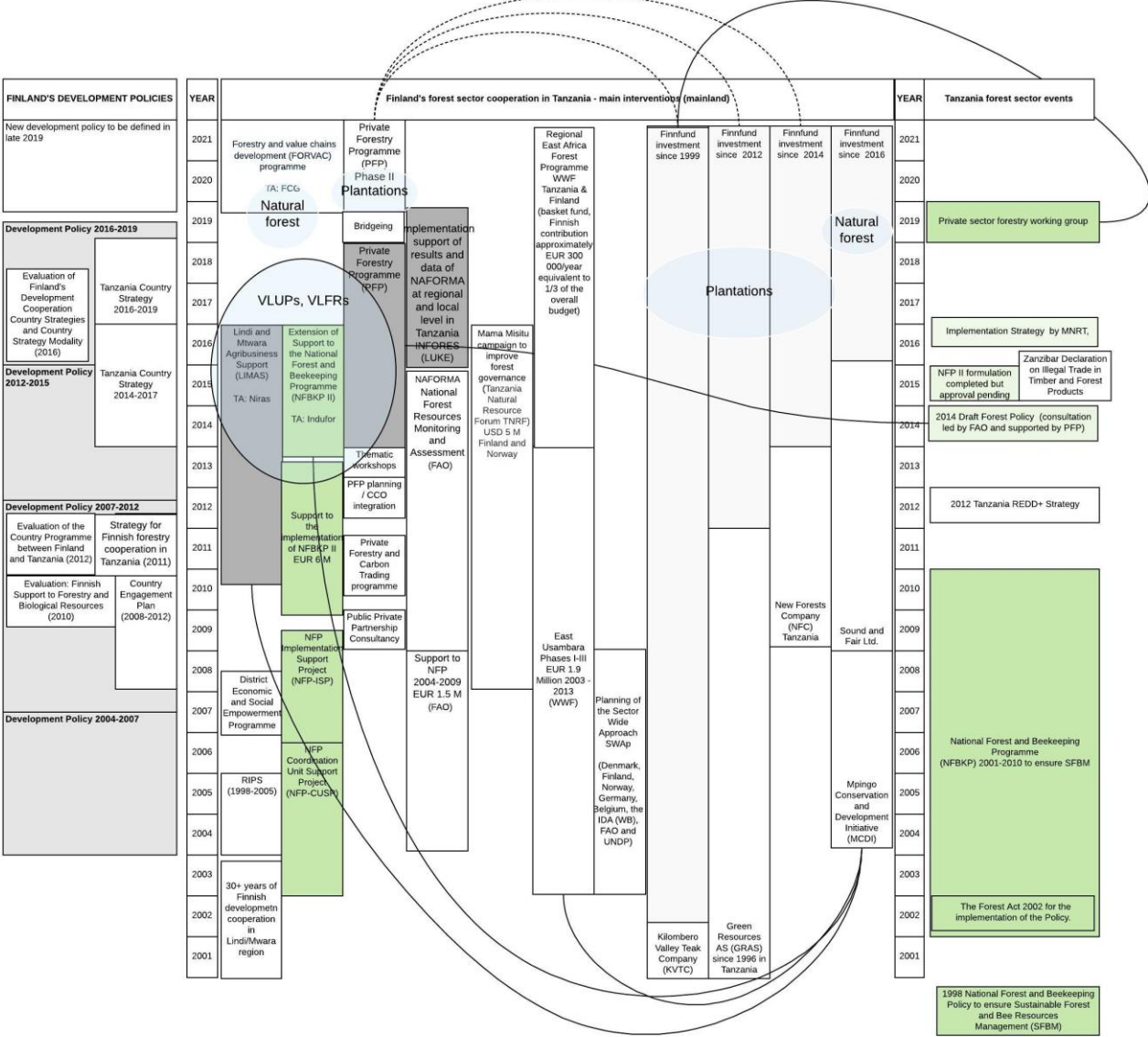
Stakeholders related to PFP

Last name	First name	Title	Organisation	Department/unit	Gender	Stakeholder category
Bwoyo	Deusdedit	Assistant Director	Ministry of Natural Resources and Tourism	Forest and Beekeeping Division	Male	Central Government
Hawkes	Michael	Team Leader	Private Forestry Programme (PFP)		Male	Programme staff
Johnston	Lee Thomas	Managing Director	New Forests Company (NFC)		Male	Private sector

Last name	First name	Title	Organisation	Department/unit	Gender	Stakeholder category
Kayombo	Batilius	Chairman	Tree Growers' Association (TGA) Njelele Village	Ludewa District, Njombe	Male	Civil Society Organisation (CSO)
Lemm	Hans	Chief Executive Office	Kilombero Valley Teak Company (KVTC)	Administration	Male	Private sector
Mawere	Alloyce	Regional Natural Resources Officer	Iringa Region	Regional Secretariat	Male	Regional government
Mbise	Melckzedek	Economist	Ministry of Finance	External Finance	Male	Central government
Mlowe	Felista	Facilitator & Member	Tree Growers' Association (TGA) Njelele Village	Ludewa District, Njombe	Female	Civil Society Organisation (CSO)
Mnimbo	Tatu	Manager, Partnership Development	Care International Tanzania	Gender and Youth	Female	Civil Society Organisation (CSO)
Mtewele	Sipriana	Treasurer	Tree Growers' Association (TGA) Njelele Village	Ludewa District, Njombe	Female	Civil Society Organisation (CSO)
Mvanda	Gumbo	Regional Forest Officer	Njombe Region	Regional Secretariat	Male	Regional government
Mwalongo	Michael	Member	Tree Growers' Association (TGA) Njelele Village	Ludewa District, Njombe	Male	Civil Society Organisation (CSO)
Mwinami	Gideon	Agriculture Rural Advisory Services (RAS)	Njombe Region	Regional Secretariat	Male	Regional government
Pienimäki	Arttu	Junior International Expert	Private Forestry Programme (PFP)		Male	Programme staff
Rusagaza	Viatus	Director	Sao Hill Industries, Green Resources	Industrial and Sales Incharge	Male	Private sector
Salasala	Nuhu	Manager	Private Forestry Programme (PFP)	Forestry & Wood Industry Training Centre	Male	Programme staff
Strunden	Carl-Georg	Director, Tree Grower Services	Forest Development Trust (FDT)		Male	Civil Society Organisation (CSO)
Sulus	Ben	President	Tanzania Forest Industries		Male	Private sector

Last name	First name	Title	Organisation	Department/unit	Gender	Stakeholder category
			Federation			
Sumari	Sangito	PPF Advisor	Private Forestry Programme (PPF)		Male	Programme staff
Timbula	Kastory	General Manager	Tanzanian Tree Growers' Association Union (TTGAU)		Male	Civil Society Organisation (CSO)

Annex III: Timeline of Finland's main interventions in the forest sector in Tanzania in the past few decades



Sources of information: Programme documents, evaluation reports, interviews with international forestry experts, MFA documents, GoT websites.

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