



An Roinn Gnóthaí Eachtracha
Department of Foreign Affairs

Review of Ireland's Tanzania and the Great Lakes sub-region Strategy 2017-2021

Final report

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Acronyms and Abbreviations

ABP	Annual Business Plan
AMDT	Agricultural Markets Development Trust
AMREF	African Medical and Research Foundation
CCBRT	Comprehensive Community Based Rehabilitation in Tanzania
CDWG	Consular and Diaspora Working Group
CHBP	Community Based Health Programme
CIP	Centre for International Policy
COVID-19	Coronavirus disease (2019)
CSO	Civil Society Organisation
DCAD	Development Cooperation and Africa Division
DFA	Department of Foreign Affairs
DMT	Development Management Team
EAC	East African Community
EAU	Evaluation and Audit Unit
EU	European Union
GAP	Gender Action Plan
GBV	Gender Based Violence
GE&WE	Gender Equality and Women's Empowerment
HBF	Health Basket Fund
HIV	Human Immuno Virus
HOM	Head of Mission
HQ	Headquarters
HR	Human Resources
HSSP V	Health Sector Strategic Plan V
IRLI	Irish Rule of Law International
IYF	International Youth Foundation
KI	Key Informant
KII(s)	Key-Informant Interview(s)
LGBTI	Lesbian, Gay, Bi, Trans, Intersex
LHRC	Legal and Human Rights Centre
MEL	Monitoring, Evaluation and Learning
NGO	Non Governmental Organisation
OECD DAC	Organisation For Economic Co-operation and Development, Development Assistance Committee
PBT	Performance-based Tranche
PDCWG	Public Diplomacy and Communications Working Group
PFA	Platform for Action
PMDS	Performance Management Development System
PMF	Performance Management Framework
PPE	Personal protective equipment
PTWG	Partnerships and Trade Working Group
PWG	Political Working Group
QA	Quality Assurance
REPOA	Research on Poverty Alleviation
RQ	Review Question
SADC	Southern African Development Community
SAGM	Standard approach to grant management
SDG(s)	Sustainable Development Goal(s)

SMT	Senior Management Team
SOWG	Systems and Operations Working Group
SR	Strategic Result
SRHR	Sexual and Reproductive Health Rights
TMEA	Trademark East Africa
TOR	Terms of Reference
TASAF	Tanzania Social Action Fund
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHO	World Health Organisation

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Our appreciation and gratitude go to Tanzanian Government officials, civil society organisations, multilateral organisations, representatives from bilateral and development partners, Embassy and Headquarter staff, and all other stakeholders for so willingly participating in virtual interviews during this challenging time.

The independent views expressed in this report are those of the review team and do not necessarily reflect the opinion or views of the Department of Foreign Affairs (DFA), Ireland.

Executive Summary

Introduction

Ireland's work in Tanzania has been guided by '*The Global Island: Ireland in Tanzania and the Great Lakes sub-region 2017-21*' since 2017. Over the course of the strategic period, the Mission had an estimated spend of €98.85 million and worked with over 45 partners across seven strategic results areas. The strategy intentionally sought to put gender equality and women's empowerment at the centre of the Mission's work.

Purpose and scope

The review was commissioned to provide an independent, evidence-based assessment of the performance of the 2017-2021 Mission Strategy, with a particular focus on gender equality and women's empowerment (GE&WE). The review team assessed the achievement of results of the strategy, as well as the relevance and effectiveness of the management approaches and systems in place to support the achievement of results. The adaptiveness of the strategy and management approaches against the backdrop of a significant shift in the political context and COVID-19 was also examined. The review was both summative and formative, with a strong focus on learning to inform the development of the next Mission strategy.

The review adopted a mixed team approach, with the review team comprising members of the EAU in DFA HQ and independent consultants from IOD PARC. The review was guided by a review matrix, which set out four key review questions, data sources and methods for data collection and analysis. Performance of the strategy was assessed against the OECD DAC criteria of relevance, efficiency, and effectiveness. Final analysis is based on evidence gathered through a review of 228 documents, 44 Key Informant Interviews and a survey of Mission staff.

Key findings

Overall, the review team found that commitments made in the Mission strategy were implemented on time and on budget with results demonstrated across all seven strategic results areas (see Figure 1 for key highlights). The investment of time in partnership engagement on gender issues beyond funding arrangements, as well as time invested in internal capacity strengthening, has enabled the Mission to contribute to meaningful change on gender equality on many levels, whilst developing a reputation for the Mission as a leading voice on gender equality in Tanzania.

RQ 1: With a particular focus on Gender Equality and Women and Girls, what were the achievements of the strategy, including any unintended consequences?

- > **Finding 1: The Mission was able to achieve demonstrated impacts in all strategic results areas and successfully put GE&WE central in all its work.** Notable examples include Strategic Result 2 - 42% increase in incomes for 130,000 in selected value chains (44% women, 25% youth), Strategic Result 3 – an increase in women aged 15-49 using at least one modern contraception method from 27% in 2016 to 41.9% in 2020, Strategic Result 4 – 3 effective challenges by Legal Human Right Centre to policies and laws that infringe access to justice. There was universal endorsement in stakeholder interviews that the Mission genuinely put GE&WE at the centre of its engagement. A staff survey confirmed GE&WE was placed central in all internal operations. During the life of the strategy the Mission developed a reputation for being a credible and strong advocate of GE&WE issues with influence above its size, affecting change in its partners. Other noticeable achievements included the greening of the Embassy, as well as introduction of

environmental considerations in programme implementation (solar panels at hospitals and water saving technologies).

- > **Finding 2: Guided by senior leadership, with intentional conversations at all levels within the mission, the strategy adapted to the rapidly changing context in Tanzania.** Political success was redefined to fit the context. Channels of communication were kept open with government, both directly and through UN agencies, and credibility was developed on GE&WE. Reframing issues (such as family planning and teenage pregnancy) and finding new entry points (such as infrastructure support for maternity wards) enabled the Mission to keep pushing forward critical issues around GE&WE at a time of regressive gender policies. The Mission tackled delicate issues, such as child marriage and LGBTI rights through sensitive diplomacy.
- > **Finding 3: The flexibility and responsiveness by the Mission to adapt to the COVID-19 pandemic was noted by all partners.** The Mission rapidly adapted to COVID-19, supporting partners with increased funding to respond to the crisis (e.g. Trade Mark East Africa (TMEA) training for women on cross border trade during COVID). Mission partners were supported to conduct training on responding to the pandemic more broadly and provide PPE to stakeholders. Increased and timely **communication with partners allowed for real-time** reprogramming of responses and support. At a time when there were significant challenges regarding the existence of COVID-19 within Tanzania, these achievements were notable.
- > **Finding 4: The Mission faced significant external and internal challenges that threatened progress on strategic results, but through strong leadership, an emerging whole of embassy approach, and a culture of learning the team were able to withstand these challenges and make notable progress.** Internal challenges included: administration of annual funding, standardising the partner management approach, staff turnover, capacity building of staff and partners, and how to monitor upstream policy work. External challenges included: a fragmented development space, COVID-19, political context, and a crowded donor environment.
- > **Finding 5: Through the systematic approach taken to putting GE&WE at the centre of the strategy positive results were seen at all levels at depths not anticipated - internally, externally and at headquarters.** Internally a process of realisation on what gender equality means affected all staff more deeply than anticipated; externally at the highest levels (President) there is awareness of the work the Mission is doing on GE&WE and appreciation by other donors of Ireland's leadership on GE&WE that aligns with government priorities; and in headquarters, learning shared by the mission has influenced new SAGM guidance and driven a new Community of Practice (COP).

RQ 2: How relevant and effective were the management approaches and innovations (including allocation of human and financial resources, systems and processes) which were put in place, to position gender equality and women's empowerment at the centre of the Mission Strategy?

- > **Finding 6: A clear, planned approach that has included systemic changes and ensured a strong focus and culture of embedding GE&WE outcomes was implemented.** The process highlighted that the gap in understanding on GE&WE was significant across the Mission. This needed a substantial investment of time and external advice to support. Foundations have now been laid, but there is still more work needed (to continue to build capacity and ensure all HR commitments such as reviewing job descriptions and establishment of an induction programme on GE&WE are finalised) to embed the approach.
- > **Finding 7: The Mission effectively adapted its management approaches during the strategic period to respond to the rapidly changing context.** Examples include the development of a shortened more concise strategy, new governance and staffing

structure, and development of new tools. Given that the Mission was never fully staffed during the strategy period with the new profile/structure this adaptiveness is particularly notable. Use of external consultants to support and supplement the Mission during this time was effective but quality of this support was noted as variable. The senior leadership team created a working culture that empowered staff to be responsive (Banda sessions, translation of internal policy documents into Swahili) and introduced a new communications public diplomacy role. Whilst there were some challenges, the overall impressions were one of positivity by partners (KII) and staff (survey).

- > **Finding 8: Gaps in staffing and maintaining capacity building during COVID-19 were the key challenges to implementation of the strategy.** As one stakeholder noted 'putting GE&WE centrally doesn't happen automatically no matter how much of a priority'. The protracted nature of the three phased staffing restructure, coupled with the COVID-19 staffing impacts meant that at no time was a full complement of staff in place. Building the capacity of the team on GE&WE requires an ongoing focus which has been hindered by COVID-19 as well as a period of reduced resources and a number of changes in posted staff.
- > **Finding 9: There is evidence that monitoring data and analysis was used for adaptation and course correction guided by the Senior Management Team (SMT) and Development Management Team (DMT).** Measuring progress and developing indicators to monitor upstream policy work was noted as a challenge by both internal and external stakeholders. The PMF provided a framework for telling the narrative of the programme but was not always sufficient to guide program level decisions. Outcomes in the areas of policy influencing, internal capacity strengthening and partner capacity strengthening are not systematically captured by current monitoring processes. The focus on learning and reflection, ensured the mission was able to adapt but retrospectively. Reporting to Headquarters increased during strategy period.

RQ 3: Can the results achieved together with an assessment of the early indication of the direction of outcomes (positive or negative), be linked to the structures and systems put in place regarding programme delivery, including, the adaptive management approaches implemented, and modalities chosen?

- > **Finding 10: A move towards a Whole of Embassy (WOE) approach through a revised governance and staffing structure has enabled greater collaboration internally.** The trajectory of the WOE approach was validated in the MTR. Sensitive political human rights work on LGBTI has been progressed by programme staff and efforts to align institutional partnerships and fellowships has begun. Strategic result 7 - expanded linkages on trade, investment and culture, and engagement with accredited countries were both affected by COVID-19. Potential exists to further the WOE approach but requires deepening the understanding across local staff on the broader diplomatic agenda.
- > **Finding 11: Whilst a number of positive organisational changes were introduced, not all have been implemented fully and uptake on tools has varied, effort will be needed to ensure critical elements of the change programme continue.** Most notable is the effort on building capacity of staff to drive a GE&WE approach. Continuous learning is needed to embed a focus on GE&WE. Awareness of tools such as the gender continuum was high but only 60% of programme staff¹ said they had used it. Ensuring the GAP remains a central agenda item on the SMT is needed to maintain high level leadership.

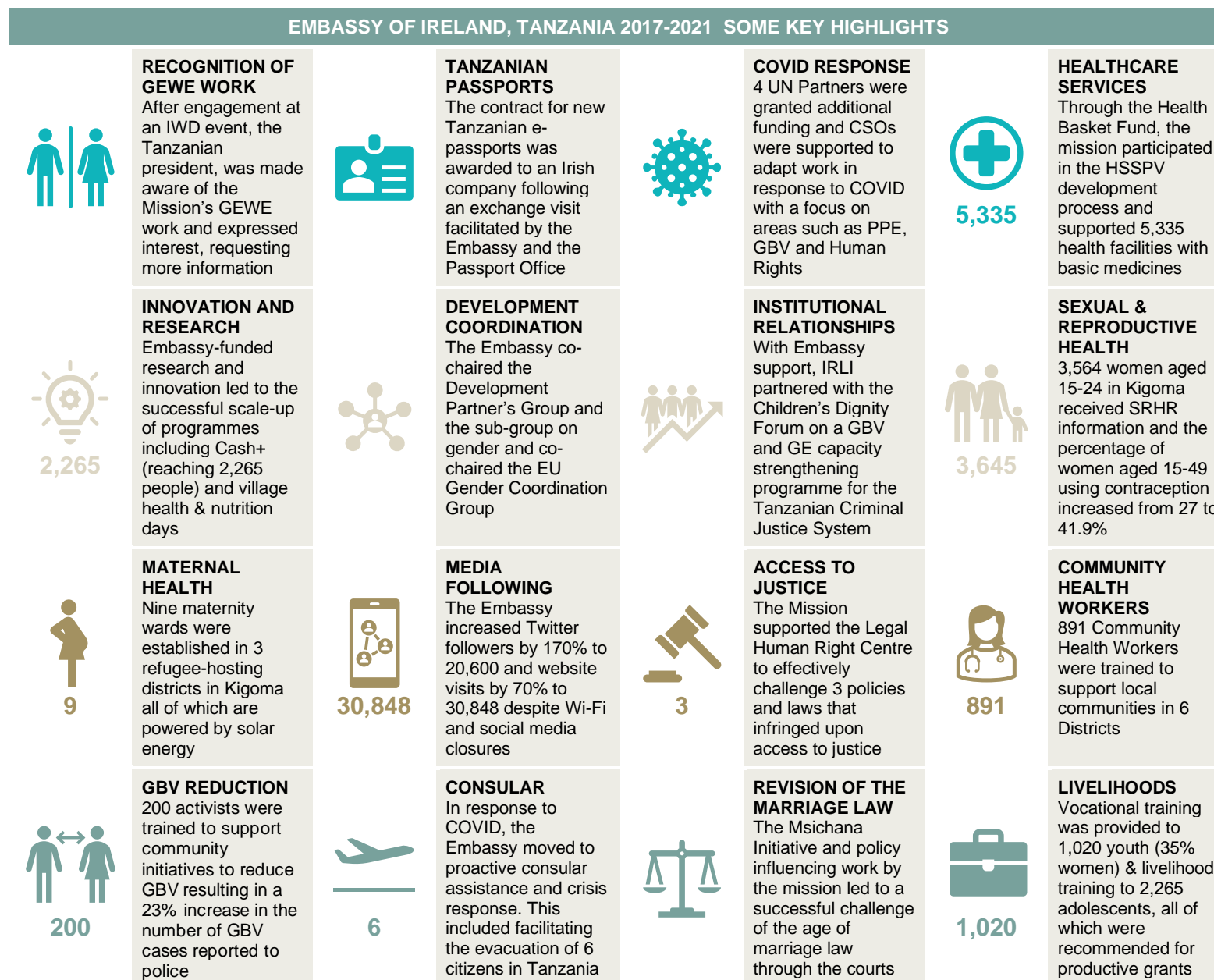
¹ Staff survey completed by 15 staff (14 local staff) of which 10 were in programme roles and 8 in operational roles. 75% response rate.

- > **Finding 12: A focus on a broad range of partnerships at multiple levels, and leveraging good networks, has enabled the Mission to act as a convenor positively influencing partners and other donors to take a more serious approach to GE&WE.**
The Mission was active in, and chaired, a number of donor groups. They had a strong voice on the EU gender group and were noted for convening discussions at Ambassador level on sensitive issues. A deliberate, scaled up strategic engagement with the UN network saw greater alignment and contribution to the Missions agenda and enabled the Mission to hold the UN to account on GE&WE. A varied approach to partnership management in the mission from contract management to mutual partnerships was seen. Normative change takes time and needs continued investment beyond one year grant programmes. The breadth of partners enabled learning and policy dialogue, but approach on partnership management may need to vary to ensure potential of all relationships realised.
- > The matrix which follows, represents the key lessons found in answer to Review Question 4 on 'what can be learnt' from this focus on GE&WE, which can inform future programming. The information then outlined, emanates from the findings in the main body of the report the numbers of which are summarised in the matrix in the second column which leads into the recommendations column and some brief reflections noted from the review work.

RQ4: What lessons can be learnt that will inform future programming	Relevant finding	Recommendation
<p>Lesson 1: Putting women and girls at the centre</p> <p>Putting gender equality and women's empowerment at the centre of the strategy required leadership, a reflection on internal policies and processes, and a clear change programme that was articulated in the Gender Action Plan (GAP). Significant progress has been made in all three areas, but continued focus is needed to maintain momentum and ensure a transformative approach is realised.</p>	<p>2, 5, 6, 7, 8, 9, 11, 12</p>	<p>1.1 The Mission's leadership team should continue to systematically build the capacity of staff on GE, whilst looking to evolve its approach to putting GE&WE at the centre of all its work.</p> <p>1.2 The Mission should include specific GE&WE priorities in the engagement strategy for countries of secondary accreditation.</p>
<p>Lesson 2: Whole of embassy approach</p> <p>There has been a shift towards a 'Whole of Embassy' approach, with new governance arrangements established to enable regular collaboration across the different workstreams of the Mission. Understanding of the vision and benefits is still evolving and effort is needed to continue developing this understanding, particularly around how GE&WE can be integrated into the broader work of the mission.</p>	<p>1, 2, 3, 4 10</p>	<p>2.1 Within the new strategy (and subsequent annual business plans) the Mission should intentionally consider and set out a vision and plan for integrating GE&WE in a 'whole of Embassy' approach.</p> <p>2.2 Regular opportunities should be organised for programme managers to come together to discuss synergies and opportunities for greater collaboration across strategic results areas.</p>
<p>Lesson 3: Tailoring and adapting to the context</p> <p>The Mission was able to tailor and adapt engagement with partners to the rapidly changing political context due to its focus on reflective learning. Less evident was a forward looking adaptative management approach that is needed to support social norm changes required for GE. An adaptive approach that builds on the reflective learning of the Mission, but also includes a focus on monitoring, predicting and testing would enable the Mission to be nimbler and more targeted.</p>	<p>1, 2, 3, 4, 7, 12</p>	<p>3.1 The Mission should build on its reflective learning approach to incorporate monitoring data (from a revised PMF), predictive research (political economy and gender transformative analysis), and flexible funding (to test ideas) to enable an adaptive management approach.</p> <p>3.2 The Mission should use regularly updated research and evidence to help inform political objectives, as well as specific social norm changes, within each of the strategic results areas.</p>

<p>Lesson 4: Partnership approach</p> <p>A good mix of partners (both funded and non-funded) enabled the Mission to secure a number of achievements whilst operating in a difficult context. This mix should be continued, but a differentiated and proportionate approach to partnership management would bring efficiency in relationship management and enable programme staff to reallocate time to more upstream policy engagement.</p>	<p>1, 3, 4, 12</p>	<p>4.1 The Mission should undertake a review of its approach to partnership selection, engagement and management including clarifying its expectations of partners on GE&WE.</p> <p>4.2 The Mission should engage early on with its partners to help inform the direction of the new strategy, and to clarify expectations of the partnership relationship at the outset.</p>
<p>Lesson 5: Monitoring, evaluation and learning</p> <p>Current monitoring tools and systems are not yet able to capture the full impact of the work of the Mission, such as policy influencing, and internal and external capacity strengthening. Greater focus is needed on developing a simple monitoring evaluation and learning framework that can enable forward looking adaptive management.</p>	<p>4, 9</p>	<p>5.1 The Mission should develop a monitoring, evaluation and learning (MEL) system as part of the implementation of the new strategy that can track progress towards strategic results that are within the Mission's sphere of control. This should include relevant indicators to capture less tangible outcomes such as policy changes, internal capacity strengthening and partner capacity strengthening.</p> <p>5.2 The Mission should consider appointing a MEL focal point to support a strengthened approach to MEL across the strategic results areas.</p>
<p>Lesson 6: Engagement with HQ and the DFA network</p> <p>The Mission actively shared lessons from its experience in putting GE&WE central in its strategy with other missions in the DFA network and with headquarters. This enabled good practice to be widely disseminated. A holistic review of all staffing positions at the start of the new Strategy with HQ enabled early approval for a phased organisational restructure.</p>	<p>6, 7, 9</p>	<p><i>Reflections (outside scope of TOR)</i></p> <ul style="list-style-type: none"> > Continue to use the agency the Mission has, to develop approaches and share lessons across the DFA network on what it takes to put GE&WE central in a Mission strategy. > At the start of each new strategy period engage the HQ human resource division for a holistic review of staffing competencies for the strategic period ahead. > Work with HQ to consider the best approach for Irish Missions to design and develop practical and realistic metrics to measure and track soft power goals, e.g. policy influencing.

Figure 1: Embassy of Ireland, Tanzania 2017-2021 Key Highlights



Introduction

Review objectives

The main objective of the review was to provide the Irish Embassy in Tanzania with an independent assessment of the performance of the 2017-2021 Mission Strategy, with a particular focus on gender equality and women’s empowerment (GE&WE). The review was both summative and formative, with a strong focus on learning. The review questions are outlined in table 1 below.

The review team assessed the achievement of results of the strategy, as well as the relevance and effectiveness of the management approaches and systems in place to support the achievement of results.

The adaptiveness of the strategy and management approaches against the backdrop of a significant shift in the political context and COVID-19 were also examined. Performance was assessed against the OECD DAC criteria of relevance, efficiency, and effectiveness. The review findings inform the development of recommendations to support future strategic and operational decision-making, as well as the development of the Mission Strategy 2022 - 2027.

Table 1: Review questions

Review Questions (RQ)	
RQ1:	With a particular focus on Gender Equality and Women and Girls, what were the achievements of the strategy, including any unintended consequences? In answering the question this review will also take into account the effects of COVID-19 and how the Embassy responded
RQ2:	How relevant and effective were the management approaches and innovations (including allocation of human and financial resources, systems and processes) which were put in place, to position gender equality and women’s empowerment at the centre of the Mission Strategy?
RQ3:	Can the results achieved together with an assessment of the early indication of the direction of outcomes (positive or negative), be linked to the structures and systems put in place regarding programme delivery, including, the adaptive management approaches implemented and modalities chosen?
RQ4:	What lessons can be learnt that will inform future programming?

Review scope and audience

The review covered the strategic period from 2017–2021. With a limited data collection period the review analysed three of the seven strategic result areas in detail. The rationale for the choice of these strategic result areas is outlined in table 2. The review of Mission-level management arrangements was assessed against commitments made in the Gender Action Plan (GAP) and good practice on integrating gender equality into strategies (Annex 5). This good practice note served as a baseline for assessing relevance.

The primary audience for the review are the staff at the Embassy and in particular members of the Senior Management Team (SMT) in Tanzania. Recommendations will inform the design of the next Mission Strategy. Findings are also intended to be of use to the different units within Development Cooperation and Africa Division (DCAD) at HQ in Ireland. Given the strong focus on GE&WE, the review findings and recommendations are also designed to be of use for other Irish Missions and HQ units seeking to strengthen their approaches to gender, women and girls.

Table 2: Strategic result areas included in the review²

Strategic result	Partners	Financing € million	Rationale
SR2 – More sustainable livelihoods for poor women and youth	11- covering government, UN, international NGO's and local CSO's	14.19	With a focus on sustainable livelihoods, programmatic interventions in this strategic result area have been designed to achieve direct outcomes specifically for women and youth.
SR3 - Improved reproductive health & nutrition for women and children	8 – covering government, multi-donor platform, UN, international NGO's and local CSO's	47.75	Embassy staff directly engage with central government agencies under this result area down to local level community organisations. Partnerships are focused on specific programmatic interventions , as well as embedding a normative approach in the healthcare system itself. With the highest spend, a focus on this area supported evidence for overall accountability of the Mission strategy.
SR4 – Democratic space for good governance, human rights and gender equality fostered and supported	15 – covering local CSO's, international NGO's and UN organisations	11.77	Targeted specifically at changing behaviours and systems to ensure gender equality in Tanzania this strategic result area works with the greatest range and diversity of partners. A focus on this area provided evidence around the normative work of the Embassy.
A high-level analysis of the other four strategic result areas was also undertaken to help identify notable achievements across the entire strategy, including how gender was mainstreamed.			

Approach and methodology

The review adopted a mixed team approach, with the review team comprising members of the EAU in DFA HQ and independent consultants from IOD PARC. The review was guided by a review matrix, which set out the key questions, data sources and methods for data collection and analysis. Achievements of the strategy, as well as the Mission's management systems and approaches supporting the strategy, were examined with a focus on strategic results areas 2 (livelihoods), 3 (health) and 4 (governance/gender equality).

The review consisted of three phases. In the inception phase, the review team conducted inception interviews with key stakeholders and a preliminary document review to refine their understanding of the work of the Mission and clarify expectations for the review process and final report. The team also spent time unpacking the Mission's understanding and approach to GE&WE and clarifying what this meant for the strategy. This phase culminated in an inception report, which presented the review matrix, an agreed good practice note on putting gender equality and women's empowerment at the centre of a strategy, refined methodology, stakeholder map and data collection tools.

In the data collection phase, the team reviewed 228 documents, conducted 44 Key Informant Interviews (KIIs) and carried out a survey of Mission staff. Sampling of key informants for interviews was purposive and included DFA HQ staff, Mission staff, partners, government officials and other bilateral donors in Tanzania. The survey was built in Kobo Toolbox and included a mix of close and open-ended questions. It was administered to all programmatic

² See full list of strategic result areas in table 3 on page 6 and 7 of this report

and operational staff in the embassy and was open between 9-20 August 2021. Overall, there was a 75% response rate (a total of 15 respondents comprising 9 female, 5 male and 1 preferred not to say).

Data collected in the document review and KIIs was coded using MAXQDA, a qualitative analysis software. A financial analysis of spending across the strategic results areas was also conducted. The review team conducted a midpoint analysis session halfway through the data collection period to identify emerging patterns and gaps, and a final analysis workshop to examine the full evidence base, triangulate findings and consider key lessons learned.

A Reference Group, (comprised of representatives from the Evaluation and Audit Unit and DCAD HQ staff together with expert consultants) supported the overall exercise.

In the final reporting phase, validation and recommendations workshops were conducted with key stakeholders to ensure the findings were accurate and the recommendations were realistic and operational.

Limitations

As travel for fieldwork was not possible due to COVID-19, all data collection was conducted remotely. In order to mitigate this challenge, the review team ensured a systematic approach for triangulation of primary and secondary evidence from the outset and built in a longer period of time for data collection into the workplan. This extension was also beneficial due to part of the data collection period falling in August, a time when many stakeholders were taking annual leave. Despite the lack of face-to-face interaction, data collected in this way was comprehensive and contributed to a robust evidence base with multiple evidence streams.

The data collection period also coincided with the annual rotation of staff, with several Mission staff leaving their post in Tanzania and others coming in to begin their post. This was mitigated by ensuring KIIs were scheduled to accommodate staff schedules and rotations.

Context

Political economy of Tanzania

With a population of 58 million³, the United Republic of Tanzania is the thirteenth largest country in Africa, the sixth most populous and the second largest economy in East Africa. A member of both the East African Community (EAC) and the Southern African Development Community (SADC), Tanzania formally graduated from low-income country to lower-middle-income country status in July 2020. The country's macroeconomic stability follows two decades of sustained economic growth, though growth has slowed due to COVID-19, shrinking from 7.1% in 2019 to 4.8% in 2021.⁴ Per capita growth turned negative for the first time in over 25 years.⁵

Ireland's Mission Strategy was implemented from 2017-2021 – a period characterised by a high degree of volatility and considerable uncertainty in the Tanzanian political landscape. The 2015 election and subsequent re-election in 2020 of President John Pombe Magufuli saw the introduction of revised anti-corruption efforts. However, it also saw the introduction of laws and policies that restricted political opposition, reduced freedom of expression and shrank civil

³ World Bank, 2019 estimate

⁴ Tanzania National Budget, 2021-2022

⁵ Tanzania Economic Overview, World Bank

society space. Regressive gender policies rolled back much of the progress made in all sectors, including education, health, governance and politics.

The sudden death of President Magufuli in March 2021 led to Vice President Samia Suluhu Hassan assuming leadership. Although President Samia has committed to continuing the programme for government, there is optimism she will break with Mr. Magufuli's regressive gender policies. In the six months since she has taken office, the operating environment has shifted, with a more open tone both generally and in relation to GE&WE, but a vision for the future is yet to emerge.⁶

Gender Equality and Women's Empowerment in Tanzania

Tanzania is party to numerous international instruments and agreements that demonstrate a high-level commitment to gender equality. A small selection includes the SDGs (2015); the Beijing Declaration and Platform of Action (1995); and the Convention on the Elimination of All Forms of Discrimination against Women (1979).

There are anti-discrimination laws and gender policies in place across most government departments. Tanzania is making progress in enhancing participation of women in decision making and political processes. Legislated quotas have seen the number of women Parliamentarians increase from 127 in 2015 to 143 in 2021 (37%). The country has a female deputy speaker, 7 female ministers and 12 of 26 Regional Administrative Secretaries are women.

In the education sector overall, girls and boys are approaching parity, but in higher secondary school, girls' enrolment rates are below those of boys. This gap at higher secondary level is of particular concern, given the association between completion of secondary school and delayed marriage, fewer children, and better livelihoods opportunities.⁷ While almost all boys returned to school after the brief COVID lockdown, girls were less likely to return.⁸ In health, the government has increased dispensaries and health centres but maternal mortality still remains high at 578 deaths per 100,000.⁹ Barriers to women's economic inclusion include time poverty; reproductive health pressures; lack of assets and access to financial services. Land ownership is highly unequal, with just 8.1% of land owned by women.¹⁰ HIV prevalence remains almost twice as high for women (6.2%) than men (3.8%).

Female entrepreneurs face a difficult legal and regulatory framework, structural obstacles due to the lack of land as collateral, and barriers in the form of all-male business networks.¹¹ The gender gap in financial inclusion is narrowing, largely because of the growth of mobile money. Cultural norms are shifting somewhat, but on the whole continue to prioritise women's domestic work and caring for children, the elderly and the sick.

There are also specific issues affecting men and boys in Tanzania. Boys sometimes leave school early to tend livestock in rural areas and reports of sexual abuse of younger boys in schools is also growing.¹² Due to cultural and societal norms, men face more economic pressure to provide for their families.

⁶ Based on data from inception interviews and preliminary participatory research with organisations focused on GE&WE in Tanzania.

⁷ Girls comprise 50.4% of primary enrolment; 43.9% at secondary; 47.8% at tertiary; and 43% at university. In 2018, only 30% of girls completed secondary education (UNESCO data on the World Bank web site, updated September 2020).

⁸ A lifeline at risk – the impact of pandemics on girls' education: <https://www.qmul.ac.uk/gpi/news-and-events/news/a-lifeline-at-risk--the-impact-of-pandemics-on-girls-education.html>

⁹ WHO <https://bit.ly/3d0ge8F>

¹⁰ Speech by President Samia, Dodoma, 8 June 2021

¹¹ ILO 2014 <https://bit.ly/3gJcB80>

¹² Tanzania Country Gender Profile, Ministry of Health, Community Development, Gender, Elderly and Children, 2016

The women's movement in Tanzania is lively and diverse. It encompasses small community-based organisations, large umbrella organisations such as the Tanzania Gender Networking Programme, single-issue organisations (e.g. focused on Female Genital Mutilation or female entrepreneurs), and prominent feminist researchers and journalists. The landscape also includes international solidarity organisations with gender equality and women's empowerment as the sole focus of their work (e.g. UN Women). Other international actors also place a high value on gender equality and women's empowerment even if it is not the main focus of their activity (e.g. the European Union delegation and Oxfam). As with women's rights organisations globally, many in Tanzania struggle with unreliable funding, capacity constraints, and the knowledge that the fight for equality is long and can be hazardous.

The unexpected ascendance of President Samia Suluhu Hassan as Tanzania's first woman president appears to have provided women's rights organisations with a sense of optimism. There is hope that President Samia's leadership will work towards positive progress on key areas such as the rule of law, freedom of expression, and civil society's ability to organize – but early signs suggest otherwise. A constitutional review, much sought after by the opposition and civil society activists, is something she has noted will come only once the economy is strengthened, with a ban on political rallies continuing.

COVID-19

The first COVID-19 case was confirmed in Arusha on 16 March 2020. The following day, Prime Minister Kassum Majaliwa announced a range of measures to contain the outbreak, including the closing of schools. Yet by May 2020 this openness began to change and in June 2020, the government stopped the release of all COVID-19 data.¹³ President Magufuli declared Tanzania "COVID-19 free" claiming three days of prayer had saved the country.¹⁴ By this point, 509 cases and 21 deaths had been documented.¹⁵

Whilst schools reopened on 29 June 2020 new subsidiary legislation aimed at curbing the spread of information on COVID-19 was passed. For the next nine months the government continued to assert that there was no COVID-19 present in Tanzania. In February 2021 President Magufuli finally began to adapt his stance on COVID-19, unable to ignore the increasing calls for action. Two months later he passed away from heart complications. Following his death, vice president Samia Suluhu Hassan was sworn into power. She has overseen greater transparency in government reporting on COVID-19 since coming to power. But she has a hard task in front of her. The World Bank's economic update for Tanzania projected that GDP growth would be cut by at least half in 2020 with an increase in poverty. The World Bank projected a delayed economic recovery from COVID-19 coupled with continued pressure to finance additional health and livelihoods spending.¹⁶

Set against this backdrop, the Embassy has had to manage a significant increase in consular cases and implement changes to the way it works. Ensuring staff wellbeing and safety has been of paramount priority. Travel around Tanzania is now restricted, and some diplomatic staff had to return to Ireland. Meetings with government officials ceased and management of partnerships was undertaken remotely. Implementation of aspects of the strategy have been interrupted by the COVID-19 context.

13 *BMJ* 2021;373:n1052 <http://dx.doi.org/10.1136/bmj.n1052>

14 Centre for Strategic and International Studies titles, *Implications of Tanzania's Bungled Response to Covid 19*, 26th May 2020

15 *Ibid.*

16 World Bank <https://bit.ly/3qdigYm>

Ireland's Strategy for Tanzania and the Great Lakes Region

Ireland has had diplomatic relations with Tanzania since 1979. The Embassy, based in Dar Es Salaam, is accredited to Burundi, Comoros, Democratic Republic of Congo and Seychelles. Engagement in the region is underpinned by the Mission Strategy; *The Global Island: Ireland in Tanzania and the Great Lakes sub-region 2017-2021* and informed by; *Global Island: Ireland's Foreign Policy for a Changing World (2015)*, *Global Ireland: Africa to 2025 (2019)*, *One World One Future (2013)* and *A Better World (2018)*. In 2019, Tanzania was the third highest recipient country of Irish government Bilateral Official Development Assistance.

Overview of the strategy

A review of the 2011-2016 country strategy was undertaken in February 2016 to identify lessons and inform the direction of a new country strategy. A consultative and analytical process, with inputs from HQ and a comprehensive context and political economy analysis resulted in the *Tanzania Country Strategy Directions Paper (July 2016)*. This process helped shape the new strategy which was approved by HQ in December 2016. A comprehensive medium-term framework for the work in Tanzania and the accredited countries, it provided a detailed Theory of Change for the Irish government's engagement in the region.

As the new strategy was being rolled out, so too were President Magufuli's increasingly repressive laws and policies. Regressive gender policies were rolling back much of the progress the Embassy had contributed to in sectors such as health, livelihoods and governance. The political economy analysis underpinning the Mission Strategy had not anticipated such extreme shifts and as such, robust adaptive programming was required to implement the strategy against this new backdrop.

The new strategy, initially an internal document commonly known as the 'long strategy', was revised to incorporate this new context. It explicitly put women and girls central to the work of the Embassy and was published in 2018 as *The Global Island: Ireland in Tanzania and the Great Lakes sub-region 2017-21*. It is this version of the strategy that was examined by the review.

The strategy, framed around the five priority areas of *Global Island*, notes the overall goal is to promote Ireland's values and interests in Tanzania and the wider region. It outlines three outcomes and seven strategic results as summarised in table 3. The strategy states that it is underpinned by a set of new directions the first of which is to 'position gender equality and women's empowerment at the centre of its work'.

Table 3: Framework for Tanzania Mission Strategy 2017-21 as it relates to Global Island

Global Island: Ireland's Foreign Policy for a Changing World	The Global Island: Ireland in Tanzania and the Great Lakes sub-region 2017-21			
	Outcomes (O)	Strategic Results (SR)	Total number of partners	Total allocation of €
Our People	O1: Ireland's people in countries of accreditation are well served, better informed and more closely linked	SR1: Adept and responsive consular and diaspora services.	-	-
		SR5: Targeted response to promote stability in the Great Lakes sub-region	5	14.3 m
Our Values				

	O2: Ireland's values and influence contribute to a fairer, more just, secure and sustainable societies with a specific focus on women and girls	SR2: More sustainable livelihoods for poor women and youth*	11	14.19 m
		SR3: Improved reproductive health and nutrition for women and children*	8	47.75 m
		SR7: Expanded linkages on trade, investment and culture	1	4.4 m
Our Prosperity	O3: Enhanced people-to-people, business and institutional links between Ireland, Tanzania, and the sub-region.	SR6: Enhanced institutional partnerships and cooperation facilitated by the Embassy	5 +	2.05 m
Our Place in Europe		SR4: Democratic space for good governance, human rights and gender equality fostered and supported*	15	11.77 m
Our Influence				
Programme quality and support			-	4.39 m
Total			45 +	98.85 m

* Explicit objectives in these strategic result areas directly contribute to the focus on GE&WE

Portfolio and financial analysis

During the period 2017-2021 the Embassy spent an estimated €98,843,915. Table 3 outlines expenditure against each of the strategic results areas. A detailed breakdown and financial analysis of the budget can be found in annex 1. Total costs for programme quality and support (€4,389,326) constituted 4.4% of the total programme cost (€98,843,915). This demonstrates a financial commitment over the period of the strategy to developing and investing in building systems for change to deliver the strategic priority of Gender Equality and Women's Empowerment.

Strategic Result 2, *More sustainable livelihoods for poor women and youth* is one of the next largest spends. It has had the greatest variance against planned budget of all the strategic result areas at around 33% underspend to what had been planned. This relates to a planned contribution to the Ministry of Finance's national social protection programme (TASAF), due to be made in 2017/19, but only disbursed in 2021. This resulted in a sudden decrease of almost 50% in 2019 commitments for this strategic result area. This has slowly built back up to projected levels as of this year.

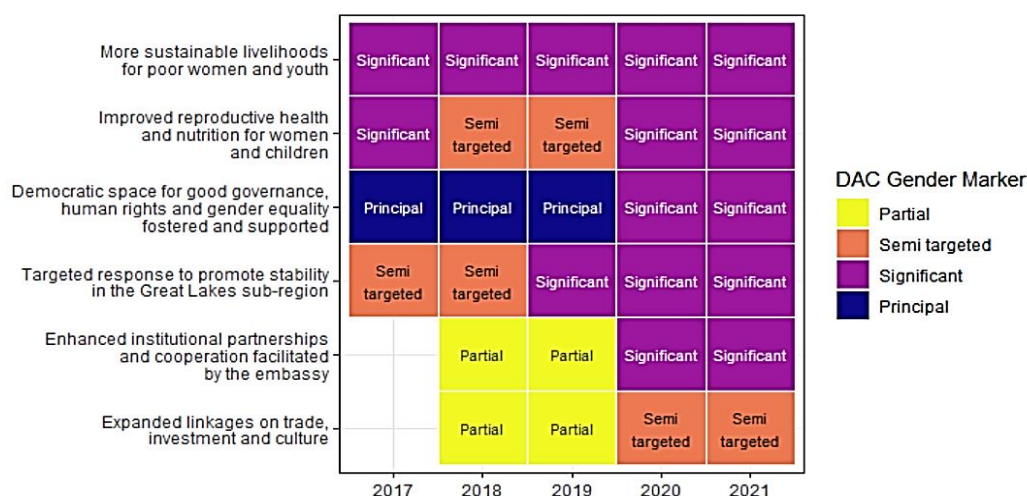
Strategic Result 3, *Improved reproductive health and nutrition for women and children*, is overwhelmingly the largest expenditure of the programme, representing an estimated 48.3% of the total programme budget. However, 61.8% of funding towards health and nutrition goes direct to the Health Basket Fund (HBF). With this figure removed, health and nutrition still remains the main budget line for the Mission (at 18%), this is more in line with the other Strategic Results which account for between 2 and 15% of the total programme budget.

Strategic Result 4, *Democratic space for good governance, human rights and gender equality fostered and supported* has had the greatest number of partnerships at 15. Partnerships have ranged from UN organisations, international NGOs to grass roots civil society organisations. With this spread has come the greatest range in the size of grants from a one off €35,000 grant to the Centre for International Policy (CIP), to a four-year engagement with the Legal and Human Rights Centre (LHRC) totalling €2.2 million.

The Mission has invested time in monitoring and strengthening how the OECD DAC gender marker questions are being considered across the Portfolio. In 2017, only one of the strategic result areas was noted as Principal (meaning that gender equality is the objective of that project/programme and is fundamental to its design and expected results) and two were marked as Significant (meaning that gender equality is an important and deliberate objective of the programme). In 2021, none of the strategic results areas were noted as Principal but five are now rated as Significant.

Figure 2 below shows how the OECD DAC gender rating has changed over the life of the strategy. The change in ratings was noted as being due to a greater depth of understanding of what GE&WE means by Programme Managers and as a result, a more rigorous approach being applied.

Figure 2: DAC Gender Marker by Strategic Result, by Year



Organisational change

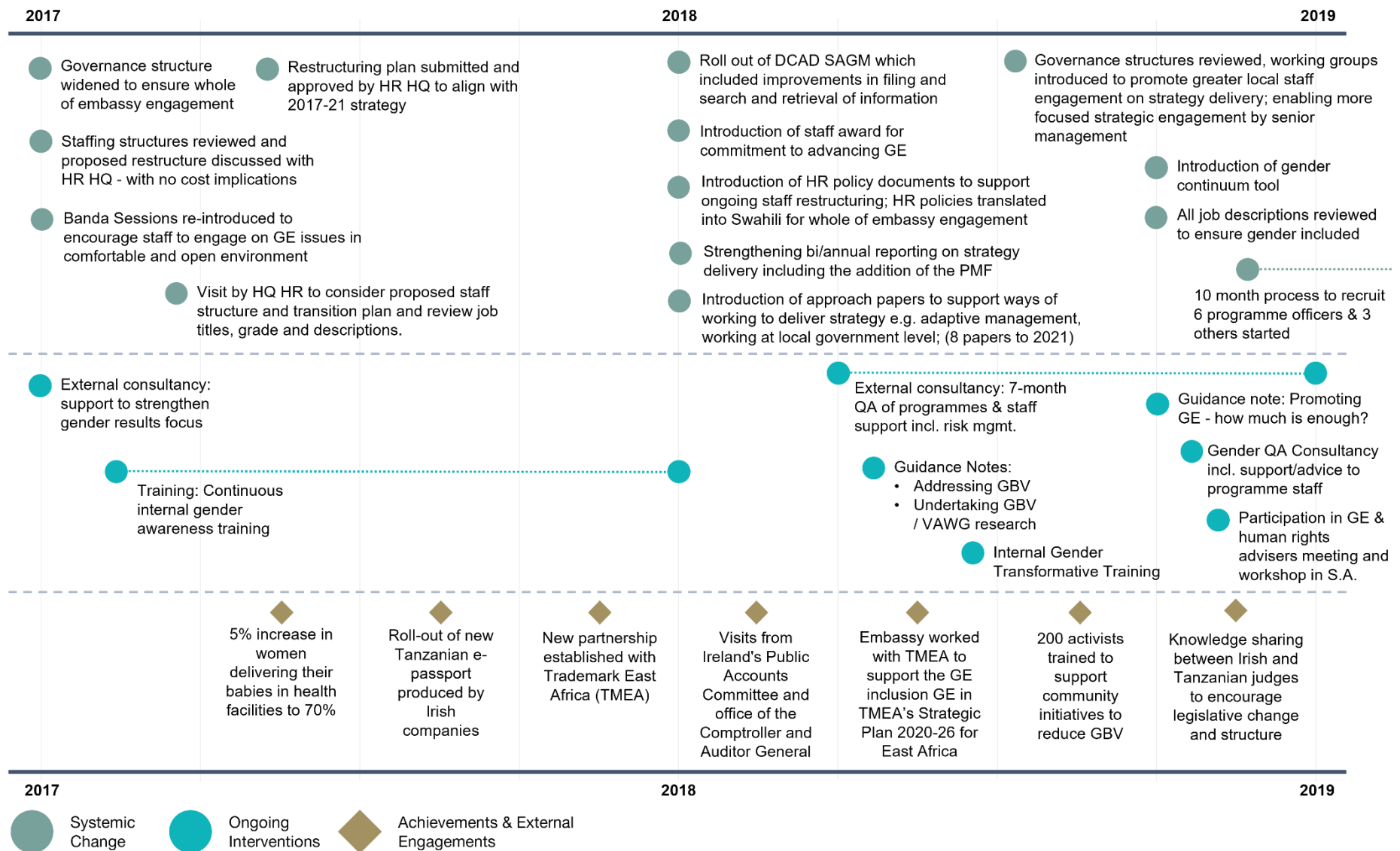
Recognising the need to ensure the Embassy was appropriately set up to support the direction and goals of the new strategy, an organisational change programme, led by the Head of Mission, with strong support from the leadership team, was introduced and implemented from 2016 onwards. With a focus on people, processes, governance structures and systems it aimed to establish a more coherent ‘whole of embassy’ approach, with greater depth of programming to implement the focus on gender equality and women and girls. Annex 6 provides an overview of all the organisational systems and structures reviewed and updated to align with the new strategy.

Central to this change process was a review of human resources. In February 2017, a visit by the Human Resources Division helped to finalise a new staffing structure. A three phased cost neutral approach, approved by HQ in May 2017, saw the transitioning of advisor roles to programme managers, a move away from separate programme and Embassy administration teams, and recruitment of four programme officers to provide increased capacity to support goals under *Our Values, Our Prosperity and Our Influence* in the new Mission Strategy. It was only in early 2020 that the vision of the staffing structure outlined in the three phased approach was completed with the final programme officer recruited. Concurrently several positions have seen a natural change in personnel as postings have been completed, and local staff moved on to new opportunities.

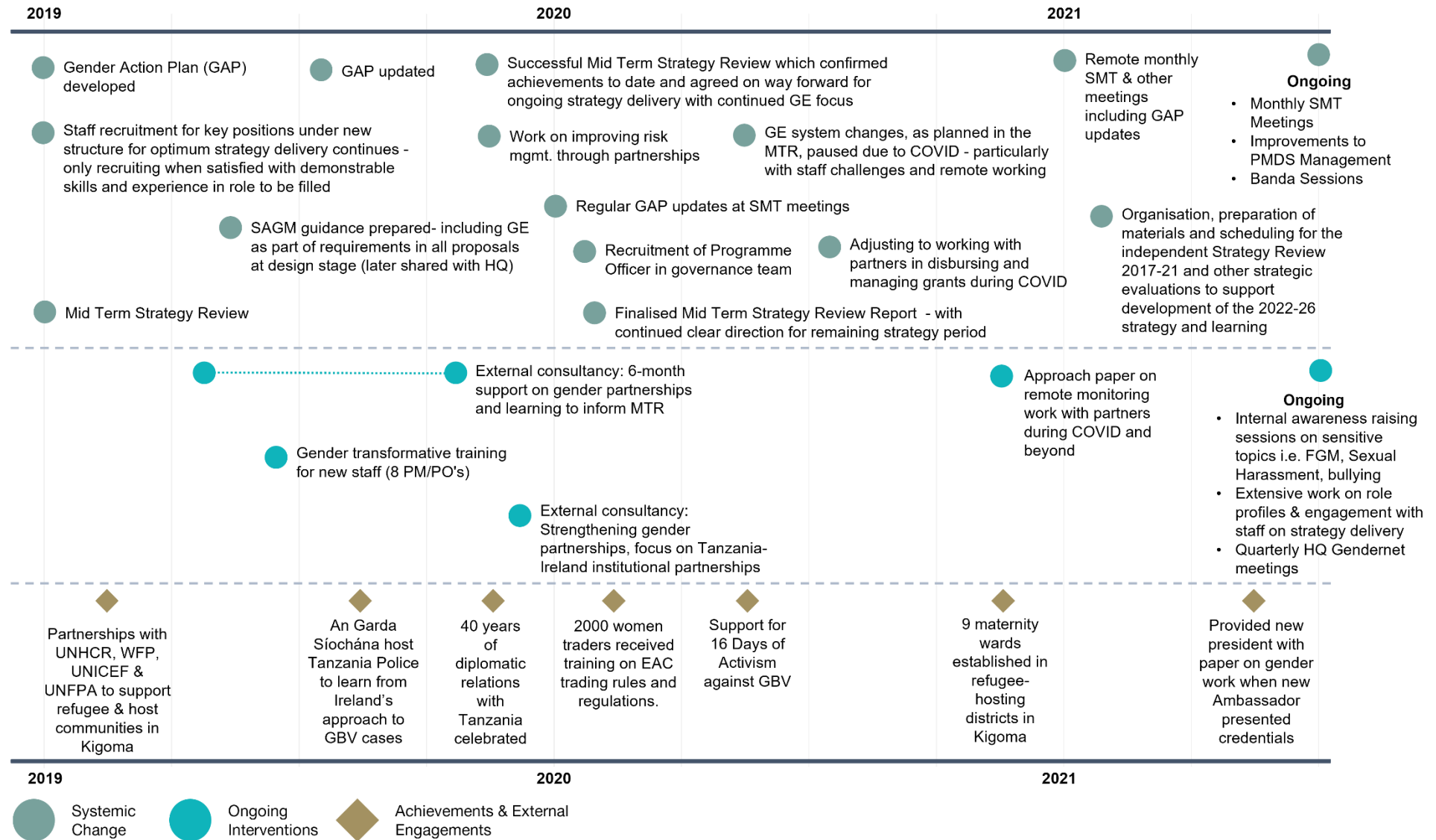
Other key components of the change programme included: building capacity of the whole team to understand the importance of gender issues and how these could be addressed within programmes and across the work of the mission; reviewing human resource processes and

procedures; reviewing and updating all job descriptions; establishing a new governance structure to ensure greater cohesion and a whole of embassy approach; and developing new tools and procedures to support gender equality outcomes. An overview of all the organisational changes that took place when they happened and key programme achievements can be found in **Error! Reference source not found.** Annex 6.

Figure 3: Timeline of organisational changes introduced to integrate gender equality at the Mission mapped against key programme achievements



Review of Ireland's Tanzania and the Great Lakes sub-region Strategy 2017-2021



Focus on Gender Equality and Women's Empowerment

Gender equality is a central pillar of Ireland's foreign policy and its policy for international development. *The Global Island: Ireland in Tanzania and the Great Lakes sub-region 2017-21* has embedded HQ commitments to advancing gender equality globally and increasing allocations to interventions directly related to achieving gender equality. This includes the scale up of engagement to integrate gender across the work of the Mission.

Three of the seven strategic results outlined in the strategy have explicit objectives relating to GE&WE as noted in Table 3 above. Gender equality and Women's Empowerment (GE & WE) is stated as being central to all of the Embassy's work, with a clear commitment made to assess everything that the Embassy does to ensure it contributes to gender equality. Interventions associated with both normative and targeted programmes are linked to the strategic result areas.

To realise this commitment to putting GE&WE at the centre of the Embassy's work, a Gender Action Plan was developed in 2019. The GAP articulates commitments made in the strategy. It outlines several actions to advance and assess progress against a series of institutional and capacity building commitments. It focuses on capacity and how the Embassy can provide leadership and accountability on gender, and can foster an equitable, inclusive, and safe working environment. The GAP recognises the need for transformative approaches to achieve GE&WE, requiring additional resources, skills, and approaches. It commits to developing several gender tools to support staff to better integrate and consider GE&WE in all their work. The plan is not intended to capture all work done on gender within individual programmes. Overseen and monitored by the SMT, it is reviewed annually during the Embassy's annual review process.

Findings

Overall, the review team found that commitments made in the Mission's strategy *The Global Island: Ireland in Tanzania and the Great Lakes sub-region 2017-2021* were implemented on time and budget with results demonstrated across all seven strategic results areas. The investment of time in partnership engagement on gender issues beyond funding arrangements, as well as time invested in internal capacity strengthening, has enabled the Mission to contribute to meaningful change on gender equality on many levels, whilst developing a reputation for the Mission as a leading voice on gender issues in Tanzania.

Achievements were made in all seven strategic results areas with a clear focus on GE&WE demonstrated. A planned organisational change programme to support implementation of the new strategy was found to be both relevant, and effective in contributing to the achievement of these results. A number of lessons have been drawn from this strategic period and are outlined in the section on conclusions. In summary, the investment in putting GE&WE central to the Mission's strategy has paid off enabling meaningful results in Tanzania, the Mission and across the DFA network.

RQ1: With a particular focus on Gender Equality and Women and Girls, what were the achievements of the strategy, including any unintended consequences?

1.1 To what extent was the strategy successful in meeting its objectives?

Finding 1: The Mission was able to achieve demonstrated impacts in all strategic results areas and successfully put GE&WE central in all of its work.

Overall, there is strong evidence that the Irish Mission's strategy was successful in meeting its objectives. This includes the achievement of the overarching objective of putting women and girls at the centre of the strategy. This is supported by both documentary evidence and by the perspectives of internal and external stakeholders. A strong culture and understanding of GE&WE priorities has been developed at all levels within the Mission; 75% of survey respondents indicated that the leadership team are committed to ensuring GE&WE is considered in all aspects of the Mission's work. Evidence from both interviews and the survey indicates that staff at all levels are confident in their ability to integrate gender in their work. 68% of survey respondents indicated they "frequently" consider gender equality in their daily work, with the remaining 32% indicating "occasionally". The number of gender-specific partnerships and grants increased from 4 in 2016 to 11 in 2020 across the Mission.

Ireland has developed a solid and credible reputation for being a gender champion and is widely recognised as one of the top three donor countries leading on GE&WE in Tanzania. External stakeholders universally indicated that relative to its size, Ireland has significant influence and successfully includes gender equality as a priority agenda item at all levels. This includes engagement with partners, UN agencies and other donor countries, as well as in its engagement and dialogue with government. President Samia Suluhu Hassan congratulated Ireland on the Mission's work on GE&WE at the Ambassador's presentation of credentials ceremony in 2021, with follow up communication between the Mission and her office as a result.

There is strong evidence of the strategy achieving its objectives across all strategic result areas (annex 3). This includes both programmatic results, as well as normative results in relation to policy influencing. There is also evidence of programmatic results being leveraged to create entry points for political engagement; for example, funding for the construction of a maternity wing in a district hospital created an entry point for dialogue around the engagement of community health workers. However, there is scope to strengthen these links and opportunities. There is strong evidence of the Mission supporting and influencing partners to consider gender equality more systematically in the design and implementation of their programmes. Several internal and external stakeholders noted the focus of the Mission's work has traditionally been on service delivery rather than on addressing the challenges of social norms and behaviours. There are however, some examples of the Mission working both directly with partners in the normative space and also working successfully with service delivery partners on how to introduce normative change in their service delivery programmes. One example was given through work with a multilateral partner who had worked mainly in delivering health services, who now recognises, through work done jointly with the Embassy, that there are entry points within their programmes for normative change process implementation. There is early evidence of success confirmed by that partner in a KII, in taking on those processes. Another example was given where the Embassy brought together two local CSOs to work together on normative change processes. One was delivering health services through community health workers and the other focusing on social norms in nutrition and working with those same community health workers. The ability to change attitudes was noted as a particular strength in the work of those NGOs. Other examples of where the Embassy has influenced normative change is in direct communication between the Irish and Tanzanian foreign ministers on the topic of LGBTI rights and support to a partner focused on legislation to deal with child marriage.

Under SR2 (sustainable livelihoods), there are clear examples of the Mission working with partners to achieve results. Whilst this strategic result area had the greatest variance of planned expenditure against actual there were still notable achievements made. This included 2,000 women traders receiving training on the EAC trading rules and regulations through the Tanzanian Women's Chamber of Commerce and 15,000 farmers (43% women) supported under the Climate-Smart Agriculture Sorghum Programme with WFP. Tangible improvements to the agricultural value chain were achieved in partnership with AMDT and WFP and youth employability was strengthened in partnership with the International Youth

Foundation (IYF) and Don Bosco training centres. The Mission also supported innovative initiatives in other result areas to identify and strengthen GE&WE in partnership with for example Institutions for Inclusive Development I4ID, including both specific women's initiatives and initiatives that sought to mainstream gender e.g., urban waste management.

The budget variance in strategic result 2 was as a result of the planned contribution of €2.8 million in 2017 to the Tanzania Social Action Fund (TASAF) not accepted by the Tanzanian government. This caught the Mission, who had been scaling up their engagement on social protections issues in preparation, by surprise. Political and technical reasons were noted as the reason, however it highlighted the risk in relying on government systems during a time of political volatility and uncertainty. As a result, funding was reallocated to UN agencies where it was felt a more strategic relationship could be achieved. Total UN support increased from €3.5m to €5.3m that year. Whilst it took several years to resolve, a contribution of €2m to TASAF was eventually made in 2021 delivering on a commitment made in the strategy.

Under SR3 (improved reproductive health and nutrition), there is evidence of both programmatic and normative results. The Health Basket Fund represented a significant financial commitment and ensured Ireland's commitment to a broad range of health interventions and positive outcomes. The HBF funding is also a good example of a financial commitment leading to opportunities for political dialogue; by demonstrating a commitment to strengthen Tanzania's healthcare system, trust was maintained between the Mission and the Ministry of Health. This in turn facilitated access and engagement in key policy dialogues, including the design and development of the Health Sector Strategic Plan V (HSSP V) where the Mission successfully promoted the inclusion of a focus on gender. Partners noted Ireland's strong technical support and consistent engagement at numerous working groups, meetings and field visits. Working with partners, the Mission also strengthened the approach to engaging and training community health workers at the local district level.

Under SR4 (improved governance, human rights and gender equality), there is strong evidence indicating successful outputs and outcomes. The Mission supported and participated in key events relating to gender equality and strengthened governance, including the national gender policy review, International Human Rights Day and 16 Days of Activism. Engagement in the national gender policy review process included coordinating with other donors and partners and ensuring key priorities such as Sexual and Reproductive Health Rights (SRHR) were considered. The Mission actively sought to identify and create synergies between partners working on gender equality, SRHR, gender-based violence (GBV) and human rights and made support for women's movement building a key priority. The support for women's movement building was crucial as it came at a time when there was less national support for civil society, including feminist organisations.

1.2 How well did the strategy adapt to shifts in the political context?

Finding 2: Guided by senior leadership, with intentional conversations at all levels within the mission, the strategy adapted to the rapidly changing context in Tanzania.

The results outlined above and captured in annex 3 were achieved against the backdrop of a significant shift in the political context. The election of President John Magufuli in October 2015 introduced an era of regressive gender policies and norms, shrinking civic space and strained relationships with much of the international community. The Mission's strategy adapted well to these contextual shifts, guided by senior leadership and supported by Mission staff at all levels.

At a political level, 'success' had to be redefined. The Irish Mission succeeded in keeping channels of communication with the Tanzanian government open at a time when many embassies were cut off. Where the strategy had originally sought to support positive and

progressive advances in GE&WE, this had to be adapted to prevent regressive policies gaining traction and undoing decades of progress.

There is evidence of clear and deliberate decision-making in the Mission's engagement with the government, particularly on issues that constituted 'red lines' in relation to Ireland's values. For example, the government-backed campaign to identify and arrest members of the LGBTI community was met with a politically sensitive response from Ireland; the Mission worked with the Irish Minister for Foreign Affairs to draft and send a letter outlining strong concerns to the Tanzanian Minister for Foreign Affairs. The response to this was positive and appreciation was expressed on the Tanzanian side for the sensitive way in which this was handled. Another example relates to child marriage. The Attorney General appealed a 2016 Supreme Court ruling that banned both girls and boys from marrying before the age of 18, arguing that it went against Tanzanian culture. The Irish Mission provided funding to Msichana Initiative to campaign against the appeal and in 2019, the Supreme Court of Appeal upheld its ruling.

All partners stated that the Mission provided invaluable support in assisting them to adapt their programmes. This included support and advice on how to reframe interventions to align with new government policies and allow them to safely continue their work. For example, "family planning" was criticised by President Magufuli and partners reframed their activities in this area to include for example "child spacing." The annual business plans supporting the implementation of the strategy were also adapted to reflect the new political context. This included activities on monitoring and addressing the shrinking civil society space by increasing resources to strengthen the capacity and reach of women's coalitions, prioritising resources for GE&WE along with other EU donors and a review of options for future support to democratic governance.

1.3 What measures were taken to adapt to COVID-19 and how successful was this response?

Finding 3: The flexibility and responsiveness by the Mission to adapt to the COVID-19 pandemic was noted by all partners.

Feedback from KILs in the review strongly suggests that the Mission showed high levels of awareness, adaptability and flexibility during the COVID-19 outbreak in March 2020. The Mission's "do no harm" policy was one of the pillars of its adaptability and flexibility. Social distancing was introduced and most staff worked from home. Despite the shift, the Mission's business continued effectively, demonstrated by partners reporting no negative effects in terms of engagement and support provided.

Partners interviewed confirmed the Mission's flexibility and adaptability in face of the COVID-19 pandemic in Tanzania. Partners reported there was genuine care and support from the Mission during the COVID-19 outbreak, as well as additional funding, assistance and communication. It was noted by partners that other donors had not provided the same level of support and investment. Several partners including REPOA, CCBRT, Benjamin William Mkapa Foundation and AMREF noted their appreciation of continued funding and increased support from the Mission during this time. Most partners interviewed expressed that they did not feel there had been gaps in engagement, funding or support provided by the Irish Mission during COVID-19 outbreak in Tanzania.

Where partners saw the need to change programs to deal with unexpected challenges precipitated by the pandemic, the Mission was flexible and ensured rapid approval. In particular, REPOA and CCBRT reported positive experiences in seeking programme adaptations from the Mission. The Mission was also adaptive in providing partners with flexible

options in reporting. Partners noted and commended the Mission for the introduction of the remote monitoring tool, a useful mechanism that had not been considered by other donors.

In what was a turbulent period of political hostility and COVID-19 denial, the Mission was able to help partners to operate without damaging relations with the government.

In particular, the Mission provided support to partners to use system strengthening approaches to integrate COVID-19 response with essential health services. Providing support in this way was allowed by the Tanzanian government and appreciated by partners. It should be noted that following the outbreak of COVID-19 in March 2020, CSOs were not allowed to design or implement COVID-specific responses without government approval.

The Mission supported partners that had good relationships with government such as UNICEF, WHO and CCBRT. As a result, the Mission was able to distribute PPE and ventilators through UNICEF and WHO despite political opposition and CCBRT was able to train its network of community health workers on COVID–19 responses. Therefore, the Mission’s partners were supported to provide COVID response initiatives during the period of political opposition to such initiatives.

1.4 What were the key challenges in implementing the strategy in relation to the achievement of results?

Finding 4: The Mission faced significant external and internal challenges that threatened progress on strategic results. However, through strong leadership, an emerging ‘whole of embassy’ approach, and a culture of learning the team were able to withstand these challenges and make progress.

The Mission faced a host of internal and external challenges during the strategic period. The complexity and overlapping nature of these challenges are outlined in Table 4 below. Despite these numerous challenges, strong leadership (finding 2), the emerging ‘whole of embassy’ approach (finding 10) and the culture of learning (finding 9) meant that progress towards achievements was still made (finding 1).

Table 4: Key Challenges in Implementing the Mission Strategy

Challenge	Effects on the Implementation of the Strategy
EXTERNAL	
COVID-19	<ul style="list-style-type: none"> > COVID-19 has impacted on gains and progress made by the Mission e.g., with reported widening gender inequalities and increasing levels of GBV. > With international trade severed by COVID-19, trade-related outcomes were particularly affected with the work area necessarily de-prioritised to ensure a whole of embassy response. > Internally, the Mission had to adapt to remote working. There were difficulties in remote access; newer staff were not exposed to training and discussion, particularly on GE&WE; and monitoring and partner assessments were adapted.
Cultural and societal barriers	<ul style="list-style-type: none"> > Numerous societal, cultural, legal, religious and other barriers impeded progress in the Mission’s strategic results areas, particularly in relation to GE&WE, family planning, access to healthcare and democratic governance and human rights such as parliament and media strengthening. Partners noted that gender projects achieved little sustainable progress when not accompanied by ‘upstream’ work targeting social norms, behaviour change and policy.

Demographics	> The demographics in Tanzania, particularly the expanding population, accompanied by a lack of national investment in social development hindered national results in health and education, despite Tanzania's positive economic growth.
Finding space as a relatively small donor	> As a relatively 'small' donor in a crowded development space, the Mission had to work to find its niche, which it successfully did on GE&WE. Significant investment was required to shift working practices of larger recipients such as the UN.
Coherence in development space	> The high levels of fragmentation and lack of coherence in the Tanzanian development space were noted by numerous stakeholders. The Mission had to devote significant time and resources to support communication and coordination amongst both donors and recipients.
Political context	<ul style="list-style-type: none"> > Particularly during the Magafuli era, the Mission worked in an increasingly limited civil society, media and advocacy space with reduced contact with government, limited space for gender, sexual health and livelihoods work and active opposition from the government at times (e.g. family planning messaging). The context required a diplomatic, strategic and adaptive approach with progress often slow. > The Mission's COVID-19 response was also limited by the administration's denial of COVID-19 and subsequent lack of monitoring, data and opportunity for programming responses.
INTERNAL	
Annual funding cycles	<ul style="list-style-type: none"> > The annual funding cycles create heavy workloads for staff and partners alike. The annual reporting requirements can be onerous for partners, especially those with lower capacity and the annual grant approval process impinges upon the time available for implementation (often reducing implementation time to 9 out of a possible 12 months). While this challenge is not unique to the Irish Mission in Tanzania, it was widely noted by many stakeholders. > Due to the annual funding cycle, some partners lacked foresight on funding allocations from year to year in the strategic cycle, making planning and alignment with other budgeting cycles (i.e. Tanzanian government budget) more difficult.
Capacity strengthening of staff and local partners	> Mainstreaming gender required patient and consistent capacity strengthening of both staff and partners. The Mission had to account for various cultural, personal and other sensitivities and differing base levels of awareness, capacity and understanding. The survey data shows that sustained support is still needed to embed understanding of key concepts.
Measuring social norm/ policy work	> Measuring progress in relation to 'upstream' work was noted as a challenge by both internal and external stakeholders. This includes challenges in developing indicators to track progress in policy, social norms and behaviour changes.
Staff Turnover	> The rotation of posted staff as well as high turnover of local staff made carrying institutional knowledge and momentum on results and specific focus areas challenging.
Standardising the partner management approach	<ul style="list-style-type: none"> > Differing approaches amongst the partner managers created some inconsistencies in the application of grant management. Whilst some partners noted a strong partnership approach others detailed a more typical donor-recipient, compliance-based relationship. > Mission staff noted that there was a lack of clear guidance on partner capacity strengthening and partner management in complex situations i.e., when it is observed that a partner is not progressing sufficiently.

1.5 What (if any) were the unintended changes and results (positive and negative) facilitated by the strategy?

Finding 5: The systematic approach taken to putting women and girls at the centre of the strategy led to positive results at all levels at depths not anticipated - internally, externally and across the DFA network.

Internally, a process of realisation of what GE&WE really means affected staff more deeply than anticipated. The Mission succeeded in developing an understanding of key gender concepts and has laid the foundations for behavioural change as planned. 80% of respondents of the survey confirmed they understood what was meant by 'gender transformation'. What was not planned for however was the extent to which personal issues would be brought to the fore amongst female and male colleagues. This caused emotional reflections on deep rooted behaviour in both women and men alike. In response, support of a counselling service was provided. Group sessions ('Bandas') facilitated by the Mission provided staff with some level of support whilst managing these issues. The support provided by the Mission was reflected in female staff feeling safe to raise issues that arose with remote working during the COVID-19 pandemic. Whilst increased awareness of gender equality was a planned outcome of the change process, the depth and personal implications for the team had not been anticipated but was well managed.

The ripple effects of the Mission's work in Tanzania are having unexpected positive results upstream as well as downstream. Upstream, tools developed by the Mission (guidance for appraising proposals from a gender perspective, the gender continuum and learning note on putting women and girls centre) have been adapted by HQ and disseminated to other missions. Internally, the investment in training programs for staff, the GAP, development of the gender continuum and learning notes have fed into other Missions' thinking on training and design of programs around GE&WE. The Mission's work in Tanzania on embedding gender within programme design was noted by a stakeholder in HQ as being '*a step ahead*' compared to other missions, this had led to the establishment of a new DFA wide Community of Practice on gender.. Externally, the Mission's work on GE&WE has been noticed by the (current) President of Tanzania as noted above. Downstream, there is evidence of the depth of programmatic impacts which exceeded expectations given the regressive context the Mission was faced with. This includes a recent regional government decision to ensure secondary schools have access to counselling to help students navigate issues of abuse. This was in response to work funded by the Mission to support education around SRHR and gender (e.g., Girl Power).

RQ2: How relevant and effective were the management approaches and innovations (including allocation of human and financial resources, systems and processes) which were put in place, to position gender equality and women's empowerment at the centre of the Mission Strategy?

2.1 To what extent were management approaches and resources (human and financial) relevant to implement the strategy's focus on GE&WE as planned?

Finding 6: A clear, planned approach that has included systemic changes and ensured a strong focus and culture of embedding GE&WE outcomes was implemented.

A considered, planned and clear change management process was put in place early on to support effective delivery of the Mission's strategy including its focus on GE & WE. From 2016 the HOM, with skilled support from the leadership team, gave early thinking

to the Mission's staffing structure and competencies required to deliver on the new strategy. In close collaboration with the Human Resource Division in HQ, a staffing review was undertaken. This resulted in early approval of a three phased approach to restructuring the Mission which included the elimination of 8 advisor roles, and the establishment of 6 new Programme Manager and 4 new Programme Officer roles. This shift removed previous siloes between development and diplomatic teams and created greater ownership of partnerships by Programme Managers. Early engagement and visits by the Human Resource Division contributed to approval for all changes being secured at the outset of this change programme, as well as provide support in rewriting job descriptions at the Mission. This enabled both certainty for the Mission in the direction it was heading, as well as quick turn around on HQ approval when new jobs had to be advertised.

Complementing the staff restructuring programme, and to ensure the centrality of women and girls across the Mission strategy, a focus was placed on the internal transformation needed. A systematic approach looked at governance, human resources and tools. The evidence shows that over 25 management processes were either reviewed and/or modified during this change process (see annex 6 for a comprehensive list). From the outset, the Mission led by example, putting GE centrally in all of its work. Human resource policies around sexual harassment and bullying were reviewed, translated into Swahili and discussed with staff in banda sessions. Job descriptions and recruitment practices were updated to ensure gender considerations were included, and discussions on how staff were addressing GE in their work was included in the Performance Management Development System (PMDS) reviews and learning plans. Whilst good progress has been made, this work is not yet complete. Only 60% of job descriptions reviewed included gender. 53% of staff reported that there is a target on GE&WE in their PMDS learning and development plan; however, only 47% of respondents in the staff survey confirmed they have had a discussion on gender in their PMDS.

External, dedicated gender support over a sustained period focused on strengthening capacity and developing tailored tools. A sustained focus on strengthening team capacity at all levels (SMT, programme staff and auxiliary staff) has created a good foundation of understanding on what is meant by gender transformation in the Mission. The staff survey confirmed 87% of respondents felt they had a good understanding of the Mission's focus on gender transformation. However, staff turnover is seeing some of this early success starting to diminish. Whilst 80% of staff reported they had participated in training on gender, only 67% felt they had the appropriate knowledge and skills to deliver what was expected of them.

To support the training on GE&WE and enable programme managers to continue to integrate these issues in their day-to-day work, several tools have been developed. These include the gender guidance to the SAGM and the gender continuum. However, there are mixed reports on the uptake of the use of these tools, with only 60% of programme staff reporting they had used the gender continuum in their work.

The GAP, developed partway through the strategy, has provided a clear framework to help prioritise remaining actions needed to embed a GE&WE focus and has demonstrated SMT leadership. Approved in 2019, the GAP pulled together all the work that had been planned and some of which had already been undertaken on putting GE&WE centrally in the Mission's work. Framed around three focus areas, namely (1) Leadership and accountability on gender, (2) Dignity in the workplace, (3) Enhancing capacity for effective gender programming, public diplomacy and political engagement, it contains all the critical elements required for putting GE &WE at the centre of the strategy.¹⁷ SMT leadership and commitment to implementation of the GAP has been demonstrated through regular review and discussion at the monthly meetings. A review of the SMT minutes highlights that the GAP has been a specific agenda item in 50% of the meetings as planned, but that gender issues

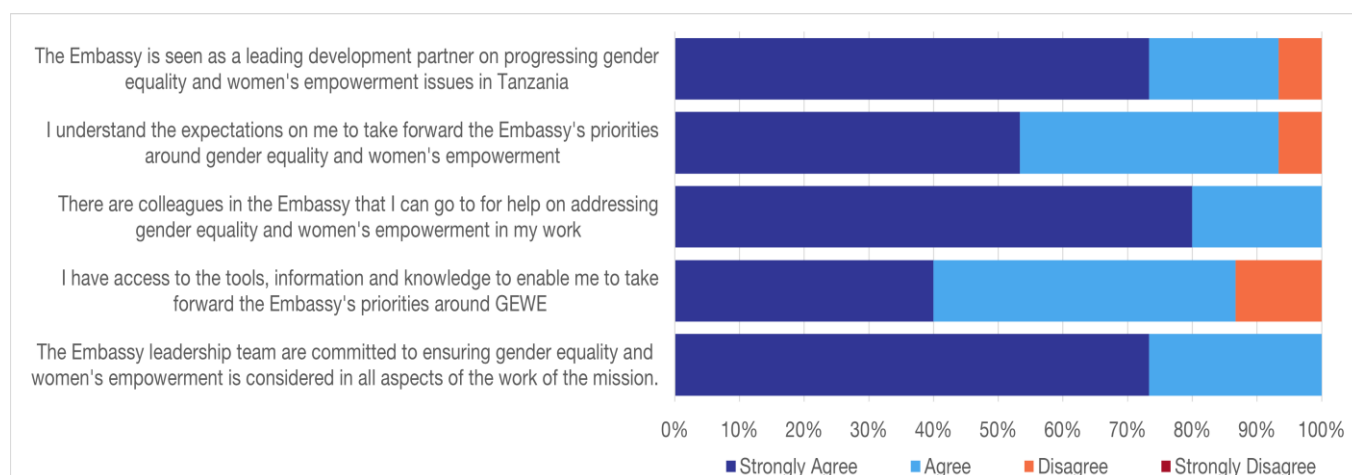
¹⁷ compared against the good practice note developed in the inception period (Annex 5)

have been discussed in 88% of the meetings. Adding the GAP as a regular agenda item would help ensure a continued focus on implementation.

Systemic organisational changes introduced during the strategic period provide a good foundation for ensuring GE&WE continues to be a focus in the Mission. However, these will need to be supported by ongoing training/capacity strengthening to ensure momentum continues. As noted above, the staff survey and stakeholder interviews have highlighted the need for ongoing internal training. Whilst good progress has been made, a number of new staff have started since the initial training. Similarly, there is positive progress with changes to internal processes and systems (e.g. the review of job descriptions) but this work needs to be completed. A commitment in the GAP to expand induction plans for new staff to include a focus on the Mission’s approach to GE&WE has yet to be put in place.

Overall, management resources and processes were highly relevant to implement the strategy’s focus on GE&WE. A clear planned approach was implemented with some systemic changes that has ensured a strong focus and culture to embedding GE&WE priorities. Figure 4 below demonstrates the strong staff awareness on expectations around GE&WE. It also highlights that 100% of staff believe the senior leadership team are committed to integrating GE&WE across the entire work of the Mission. Foundations have been laid but momentum needs to be maintained to ensure the approach continues.

Figure 4: Staff survey responses to Likert Scale Questions on integrating Gender Equality and Women's Empowerment in the work of the Mission



2.2 How effectively did management approaches (including allocation of human and financial resources, systems and processes) adapt to shifts in context during the strategic period?

Finding 7: The Mission effectively adapted its management approaches during the strategic period to respond to the rapidly changing context.

Governance approaches were adapted during the strategic period to respond to the changing context. The Embassy Learning Note ‘Fit-for-Purpose Restructuring’ (April 2021) outlines the approach and progress made on adapting the Mission’s management and governance approaches during the strategic period. The Mission’s governance structure, introduced in March 2018, took into consideration the *Global Island: Ireland’s Foreign Policy for a Changing World (2015)* and *A Better World (2018)*. Six working groups report to the SMT

and are aligned to priorities in these two policy papers.¹⁸ Through mixed membership from staff across the Mission in these groups, a move towards a 'whole of embassy' approach began. In KILs, the majority of staff noted there was further potential to break down the siloes between the development work and the other elements of foreign policy work at the Embassy.

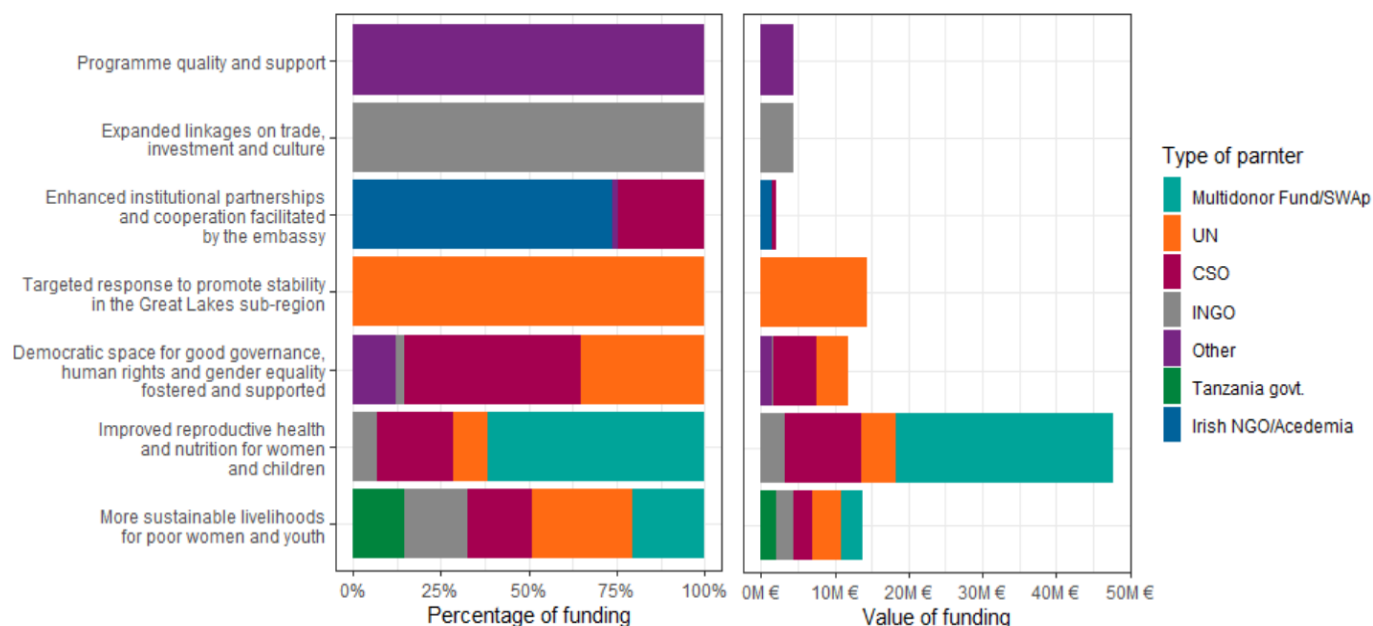
In response to the rapidly changing context in Tanzania the original internal strategy (more commonly known as the 'long strategy'), approved by HQ in December 2016, was revised and published as an external document (known as the 'shorter / public strategy'). It took into consideration the change in political context and continued to place GE&WE at the centre. Stakeholder consultations highlighted that the Development Management Team (DMT) took on the role of ensuring consistency in the implementation of GE&WE whilst the SMT ensured GE&WE was placed central in the entirety of the Mission's work.

A new staffing profile and structure was agreed with HQ in 2017 to implement the strategy, but gaps in staffing existed throughout implementation. The three phased approach to the staff restructure meant there was a long period of gaps in the mission having the staffing group with the right skill set to deliver the strategy. To bridge this gap the Mission brought in consultants. Stakeholder interviews commented that some of these consultants were excellent, whilst others did not necessarily understand the operating context of the Mission. Overall, staff were satisfied and appreciated this external support which enabled them to implement activities as outlined in the public strategy, but all noted the significant workloads during this time which was for a sustained period. As the Mission was nearing completion of the staffing restructure in early 2020, the COVID-19 pandemic hit. Some posted staff had to return to Ireland, and staff at the Mission had to work from home. As a result, normal operations during the life of this strategy were affected.

Funding and approach to engagement with partners changed during the strategic period in response to the changing context. Figure 5 below shows the breadth of different partners engaged to deliver the development programme. With funding to the TASAF initially expected to be disbursed in 2017, but only finally expended in 2021, funding to strategic result 2 (livelihoods) was less than planned. This led to a rethink of funding approaches to partners. As a result, contributions to UN agencies was increased to reflect a shift towards a more strategic relationship. During this strategic period several partners started to receive core funding (REPOA, CCBRT, LHRC) enabling independence in selecting priorities and investment in staff capacity. A focus on the women's movement in Tanzania ensured the GE&WE was relevant to the local context but brought challenges. For example, staff reported they had to spend significantly more time administering (often smaller) grants to grassroots CSOs as they did not have experience working with international donors.

¹⁸ Development Management Team (DMT), Political Working Group (PWG), Public Diplomacy and Communications Working Group (PDCWG), Consular and Diaspora Working Group (CDWG), Systems and Operations Working Group (SOWG), and the Partnerships and Trade Working Group (PTWG)

Figure 5: Funding breakdown by type of partner and strategic result



The Mission team were regarded as flexible, adaptive and responsive by their partners who valued close engagement during this difficult period. The mix of partnerships enabled the Mission to play a convening role, bringing different partners together to learn from each other and work together. Notable was the work undertaken in Strategic Result 3 to improve reproductive health. The Mission was able to link work being funded through the government-implemented Health Basket Fund with work of its partners such as CCBRT and COUNSENUH. A focus on supporting UN agencies both enabled the Mission to have greater outreach with its financial resources, as well as provide opportunities for engagement with government counterparts.

Overall, the Mission effectively adapted its management approaches during the strategic period to respond to the changing context of Irish foreign policy, Tanzanian politics and the COVID-19 pandemic. Given that the Mission was not fully staffed at any point during the strategic period (with the new profile/structure), this adaptiveness is particularly notable. The senior leadership team created a learning culture that empowered staff to be responsive. Whilst there were some challenges, the overall impressions from staff and partners were positive, as noted in KII’s and the staff survey.

2.3 What were the key challenges in implementing the strategy in relation to management approaches?

Finding 8: Gaps in staffing and maintaining capacity strengthening during COVID-19 were the key challenges to implementation of the strategy.

Re-orienting the Mission to a new strategy with women and girls at the centre took considerable management effort and skill. As one stakeholder noted: “Putting GE&WE centrally doesn’t happen automatically, no matter how much a priority. It requires significant rethinking, re-organisation, leadership and new ways of working”. The majority of staff interviewed noted that it took time and concerted investment to build the Mission up to the level it is at now. Overall, interviews and documents revealed a positive picture of effective leadership and adaptive management throughout the strategy implementation.

The protracted nature of the three-phased staffing restructure, coupled with the COVID-19 staffing impacts meant normal implementation was disrupted during the five-year

period of the strategy. For the first part of the strategy, key positions were vacant, which meant that workload for many staff was higher than usual. It is worth noting that one of the reasons the Mission was understaffed for long periods was because they were highly selective and opted to re-advertise when they did not attract the calibre of candidates they were seeking at first.

A risk to maintaining momentum on the current GE&WE agenda is that there is currently the potential for a 'single point of failure.' Whilst throughout the strategy there has been a focus on bringing in extra support on gender, the Mission needs to continue to build capacity to maintain momentum. While the overall level of in-house gender knowledge and commitment has improved as the strategy has been implemented, and almost all staff have had the opportunity for training and mentoring, having continuity of gender expertise is an essential source of technical support for most programme staff. Mindful that posted staff will bring an extra dimension in GE& WE expertise, the local staff member with gender expertise is also closely linked to monitoring and supporting progress on the GAP. From the point of view of local staff empowerment and continuity, if that position became vacant, or was replaced with a person with less gender expertise, the skills base of local staff would be at risk.

Maintaining and building on GE&WE knowledge levels in Mission staff has suffered because of the COVID-19 pandemic. Gender training includes technical content which could potentially be conveyed through on-line training. But high-quality gender training also involves personal discovery and reflections that are best shared face to face. The pandemic has halted the 'banda sessions' that many staff praised as important components of their learning. The staff survey, as well as interviews with staff, suggest that investment in gender training and mentoring will need to be an ongoing priority, a habit to rejuvenate when the pandemic recedes. Even in the context of heavy investment in internal capacity strengthening, only 40% of the staff surveyed in August 2021 fully agreed with the statement that "I have access to the tools, information and knowledge I need to take forward the Embassy's priorities around GEWE." Invest in *continuous* capacity development, reflection and learning is an essential part of becoming an organisation with GE&WE at its centre.

Overall training and capacity strengthening resources has been of a high quality, with some exceptions. Once a full complement of staff was recruited, there was still a programme of capacity strengthening needed to deliver on the GAP and other key elements of the strategy. Changes in job titles, revised job descriptions, reflection sessions, planning and mentoring sessions all contributed to this. Training sessions were designed and delivered by trainers and consultants. While the quality of gender training and consultancy provided was on the whole a high standard, several interviewees mentioned one training provider whose approach was grounded in NGO training, and not well suited to an embassy context.

2.4 To what extent were monitoring data and analysis used for adaptation and course correction?

Finding 9: There is strong evidence that monitoring data and analysis was used for adaptation and course correction guided by the SMT and DMT. However, there is scope for strengthening monitoring processes within the Mission.

A strong focus on monitoring and analysis was demonstrated internally and with partners. There are several internal monitoring systems in place such as the Performance Management Framework (PMF), Annual Report, Business Plan, Risk Sub Committee, Risk Register and the Performance Management and Development Framework (PMDF). With the onset of the COVID-19 pandemic, the Mission - in consultation with staff and partners - developed a remote partner monitoring tool to ensure continuity of data collection. Partner annual reports were diligently collected and used to feed into the sixth month and annual

reports. A focus on reflective learning saw six approach papers prepared by the Mission to help inform the mid-term and final review of the strategy. A review of partner reports provided evidence of a focus on learning and reflection. For this review, over 200 documents were made available to the review team drawing from both extensive internal and external monitoring reports.

Most key informants from the Embassy suggested that monitoring data and analysis were used for adaptation and course correction. Guided by the SMT and the DMT the six month and annual reporting cycles were a point of learning and adaptation for the Mission. Less evident was a more forward-looking approach able to respond to monitoring data in real time to navigate the rapidly changing context. A review at the end of 2019 of systems in place for consular services, led to adaptation of these processes. The tracking tool was reformulated and provided for better structure in capturing, reconciliation and tracking of data from 2020 onwards.

The Mission actively looked for ways to improve its analysis and learning to strengthen its impact, particularly around GE&WE. In 2018, the gender continuum was developed as a tool to help programme managers in their analysis of partners' approaches to gender equality. It recognised that whilst a gender transformative approach was the goal, 'gender-sensitive'¹⁹ may often be the highest level some partners can achieve. With capacity on gender equality continuing to be developed throughout the strategic period, the tool served as a helpful analytical framework for staff as their understanding developed. In 2019, a guidance note was developed to support the use of the gender continuum specifically within the SAGM. The gender continuum and guidance note were seen as good tools by HQ, who have now refined these and disseminated them to other Missions in the DFA network. Yet at the Mission, only 40% of staff reported they had used the gender continuum. In KILs, all staff noted the need for continued training to enable them to better understand the use and application of the gender tools.

At times there was a mismatch on what data were collected and what was needed. The PMF was an important tool to help focus the team. National level indicators, whilst useful for telling the narrative around the Mission's strategic objectives, were unable to inform decision-making at the programme level. Whilst reference to gender was weaved throughout the PMF at all three levels, data collected was not able to give the necessary depth of evidence to demonstrate impact of the strategy. A lack of evaluation planning at the design stage of the strategy meant that evaluations were not completed in a timely way to feed into the broader learning cycle.

There is a need to invest in generating additional quantitative and qualitative evidence to support learning and accountability and inform future evaluations. Outcomes in the areas of policy influencing, internal capacity strengthening, and partner capacity strengthening are not systematically captured by current monitoring processes. Throughout the review stakeholder interviews and some partner reports confirmed that good achievements in these areas had been made, but a lack of systematic reporting means that other significant achievements and successes may be routinely missed. Evaluation processes and products will also remain constrained whilst this evidence is not being collected.

Monitoring systems were not always fit for purpose. The Mission's biggest investment is its contribution to the Health Basket Fund. A performance-based tranche (PBT) was introduced to the Health Basket Fund during this period, and although the Mission envisaged using this method in part to advance its equity goals, this did not materialise, mainly due to

¹⁹ 'gender sensitive' is midway in the five stages of ratings within the gender continuum tool; starting with gender unequal, gender blind, gender sensitive, gender specific and finally gender transformative

the complexity of the mechanism. The MTR substantiates this decision as it finds that – notwithstanding its potential - the PBT was not well understood, and its effects are generally difficult to establish. Overall, not all data collected was relative to need, but the focus on learning ensured that Mission was able to react and adapt.

RQ3: Can the results achieved together with an assessment of the early indication of the direction of outcomes (positive or negative), be linked to the structures and systems put in place regarding programme delivery, including, the adaptive management approaches implemented and modalities chosen?

3.1 How effectively did the structures and systems support the achievement of results?

Key finding 10: The systems, structures and staff put in place during the strategic period promoted a ‘whole of embassy’ approach with a strong gender focus that allowed for the achievement of results across the Mission’s strategic results areas.

The drive for a ‘whole of embassy’ approach ensured that staff members at all levels were engaged and collaborated in the achievement of results. This approach was essential given the challenging political context and limited opportunity for programming in sensitive areas. The majority of KIIs highlighted that projects in less sensitive areas were leveraged as entry points for work, discussions or communications in more sensitive areas. For example, the Mission utilised hospital construction projects to broach the subject of family planning at a time when the government was against family planning. Strong communication channels between the Mission, partners and government also allowed for policy influencing work that complemented programmatic areas. For example, the Health Basket Fund was used as a key point of engagement with the Tanzanian government to advocate for GE&WE.

The focus on strengthening GE&WE capacity across the Mission has paid dividends with Mission staff empowered to push partners to achieve better GE&WE results. The majority of Partners and Mission staff interviewed noted that the Mission now has the internal gender capacity to support partners in strengthening their own GE&WE capacity. Nearly all Mission staff that engage with partners reported discussing gender with them frequently or occasionally (see

Figure 25). Documentary and interview evidence shows that partners were pushed to incorporate gender analysis into their work which improved GE&WE results in areas such as health and livelihoods. Partners also invested in gender capacity through training, consultancies, partnerships and recruitment. This includes TMEA who, after establishing a partnership with the embassy, welcomed support from them on incorporating gender equality in the development of their strategic plan (2018 to 2024) which resulted in the recruitment of a number of positions and a staff structure for delivery of gender across all of the TMEA programmes in East Africa (twelve to thirteen countries).

Purposeful recruitment and human resources management contributed to the 'whole of embassy' approach and gender focus. By establishing a staff group with the right skills mix, the Mission was able to engage with and push the GE&WE focus across the Mission's work. Interview evidence indicated that the change from advisors to programme managers improved the ownership of partner management amongst local staff. Consequently, development staff were able to engage in substantive and technical discussions with partners which led to shifts in programming and approaches e.g., the support provided to UNICEF for the design of the integrated Cash+ programme. This, coupled with the gender expert working across the Mission to coach, encourage and hold colleagues to account, led to the integration of gender across the Mission's strategic results areas. The supplemental, high-quality technical assistance provided additional experience, tools and training on gender, leaving a set of assets for Mission staff and contributing to the sustainability of GE&WE progress.

The Mission implemented an effective learning approach with learning products guiding internal, partner and HQ work. The host of Mission-supported events, guidance and learning/practice notes on GE&WE and other subjects informed the Mission's and partners' work alike. Learning from the Mission was also shared with other missions and HQ, generating wider benefits in Irish Aid. This learning approach and the provision of core funding also played a critical role in the design, testing and scaling of several innovative partner programmes and approaches including Cash + programming, community health workers and village health and nutrition days.

The Mission's planning and risk management tools were important in adapting the strategy and in identifying opportunities for results. Annual business plans were used to take stock of and adapt to the context within the strategic period. This allowed the Embassy to identify social norm challenges and fund advocacy and programming that targeted these issues. This informed approach was also evident in the COVID response where risks were pro-actively identified, leading to reallocation or additional funding for areas including GBV and human rights.

3.2 What (if any) were the gaps in structures and systems that negatively affected the achievement of results?

Finding 11: Whilst a number of positive organisational changes were introduced, not all have been implemented fully and uptake on tools has varied; effort will be needed to ensure critical elements of the change programme continue.

The discontinuation of staff training, informal discussions and banda sessions since the beginning of the COVID pandemic has led to a loss of momentum in terms of gender mainstreaming across the Embassy. KIIs revealed that newer staff in particular have been less exposed to training and thinking on GE&WE in relation to their colleagues that were at the Embassy at the beginning of the strategic period. The survey results correlate this in that newer staff indicated that they were less familiar with key concepts such as the gender continuum and gender transformation (see

Figure 25). Whilst there is not currently a dedicated agenda item on gender in the SMT meetings, 80% of SMT meeting notes reviewed demonstrated that gender had been a discussion item. Ensuring regularity of discussion on the GAP will be important to maintain the momentum of the change programme.

Monitoring and evaluation tools were found to be lacking in terms of the data provided to facilitate proactive management and how much actually reaches beneficiaries. The PMF was seen as too 'high-level' and with inadequate detail to provide the embassy with more granular detail on progress towards results throughout the year. This affected results as the PMF did not provide the information necessary to make early course corrections. In particular, the embassy lacked information on the number of beneficiaries being reached by service delivery programming and on the changes driven by policy, advocacy and social norms work.

The embassy's approach to capacity building was found to be inconsistent. Although there were several examples of the embassy supporting partners to build their capacity, interview evidence showed that partners believed the capacity building approach could have been applied more consistently. Programme managers could have benefitted from clearer guidelines on how to address partner capacity issues and there was not a sufficient focus on how to engage in sectors with partners that did not have a traditional focus on gender and are coming from a low base in terms of gender capacity.

The annual funding cycle reduces the implementation time available to partners and is an opportunity cost in terms of the time invested in the reporting and re-application process. KII's with partners highlighted that the approval process impinged upon implementation time, sometimes leaving only 9 out of a possible 12 months for implementation. Most partners also noted that not having foresight of the exact budget for the following financial year made it challenging to align with other budgeting processes such as the Tanzanian national government budget. This particularly affects planning towards results in social norms or behaviour change which require long-term, sustained efforts.

3.3 How effectively did the Embassy select and engage partners to support the achievement of results?

Finding 12: A focus on a broad range of partnerships at multiple levels, and leveraging good networks, has enabled the Mission to act as a convenor positively influencing partners and other donors to take a more serious approach to GE&WE.

The Mission has worked with a diverse portfolio of partners. The portfolio includes small community-based organisations such as UZIKWASA, activist organisations such as the Legal and Human Rights Centre, and umbrella organisations such as the Women's Fund Tanzania. Government partners include national and sub-national government departments. Ireland supports the UN family through UNFPA, UN Women and UNICEF among others. They partnered with international research organisations and academic departments in Tanzania. In addition, the Embassy has worked very closely with like-minded donors on gender equality.

The money value of these partnerships ranges from single-year grants of a few thousand euros, to complex and longstanding partnerships with the Government of Tanzania in the health sector (up to 29m euros to the Health Basket Fund). It should also be noted that some of the Embassy's most effective partnerships (with other donors in the Gender Working Group, for instance) have no financial value or budget line. But those relationships have been a significant part of delivering on Strategy objectives.

The results achievable through working with a family of diverse partners is exemplified in the health sector. Even as Tanzanian women's reproductive rights were being undermined at the highest levels of government, Ireland was able to use its influence in the Health Basket

Fund to bring gender equality into the government's own health centre monitoring tool and to ensure there was a gender section in the health sector's five-year plan. At the same time, Ireland was supporting UNFPA to increase contraceptive uptake at scale. At a more grassroots level, Kivulini hosted community conversations in which families and neighbours examined and challenged the social norms underlying domestic violence and family planning decisions.

As well as distinct strengths, each of the different types of partners brought challenges.

A case of suspected fraud within a partnership was identified and investigated. The smallest and youngest partners struggled to meet some of the detailed compliance requirements of the SAGM – which in turn meant that already-understaffed Embassy officers needed to spend an inordinate amount of time supporting those grants. The Women's Fund for Tanzania is an essential partner because it is an umbrella body, representing a wide range of women's rights organisations in the country – but despite its centrality to putting GE&WE at the centre of Ireland's work in Tanzania, that partnership has been challenging to manage.

The project documentation and interviews revealed that the capacity of Ireland's partners varied widely.

This was both in terms of the degree to which they were able to embed gender equality or women's empowerment in their work, and in terms of their ability to comply with the Standard Approach to Grant Management requirements. However, to most informants, these shortcomings were an unavoidable part of working in Tanzania and support was provided when and where possible and when capacity was clearly challenging for some partners. Even if individual partners were not delivering perfectly against what was hoped of them, most of the partners made a clearly positive contribution to strategy delivery. Furthermore, the diversity in size and type of partner organisation allowed for interventions at different levels.

The Mission engaged partners on GE&WE in multiple ways.

Ireland's engagement with partners on GE&WE was not simply through grant disbursements. Interviews with Embassy staff - and with staff of organisations which received Irish funding - showed how the partnerships supported gender integration across the wider work of partner organisations. Some partners reflected they were now incorporating gender analysis into their wider work which had not previously had a gender dimension. 60% of respondents in the staff survey reported that they had supported partners with some form of capacity building on gender, and Embassy staff noted how their own gender skills were often stretched in new ways to support these partners.

With other partners, Irish investment instigated brand-new components to programmes that did not previously include an explicit gender focus.

The Institutions for Inclusive Development programme, for instance, used Mission funding to create an entirely new work stream focused on better understanding and improving women traders' experience of marketplaces. A few KIIIs noted that they were really encouraged to think more deeply about how gender could be integrated into their work, which was noted as having a positive outcome on the programmes. In contrast, several of Ireland's partners were organisations whose work focused entirely on gender equality (Women's Fund Tanzania) or on women's rights (UNFPA) or a mix of both (Kivulini).

The Mission was a networker, convener (and occasional cajoler).

An Embassy officer noted: "It isn't just about our partnerships. A lot of our work, particularly at mission level, is in the networks and the relationships we build, and how we use our voice and influence." The review team noted that investments in these relationships took several forms and had notable effects. One somewhat unique approach to partner engagement was through bringing together partners who could learn something from each other. For example, the Mission organised convening events that brought together more experienced partners (i.e. UZIKWAZA) to share their experience with other partners who were not as far along their 'gender journey'. Ireland also linked professional and academic bodies, including Irish Rule of

Law International (IRLI), academic researchers from Ireland, and the gender studies department of the University of Dar es Salaam. Working with these partners helped the Embassy to deepen its own knowledge and credibility on GE&WE, as well as to deliver on specific packages of work intended to build the long-term strength of the women's movement in Tanzania.

It was not only partners in a funding relationship which were affected by Ireland's 'GE&WE at the centre' strategy. With other donors, government and also in wider civil society, Ireland became increasingly known for its credible and sustained commitment to gender equality. Diplomats and donors who worked with the Embassy came to expect that their Irish counterparts would invariably raise gender or women and girls in meetings. The donors who already prioritised gender equality knew that they had an ally in Ireland, and the donors who were less invested in gender equality knew the Irish Embassy would be asking questions about gender that they expected their peers to have answers for. In interviews, diplomats and aid officers noted that Ireland's consistent focus on gender meant that they would themselves need to come better-prepared to discuss issues through a gender equality lens -- even at meetings that were not primarily about gender, women or girls.

Ireland's clear position as a gender equality advocate and source of gender expertise came through clearly in discussions with government officials in the health sector, and in documents about the justice sector. Perhaps the best example of Ireland's established 'brand' as a leader in the gender equality space was when the President herself requested a bespoke briefing on Ireland's work.

A colleague from another European embassy noted that "Where Ireland is very constructive, is to align our position and speak with one voice." The embassy engaged actively in numerous gender-focused networks, including a regional community of practice on gender and the donor working group on gender. In these networks, they could work with others to advance urgent policy goals (for instance working with other donors on pregnant girls' access to education).

Conclusions

RQ4: What lessons can be learnt that will inform future programming?

Lesson 1: Putting women and girls at the centre

Putting gender equality and women's empowerment at the centre of the strategy required leadership, a reflection on internal policies and processes, and a clear change programme that was articulated in the Gender Action Plan (GAP). Significant progress has been made in all three areas, but continued focus is needed to maintain momentum and ensure a transformative approach is realised.

The Mission succeeded in putting women and girls at the centre of its work. Crucial to this was looking internally at governance and systems in place, ensuring appropriate internal policies and processes were understood and/or updated, and building understanding and a culture on why GE&WE is critical to development in Tanzania (finding 6). Leadership at all levels, tailoring interventions to the local context and a recognition of time and effort needed were elements to this success (finding 2 and 7).

As a result, Ireland has developed a solid and credible reputation for being a gender champion in Tanzania and leading by example (finding 5). This was enabled by strong leadership that embedded a clear approach to GE&WE and introduced a transformative change programme through internal capacity strengthening, supporting staff to consider GE&WE in all the

Mission's work, engagement with partners and a focus on monitoring and learning (finding 9). This has encouraged a strong learning culture in the Mission and deepened understanding on why GE&WE priorities matter to the Mission's work.

A strength of the strategy, and of the Mission itself, is the recognition that transformative change takes longer than one strategic cycle to achieve. The Mission was realistic that transformational change would not be achieved in a five-year strategy but that foundations would be laid both internally and with external partners. This is evident in approaches taken by the Mission in engaging with government, partners and its fellow donors, particularly Team Europe (finding 12).

A combination of staff turnover reduced human resource numbers for part of the strategic period, and COVID-19 meant that the process for strengthening capacity was not as systematic as intended (finding 8). A dedicated gender focal point is a strength of the Mission but not sufficient on its own to drive the changes needed to embed a systematic approach to GE&WE. The focus on GE&WE in engagement with countries of secondary accreditation was limited, reducing the potential impact of the regional aspects of the strategy.

There is a need for continued investment of time and resources to deliver sustained change. There is potential to continue the work that has started to embed the approach internally and with existing partners. The implementation of this strategic plan shows the need for continuous learning, and a further focus on integrating the GE&WE approach in engagement with secondary accreditations (finding 11).

In summary, findings from this review have identified seven key elements that are needed to ensure gender equality and women's empowerment are put central in the Mission strategy. These are:

- (i) Timely, context specific gender analysis is needed to inform the setting of strategy objectives.
- (ii) Planning for the strategy requires gender equality to be considered at all stages in the strategies development and implementation.
- (iii) Strategic objectives on gender equality need to be set that are clear, realistic, explicit and attainable.
- (iv) Gender equality needs to be reinforced across all strategic objectives of the strategy to ensure a coherent complementary approach, that utilises all of the Mission's resources.
- (v) Strong consistent leadership on gender equality is needed with buy-in secured from across the entire Mission.
- (vi) An adaptive management approach that ensures ongoing monitoring and understanding of the gender equality context that is able to adapt programmes where necessary.
- (vii) Resources are sufficiently allocated and sustained, internally and externally, to support the strategy to put gender equality centrally.

Lesson 2: Whole of embassy approach

There has been a shift towards a 'Whole of Embassy' approach, with new governance arrangements established to enable regular collaboration across the different workstreams of the Mission. Understanding of the vision and benefits is still evolving and effort is needed to continue developing this understanding, particularly around how GE&WE can be integrated into the broader work of the mission.

Governance and structural changes have enabled a shift towards a more coherent 'whole of Embassy' approach to integrating GE&WE in the work of the Mission (finding 2, 3, 10).

Progress on advancing the three outcome areas of the strategy, and achievements in the seven strategic results areas have been enabled by collaboration in the Mission (finding 1).

Although there is evidence that this approach has gained traction, stakeholder interviews noted that there were still challenges (finding 4) and that greater coherence could be further strengthened with more systematic efforts to:

- (i) link work horizontally across the strategic results areas;
- (ii) introduce a programmatic approach to strategic results, with greater clarity around political objectives; and
- (iii) develop a focus on mainstreaming gender in all aspects of the Mission's work from development assistance to trade, communications and regional engagement.

Lesson 3: Tailoring and adapting to the context

The Mission was able to tailor and adapt engagement with partners to the rapidly changing political context due to its focus on reflective learning. Less evident was a forward looking adaptative management approach that is needed to support social norm changes required for GE. An adaptive approach that builds on the reflective learning of the Mission, but also includes a focus on monitoring, predicting and testing would enable the Mission to be more nimble and targeted.

The strategy considered the different needs of women and girls in Tanzania in the strategy's initial context analysis (finding 2). This covered analysis of the political context; business and economic environment; poverty and vulnerability situation; food security and nutrition context; health, education and GBV. Continued research and analysis was ad hoc. Programming with a service delivery focus was both relevant and effective as a result of this initial analysis (finding 1). As the context changed, so too did the support to the Missions partners in response (finding 12). However, analysis of norms and behaviours that constitute barriers to gender equality and transformative change were not evident (finding 4). A programme wide approach, drawing from ongoing analysis, would help shape partner choice. This would enable a greater focus on policy influencing and normative goals for both the Mission and its partners.

The strategy adapted well to the changes in context, including significant political shifts and the COVID-19 pandemic (finding 3). GE&WE remained a priority area against this backdrop, with strong evidence of adaptive programming and adaptive management in response to the evolving contextual challenges (finding 7). The flexibility and adaptiveness of the Mission was noted and valued by partners.

Lesson 4: Partnership approach

A good mix of partners (both funded and non-funded) enabled the Mission to secure a number of achievements whilst operating in a difficult context. This mix should be continued, but a differentiated and proportionate approach to partnership management would bring efficiency in relationship management and enable programme staff to reallocate time to more upstream policy engagement.

The Mission engaged a broad range of partners across the strategic results areas (finding 12). The diverse nature of partnerships allowed for good reach, impact and focus (finding 1). The Mission's convening powers were noted and appreciated by partners. The breadth of partners allowed the Mission to adapt effectively to the rapid shifts in context and conversely, the Mission also supported its partners to adapt to the evolving context (finding 3). There is strong evidence of ongoing consideration of partners that are aligned with both the Mission strategy and the evolving context.

Recognising the diversity of size, scale and capacity of partners there is scope to refine the approach to partnership management (finding 4). This could include consolidation of the number of partners and introduction of a differentiated/proportionate approach to management of different types of partnerships. The Mission's current strength in its convening role could be strengthened by accompaniment of support aimed at creating synergies for cross-learning and collaboration amongst partners at a programme level.

Given the challenging political context the Mission has done well to maintain relationships with Government (finding 1). This has been appreciated by Government as well as partners who have gained access through the mission's convening role (finding 2). The broad range of partnerships in the portfolio has been instrumental to achieving this (finding 12). Recognising the different levels of government there would be value in clearer objectives and engagement strategies. Capacity strengthening for government on GE&WE could be one area for the Mission to consider as and when the opportunity arises.

The lag time between identifying critical issues with partners and exiting from those partnerships was noted as too long in some cases by some stakeholders. A process to support more efficient and effective exit strategies would be beneficial.

Lesson 5: Monitoring, evaluation and learning

Current monitoring tools and systems are not yet able to capture the full impact of the work of the Mission, such as policy influencing, and internal and external capacity strengthening. Greater focus is needed on developing a simple monitoring evaluation and learning framework that can enable forward looking adaptive management.

There is a strong culture of learning in the Mission at all levels, with clear evidence of reflective learning informing programming and engagement with partners and government (finding 9). The PMF has guided the monitoring of the Mission's work and progress towards objectives and has served as a useful tool to help tell the narrative around the Strategy. However, with many indicators at the national level this is often too high level to allow for timely, informed, adaptive programming and management (finding 4).

The current monitoring systems were found not to systematically capture less tangible outcomes, including policy influencing, work on social norms and behaviours, internal capacity strengthening and partner capacity strengthening. Responsibility for monitoring is currently spread across several different roles, with no specific focal point responsible for monitoring of progress towards strategic results as a whole.

Lesson 6: Engagement with HQ and the DFA network

The Mission actively shared lessons from its experience in putting GE&WE central in its strategy with other missions in the DFA network and with headquarters. This enabled good practice to be widely disseminated. A holistic review of all staffing positions at the start of the new Strategy with HQ enabled early approval for a phased organisational restructure.

The Mission shared early thinking on proposed changes in staffing structure to support the new strategy with Human Resources Division in Headquarters. A phased cost neutral plan was presented and obtained HQ approval at the outset enabling quick turn around when jobs needed to be advertised (finding 6 & 7). The Mission actively shared lessons and tools on their GE&WE approach with HQ which has been disseminated throughout the network and enabled wider learning (finding 9). Overall, learning from the Mission (of value to other missions) shows that there is no blueprint for embedding a GE&WE approach. Whilst there are key elements and good practice (Annex 5) each mission will have a different local and operating context that

will need to be taken into account. It takes time, resources, and an understanding of the fundamental shift required in how a Mission operates to achieve on this important priority area.

Recommendations

#	Lesson / Conclusion	Relevant finding	Recommendation
1	<p>Lesson1: Putting women and girls at the centre</p> <p>Putting gender equality and women's empowerment at the centre of the strategy required leadership, a reflection on internal policies and processes, and a clear change programme that was articulated in the Gender Action Plan (GAP). Significant progress has been made in all three areas, but continued focus is needed to maintain momentum and ensure a transformative approach is realised.</p>	2, 5, 6, 7, 8, 9, 11, 12	<p>1.1 The Mission's leadership team should continue to systematically build the capacity of staff on GE, whilst looking to evolve its approach to putting GE&WE at the centre of all its work.</p> <p>This could include:</p> <ul style="list-style-type: none"> - Strengthening monitoring of the GAP so that commitments are more effectively tracked and implemented. - Recommencing the regular Banda sessions at the earliest and safest opportunity for the whole Mission. - Developing an ongoing plan for building and maintaining capacity on gender equality across the whole team. <p>1.2 The Mission should include specific GE&WE priorities in the engagement strategy for countries of secondary accreditation.</p> <p>This could include:</p> <ul style="list-style-type: none"> - Articulating specific gender equality issues that Ireland is committed to advancing in each of the accredited countries that can be advanced through either aid, foreign policy, or economic diplomacy/trade efforts of the Mission. - Taking a proportionate approach, build up an understanding of the drivers and consequences of gender equality in the accredited countries to inform future public diplomacy plans.
2	<p>Lesson 2: Whole of embassy approach</p>	1, 2, 3, 4 10	<p>2.1 Within the new strategy (and subsequent annual business plans) the Mission should intentionally consider and set out a vision and plan for integrating GE&WE in a 'whole of Embassy' approach.</p>

	<p>There has been a shift towards a ‘Whole of Embassy’ approach, with new governance arrangements established to enable regular collaboration across the different workstreams of the Mission. Understanding of the vision and benefits is still evolving and effort is needed to continue developing this understanding, particularly around how GE&WE can be integrated into the broader work of the mission.</p>		<p>This could include:</p> <ul style="list-style-type: none"> - Defining specific gender equality results that the Mission can directly contribute to during the life of the next strategy. - Expanding the GAP to include sections on consular economic diplomacy/trade and foreign policy engagement - Identifying specific actions and indicators of progress towards whole of embassy engagement in the annual business plans and progress reviews. - Reviewing the governance structures to identify opportunities for streamlining groups while maintaining the governance principles to ensure that governance structures remain inclusive and empowering. <p>2.2 Regular opportunities should be organised for programme managers to come together to discuss synergies and opportunities for greater collaboration across strategic results areas.</p> <p>This could include:</p> <ul style="list-style-type: none"> - Creating regular space to discuss linkages between programmatic and political objectives. - Taking a more programmatic approach to managing partnerships within a strategic result area. - Identifying synergies between partners to increase the effective delivery of partnerships (i.e., building on the partner orchestration idea)
<p>3</p>	<p>Lesson 3: Tailoring and adapting to the context</p> <p>The Mission was able to tailor and adapt engagement with partners to the rapidly changing political context due to its focus on reflective learning. Less evident was a forward looking adaptive management approach that is needed to</p>	<p>1, 2, 3, 4, 7, 12</p>	<p>3.1 The Mission should build on its reflective learning approach to incorporate monitoring data (from a revised PMF), predictive research (political economy and gender transformative analysis), and flexible funding (to test ideas) to enable an adaptive management approach.</p> <p>This could include:</p> <ul style="list-style-type: none"> - Drawing from (or commissioning where necessary) research on the cultural and societal norms and behaviours that constitute barriers to GE&WE in Tanzania, as well as any regional or local variations. - Maintaining up to date political economy analysis within the Mission.

	<p>support social norm changes required for GE. An adaptive approach that builds on the reflective learning of the Mission, but also includes a focus on monitoring, predicting and testing would enable the Mission to be nimbler and more targeted.</p>		<ul style="list-style-type: none"> - Enabling partners, with flexible funding and in close consultation with the Mission, to adapt programmes to changing context. <p>3.2 The Mission should use regularly updated research and evidence to help inform political objectives, as well as specific social norm changes, within each of the strategic results areas.</p> <p>This could include:</p> <ul style="list-style-type: none"> - Undertaking theory of change analysis for strategic results areas drawing from partners and staff knowledge, as well as current research. - Using current research to inform identification of linkages between programme work focused on delivering outputs (such livelihoods training, building new infrastructure) and social norm changes (such as change in attitudes to child marriage)
4	<p>Lesson 4: Partnership approach</p> <p>A good mix of partners (both funded and non-funded) enabled the Mission to secure a number of achievements whilst operating in a difficult context. This mix should be continued, but a differentiated and proportionate approach to partnership management would bring efficiency in relationship management and enable programme staff to reallocate time to more upstream policy engagement.</p>	1, 3, 4, 12	<p>4.1 The Mission should undertake a review off its approach to partnership selection, engagement and management including clarifying its expectations of partners on GE&WE.</p> <p>This could include:</p> <ul style="list-style-type: none"> - Looking at whether there is the right mix of partners to deliver on strategic results considering size, capacity and focus (i.e., to inform the partner orchestration idea) - Distinguishing between partnerships with grants associated with them, and partnerships for strategic engagement. - Introducing a proportionate and differentiated approach to application of the SAGM that enables longer-term agreements to deliver results beyond the activity level. - Defining and setting expectations of partners and their capacity strengthening efforts on gender equality <p>4.2 The Mission should engage early on with its partners to help inform the direction of the new strategy, and to clarify expectations of the partnership relationship at the outset.</p> <p>This could include:</p>

			<ul style="list-style-type: none"> - Using the consultation process on the development of the new strategy to ensure partner perspectives are considered early, whilst unpacking expectations around partnership engagement. - Outlining the Missions approach/vision (?) for partner orchestration to enhance synergies and collaboration to achieve results
5	<p>Lesson 5: Monitoring, evaluation and learning</p> <p>Current monitoring tools and systems are not yet able to capture the full impact of the work of the Mission, such as policy influencing, and internal and external capacity strengthening. Greater focus is needed on developing a simple monitoring evaluation and learning framework that can enable forward looking adaptative management.</p>	4, 9	<p>5.1 The Mission should develop a monitoring, evaluation and learning (MEL) system as part of the implementation of the new strategy that can track progress towards strategic results that are within the Mission's sphere of control. This should include relevant indicators to capture less tangible outcomes such as policy changes, internal capacity strengthening and partner capacity strengthening.</p> <p>This could include:</p> <ul style="list-style-type: none"> - Linking with headquarters to ensure alignment with emerging refinements to the performance management framework (PMF) approach - Building in and maintaining the focus the Mission already has on reflective learning. - Developing more qualitative indicators and/or theory of change style approach to monitoring. This would also include indicators to support the measurement and tracking of policy influencing. - Building in a planned and phased approach to programme evaluations that is captured in the new strategy and considers evaluability of all programmes at the outset. <p>5.2 The Mission should consider appointing a MEL focal point to support a strengthened approach to MEL across the strategic results areas.</p> <p>This could include:</p> <ul style="list-style-type: none"> - Identifying and/or building the capacity of a staff member to take on this role. - Ensuring a MEL approach (that balances accountability, performance and learning) is used for anticipating contextual changes, operational issues and managing risk

<p>6</p>	<p>Lesson 6: Engagement with HQ and the DFA network</p> <p>The Mission actively shared lessons from its experience in putting GE&WE central in its strategy with other missions in the DFA network and with headquarters. This enabled good practice to be widely disseminated. A holistic review of all staffing positions at the start of the new Strategy with HQ enabled early approval for a phased organisational restructure.</p>	<p>6, 7, 9</p>	<p><i>Reflections (outside scope of TOR)</i></p> <ul style="list-style-type: none"> > Continue to use the agency the Mission has, to develop approaches and share lessons across the DFA network on what it takes to put GE&WE central in a Mission strategy. > At the start of each new strategy period engage the HQ human resource division for a holistic review of staffing competencies for the strategic period ahead. > Work with HQ to consider the best approach for Irish Missions to design and develop practical and realistic metrics to measure and track soft power goals, e.g. policy influencing.
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Annex 1: Financial and portfolio analysis

Introduction

Over the period 2017 to 2020, the embassy will have spent an estimated €98,843,915 in line with its Mission Strategy. A full breakdown of spending per Strategic Result area in the strategy is presented in Table 1, below.

Table 5 - Spending against budget, Tanzania Mission Strategy 2017-2020

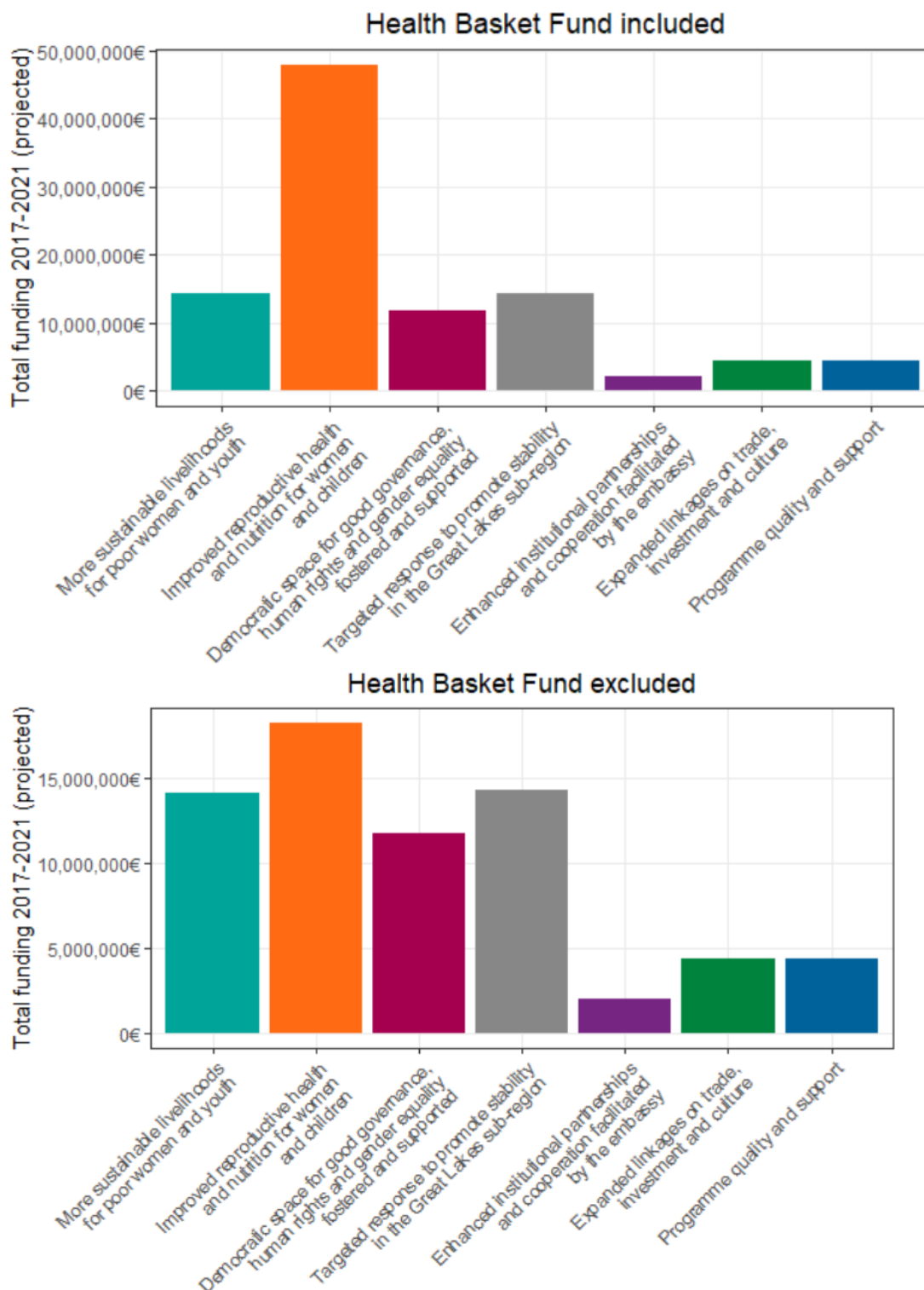
Strategic result	2017 €	2018 €	2019 €	2020 €	2021 €	Total €
SR1: Adept and responsive consular services	"Costs will come primarily from Embassy Admin Budget and Programme Support."					
SR2: More sustainable livelihoods for poor women and youth	2,988,561	3,200,000	2,200,000	1,200,000	4,600,000	14,188,561
SR3: Improved reproductive health and nutrition for women and children	10,100,000	10,100,000	9,300,000	915,000	9,100,000	47,750,000
SR4: Democratic space for good governance, human rights and gender equality fostered and supported	1,650,000	2,630,000	2,850,000	2,385,000	2,250,000	11,765,000
SR5: Targeted response to promote stability in the Great Lakes sub-region	1,500,000	2,950,000	2,500,000	4,400,000	2,950,000	14,300,000
SR6: Enhanced institutional partnerships and cooperation facilitated by the Embassy	121,475	139,478.50	350,752	439,322	1,000,000	2,051,028
SR 7: Expanded linkages on trade, investment and culture	0	1,000,000	1,000,000	1,400,000	1,000,000	4,400,000
Programme Quality and Support	731,516	855,618.50	928,344	773,847	1,100,000	4,389,326
Total Programme Budget	17,091,553	20,875,097	19,129,096	19,748,169	22,000,000	98,843,915

Inconsistency between public and internal strategy versions

Spending as above, is recorded in accordance with the Strategic Results which are set out in the Mission Strategy and which correspond to Outcomes 3-5, plus Humanitarian, Irish-Tanzanian institutional links and Programme Quality Support.

Spending per Strategic Result Area

Figure 6 - Total spending per strategic outcome, 2017-2021(projected)



Strategic Result 3, 'Improved reproductive health and nutrition for women and children', is overwhelmingly the largest expenditure of the programme, representing an anticipated 48.3% of the total programme budget. However, 61.8% of funding towards health and nutrition goes to the Health Basket Fund. Removing this clear outlier we see that, while health and nutrition remains the main budget line for the Mission, it is more in line with the other Strategic Results.

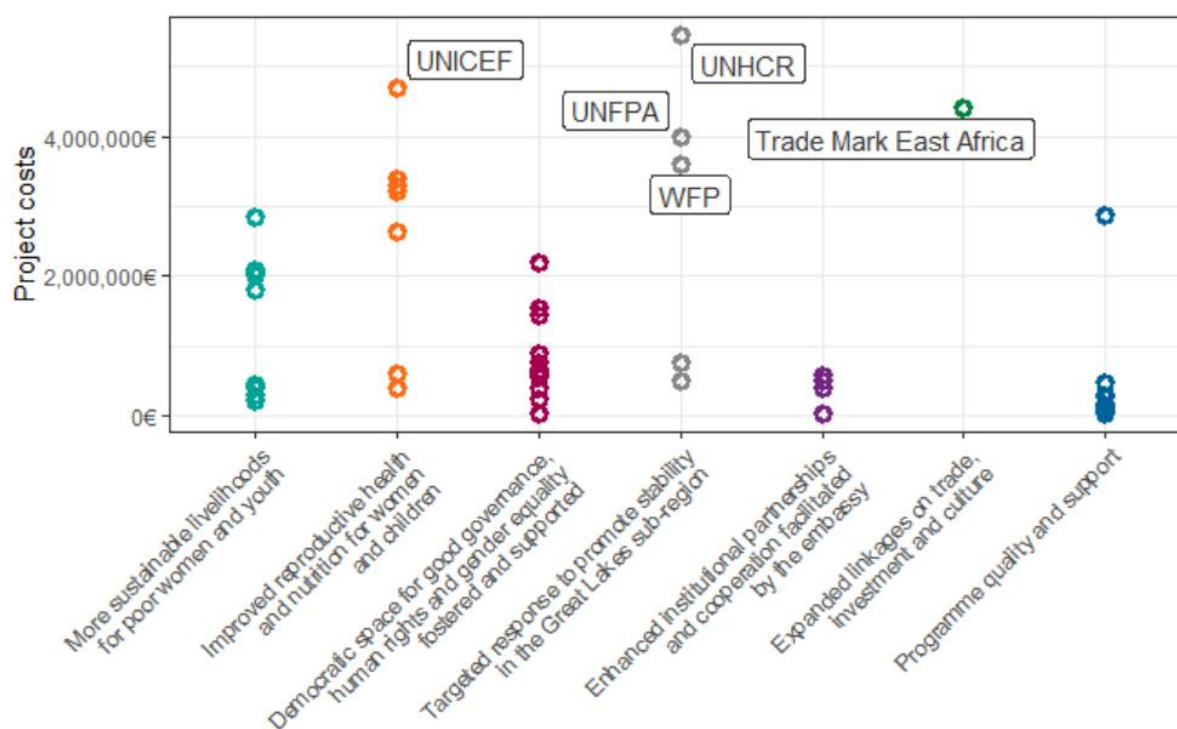
The next largest strategic results, around humanitarian response, sustainable livelihoods, and good governance and gender equality have each received between 10M € and 15M € of funding across the strategic period. This represents 14.5%, 14.4%, and 11.9% of the total programme spend respectively.

Finally, *'Linkages on trade, investment, and culture'*, and *'Institutional partnerships and cooperation'* represent each less than 5M € across the strategy (4.5% and 2% respectively).

Internal spending on *'Programme Quality and Support'* to strengthen capacity to deliver received 4.4M € across the strategic period, 4.4% of total programmatic spending.

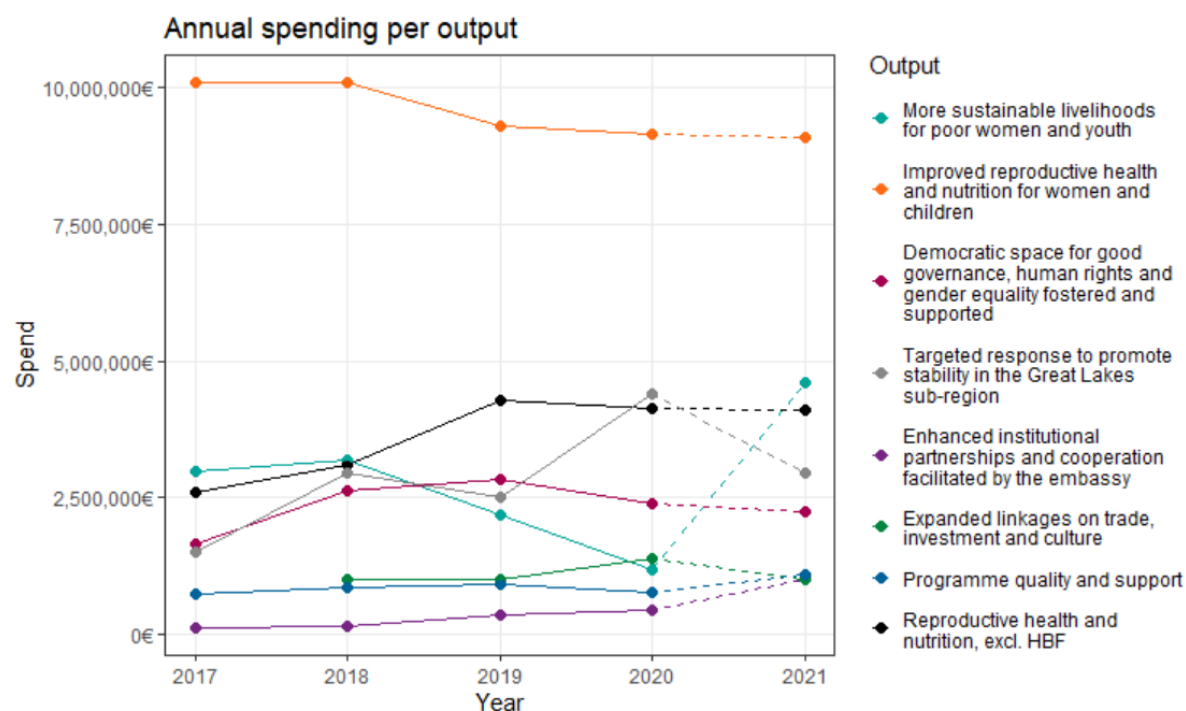
Within each of these budget lines there is considerable variance in the size of the projects funded. Once again with the Health Basket Fund removed as an outlier, figure 2 (below) highlights how, whereas contribution to sustainable livelihoods, good governance, and institutional partnerships is mostly comprised of projects of around 2M € or smaller, with institutional partnerships projects all under 1M € in value. Comparatively, the two largest budget lines; health and nutrition and humanitarian response, are comprised predominantly of projects costing more than 3M €. Of note is that the strategic result on *'Linkages on trade, investment, and culture'* is pursued through a single high-value initiative.

Figure 7 - Projects per strategic result (HBF excluded)



Spending across the strategic period

Broadly speaking, spending has been consistent across all strategic results areas throughout the strategic period (see Figure 3, overleaf). The clearest exception to this is *'Sustainable livelihoods for women and youth'* which (excluding the HBF) received the highest expenditure in 2017, before dropping to the fifth largest budget line in 2020 and is forecast to return as the largest line in 2021. This contrasts with the budget set out in the strategy which anticipated a year-one spend of 3M €, which would grow linearly to a spend of 6M € in 2021.

Figure 8 - Annual spend per strategic outcome

Variance against budget

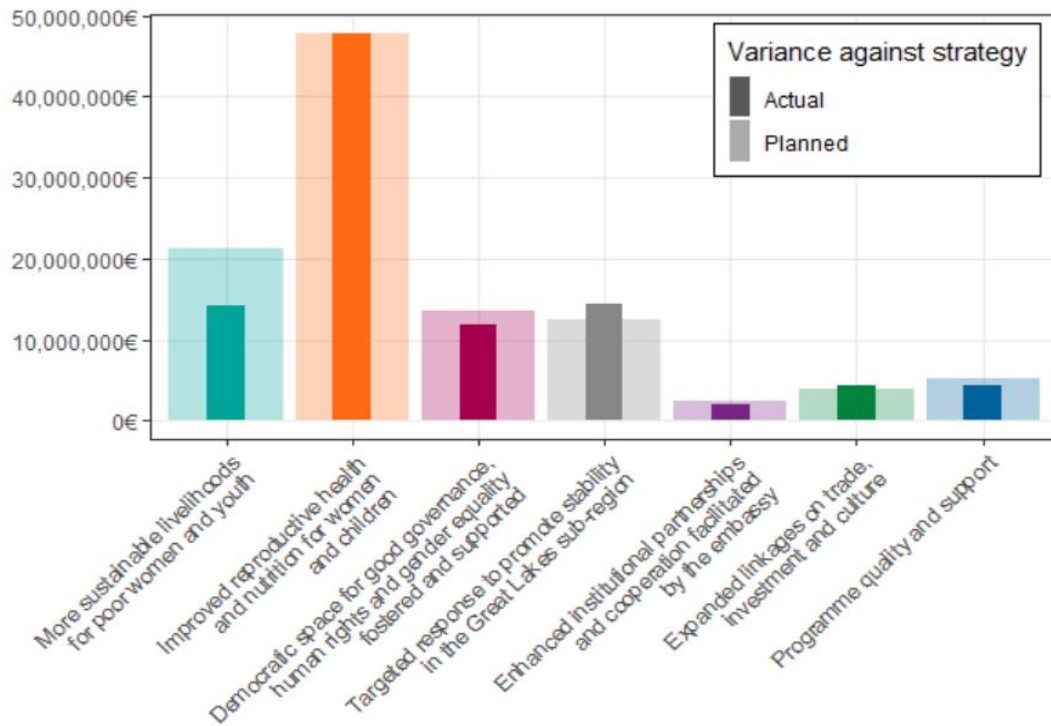
Initial analysis indicates that spending across the strategic period broadly reflects the budget set out in the strategy. Nonetheless, there are variances against each budget line:

Table 6 - Variance against strategic plan (2021 figures estimated)

Strategic Result	Variance against planned (end-2020)	Variance against planned (estimated end-2021)
More sustainable livelihoods for poor women and youth	-37%	-33%
Improved reproductive health and nutrition for women and children	-1.4%	+0.1%
Democratic space for good governance, human rights and gender equality fostered and supported	-11%	-14%
Targeted response to promote stability in the Great Lakes sub-region	+19%	+14%
Enhanced institutional partnerships	-35%	-15%
Linkages to trade, investment, and culture	+13%	+10%
Capacity strengthened to deliver	-16%	-14%

The most significant expected deviation is the underspend on sustainable livelihoods programming, which is anticipated to fall over 30% below what was set out in the strategy. This is especially significant as this strategic result was the second largest budget line set out in the strategy, making this by far the largest variance by value. Comparatively, while the other lines (excluding health) all have variances against budgeted of up to 15%, the absolute value of these variances is also smaller as they represent smaller budget lines overall. Figure 4, highlights how these variances relate to the size of each budget line.

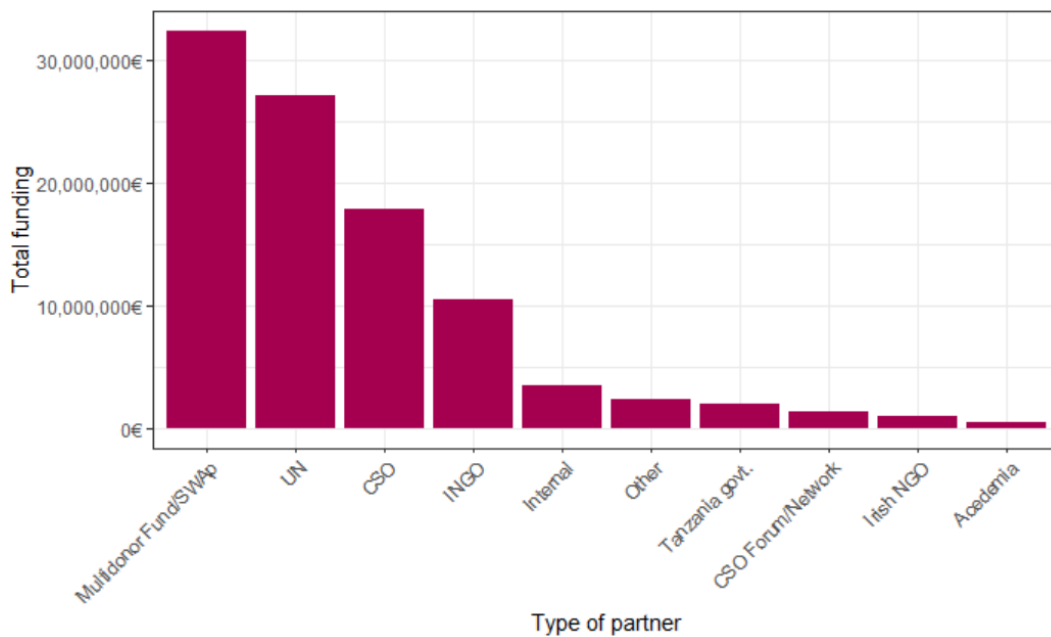
Figure 9 - Spending by outcome: variance against strategy (2021 figures projected)



Funding by partner type

At a glance, the largest recipient of Irish funding in Tanzania are multi-donor funds / Sector Wide Approaches (SWAp). Once again, however, 29M € of this covers the Health Basket Fund, removing which makes the UN the largest recipient. This is followed by CSOs, then INGOs.

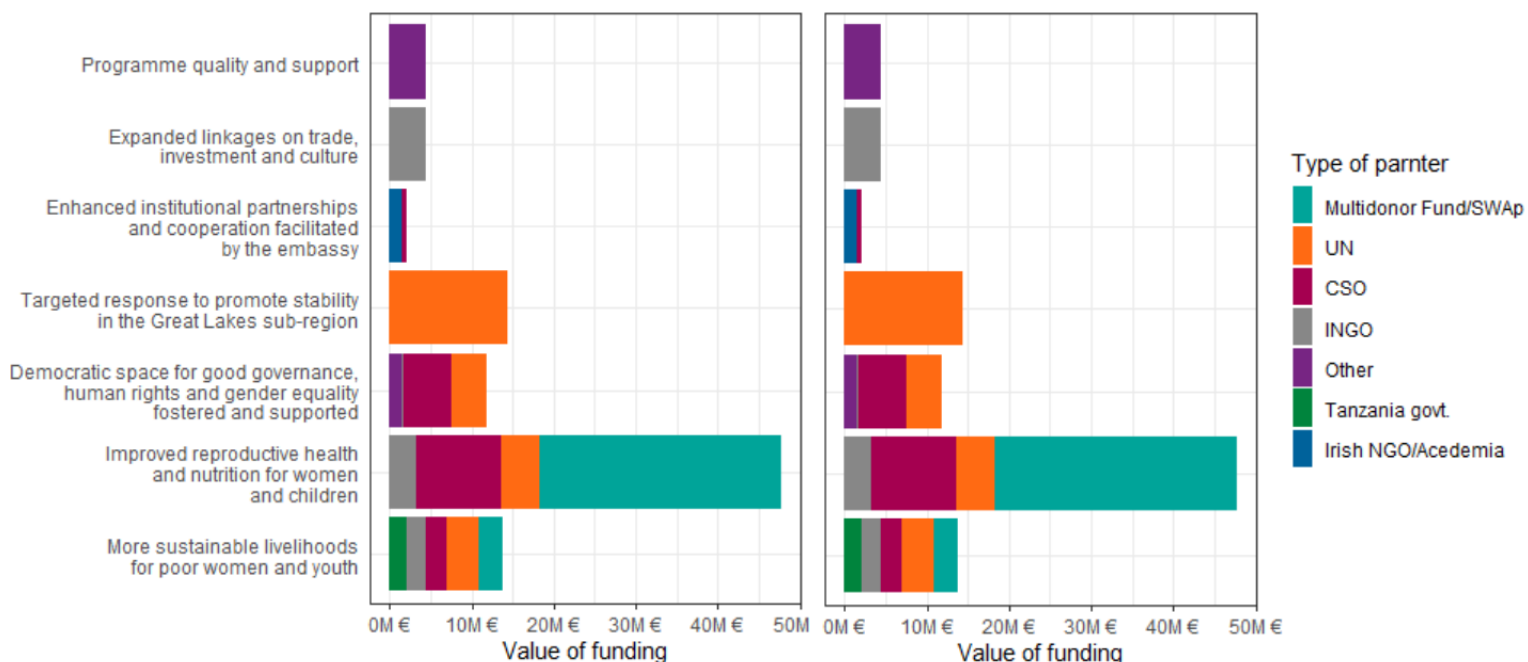
Figure 10 - Total funding by type of partner (HBF included)



*'Internal' refers to funding that went to DCAD, other Irish government departments/ bodies or other Irish public sector bodies – Ireland and 'Other' refers to other multilateral institutions or other donors

Figure 11 highlights that different strategic results are pursued through a wide range of partners.

Figure 11 - Funding breakdown by type of partner and strategic result (HBF included)



DAC Gender Marker Analysis

As of 26.07.2021, DAC Marker data is only available to Strategic Result level.

Figure 12 - DAC Gender Marker by Strategic Result, by Year

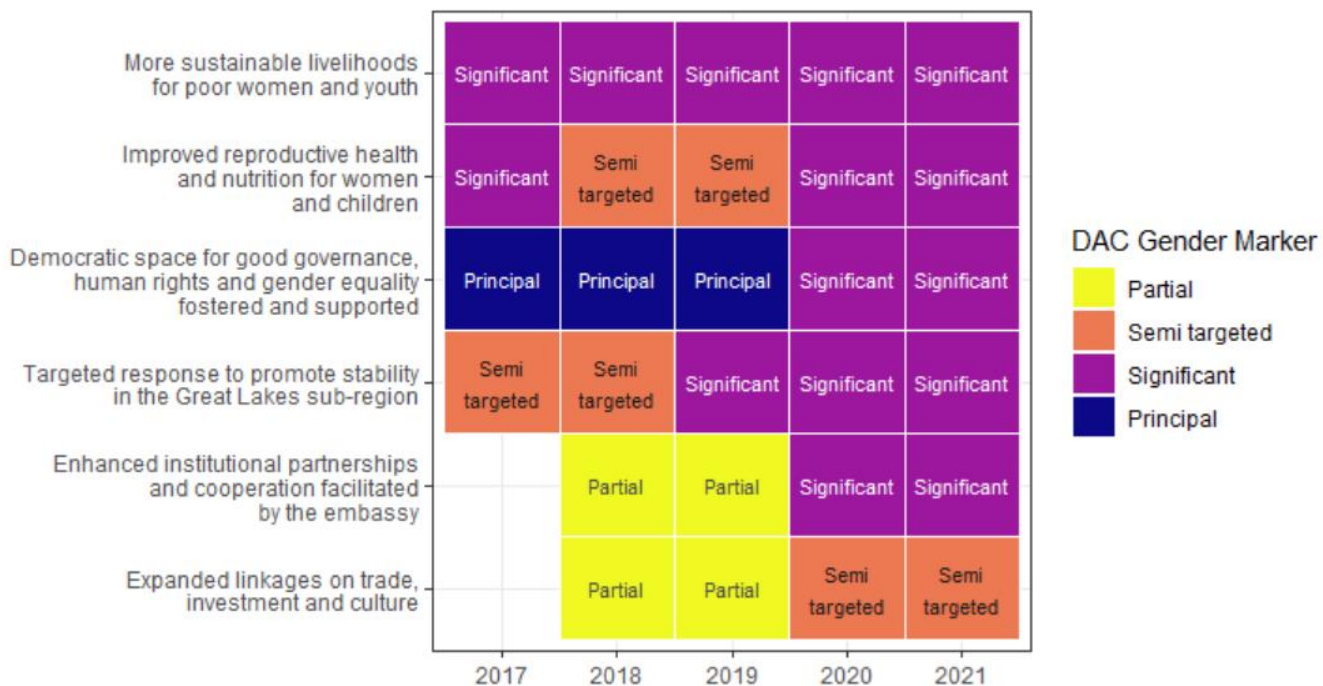


Figure 13 - DAC Gender Marker, year-on-year change

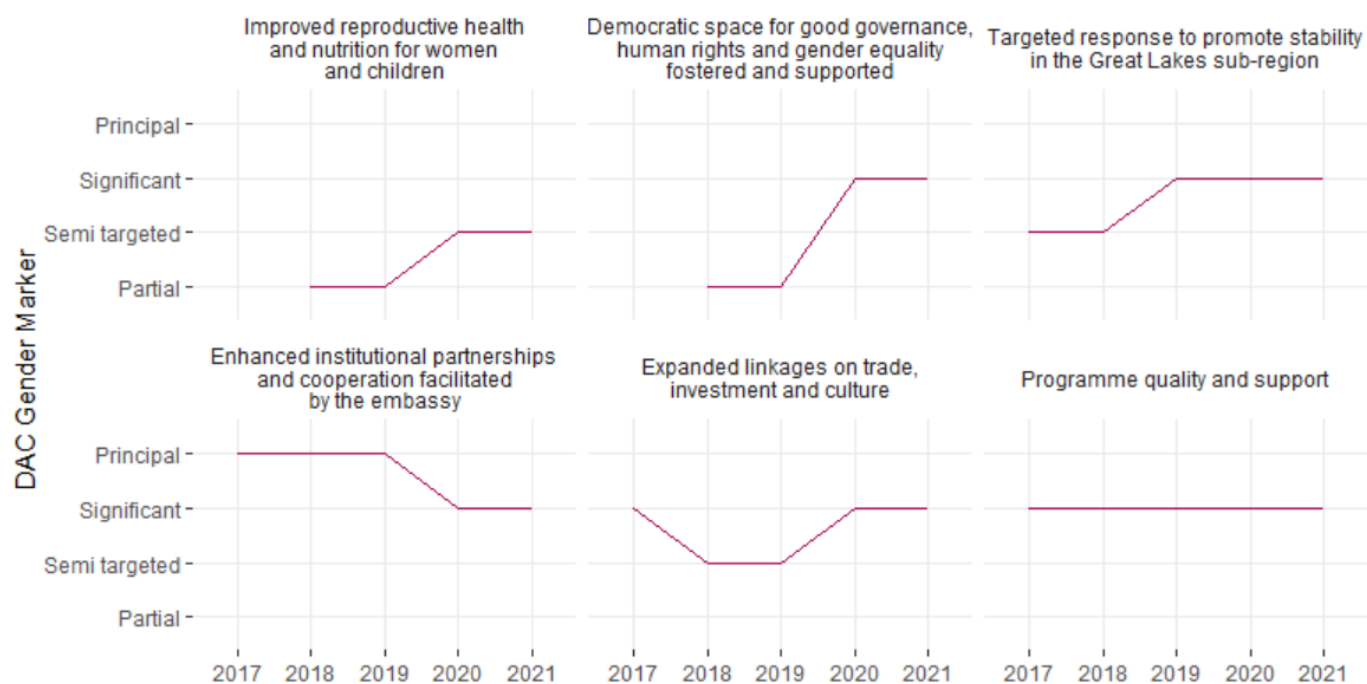
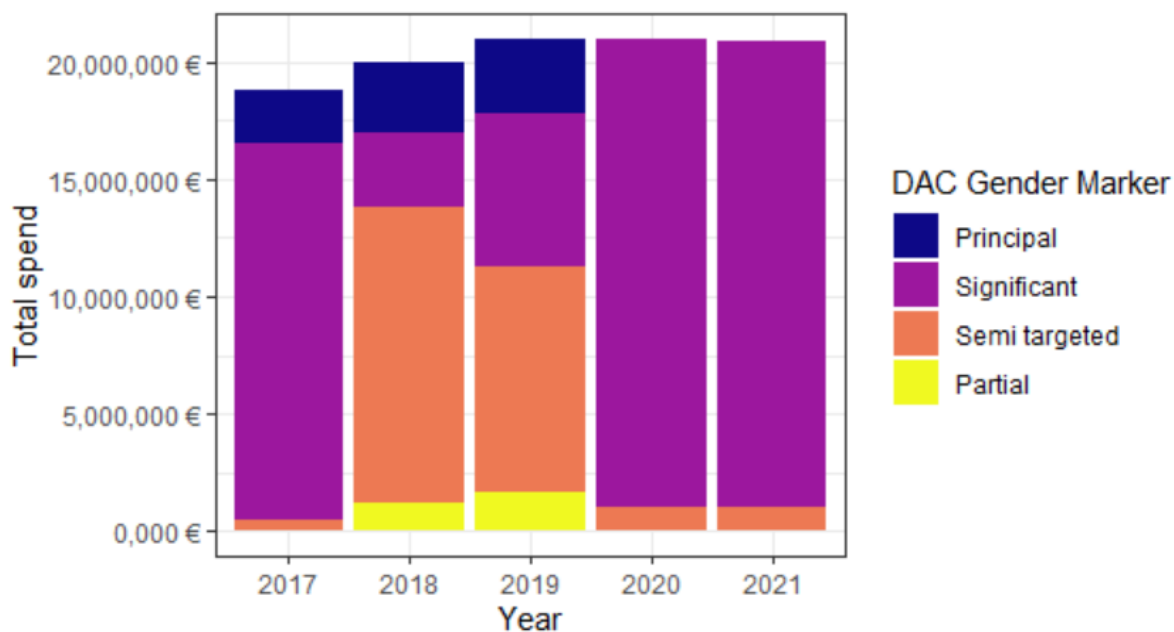


Figure 14 - Aggregate annual spending by DAC Marker



Annex 2: Survey results

Introduction

The survey was built in Kobo Toolbox and included a mix of close and open-ended questions. It was administered to all programmatic and operational staff in the embassy and was open between 9-20 August 2021. Overall, there was a 75% response rate (15 responses - 9 female, 5 male and 1 preferred not to say - out of an expected 20). 6 of the respondents have been at the Embassy for 2 years and under, 5 have been at the Embassy between 2-3 years, and 4 respondents have been at the Embassy for over 4 years. 5 staff worked solely on operations of the mission, 7 staffed worked solely on programme implementation, and 3 respondents noted they worked both on operations and programme implementation.

Figure 15: Mission staff survey respondents by staff role

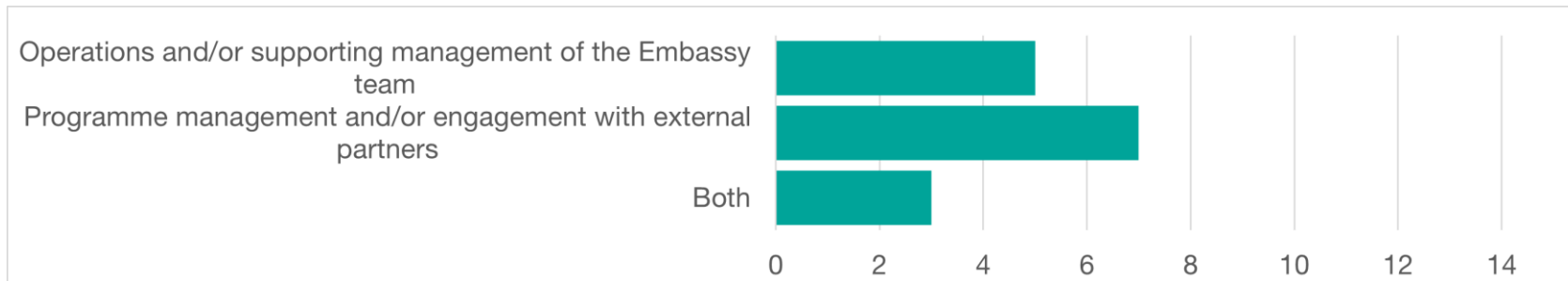


Figure 16: Mission staff survey respondents by posted or local staff

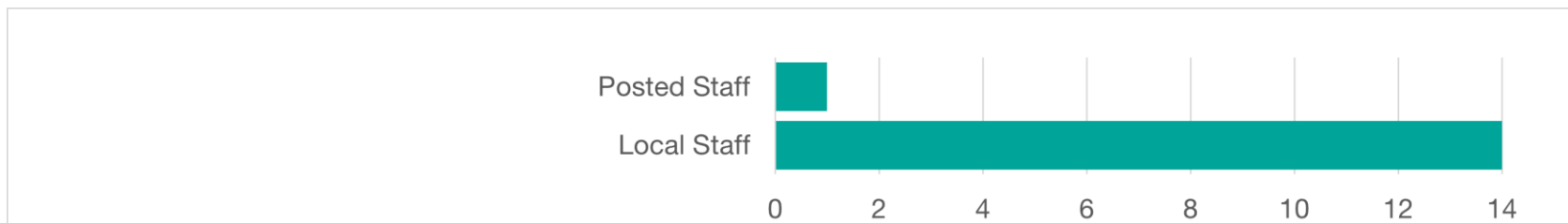


Figure 17: Mission staff survey respondents by time at the embassy

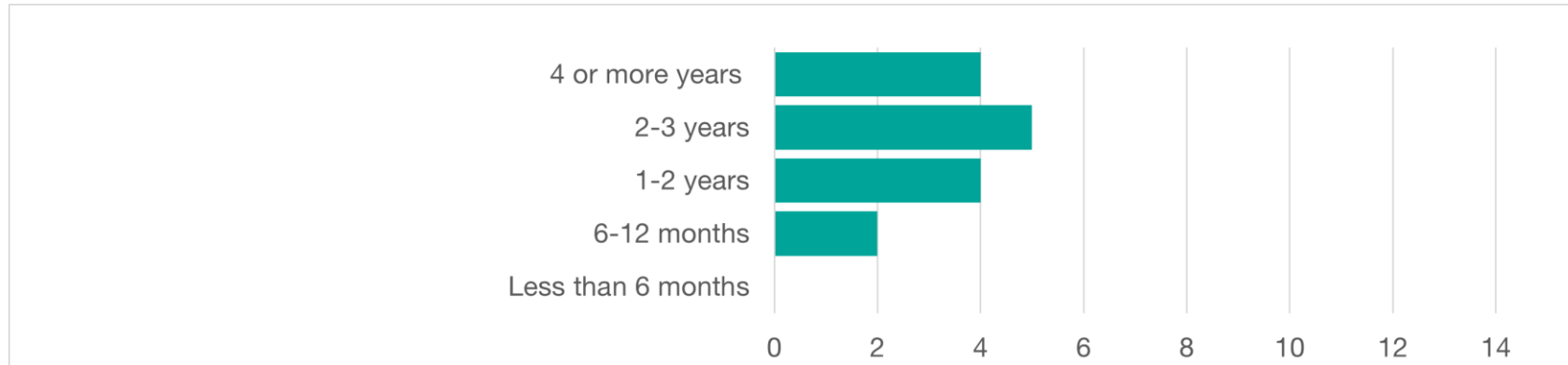


Figure 18: Mission staff survey respondents by gender

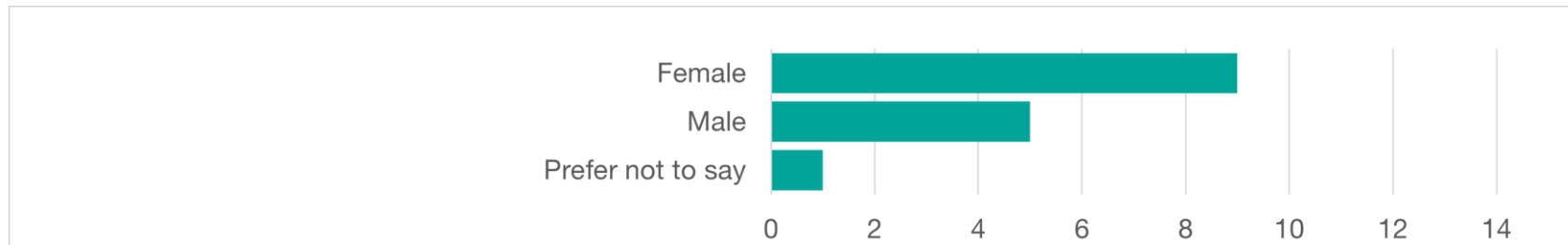


Figure 19: Mission staff survey respondents by age

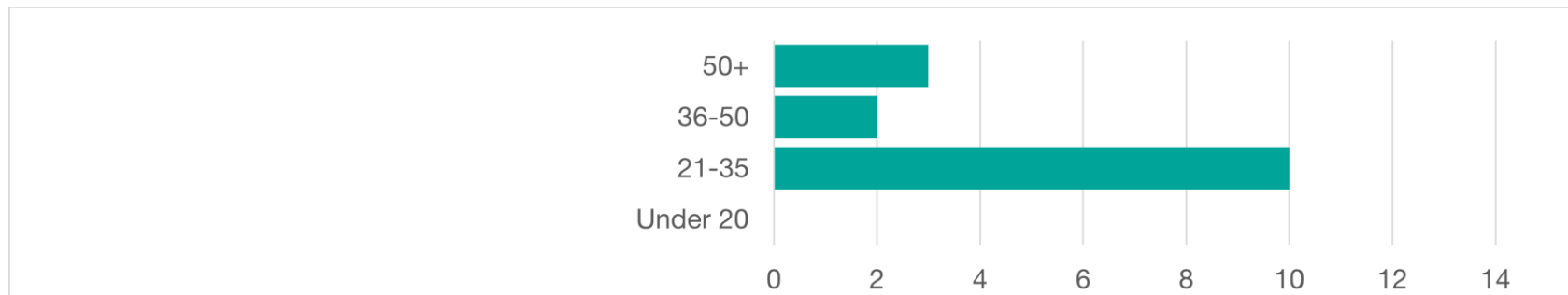


Figure 20: Mission Survey Responses on Gender Mainstreaming in the Embassy

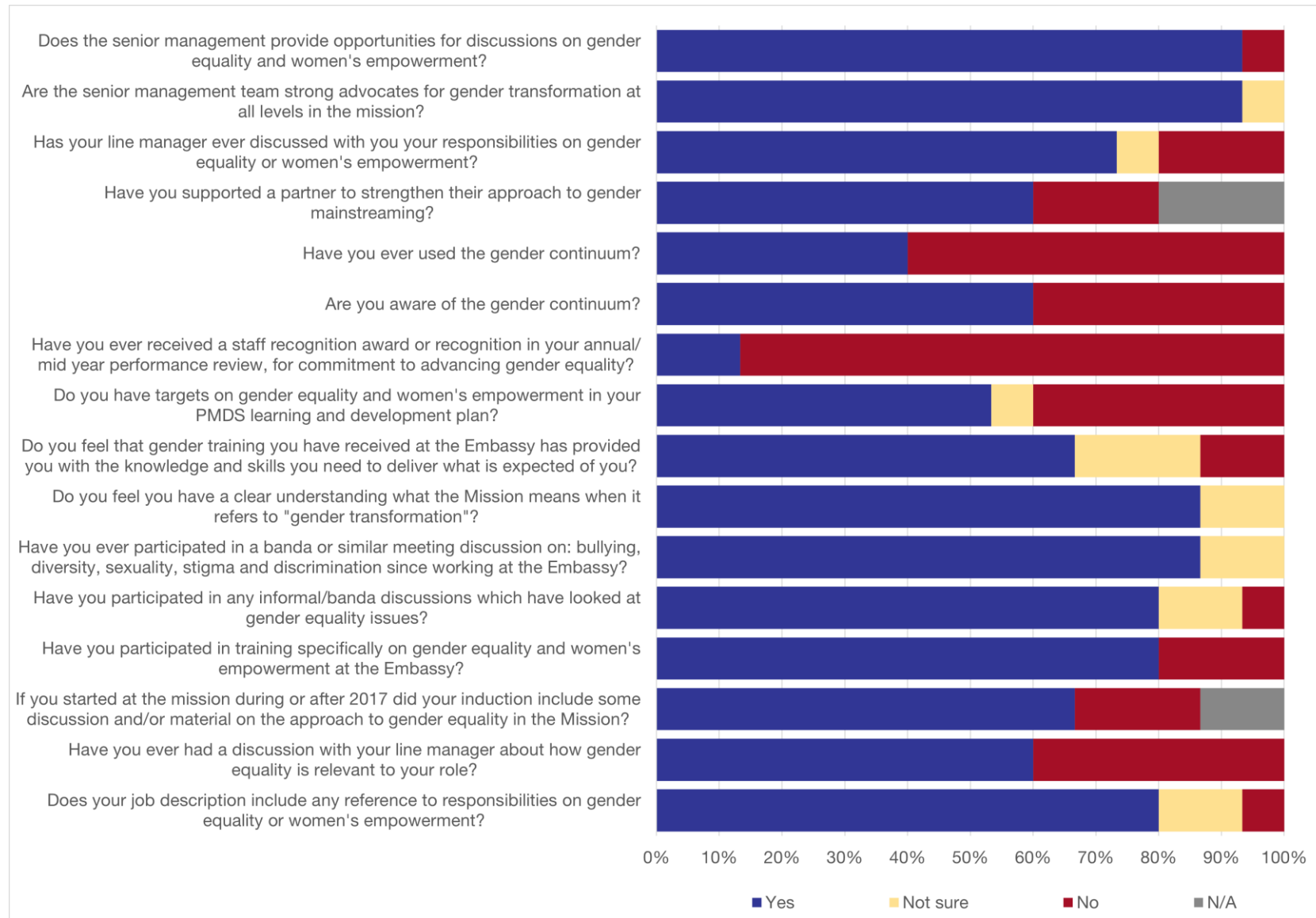


Figure 21: Average number of discussions and training courses that mission staff had participated in



- 4 staff members had not participated in any training courses specifically on gender equality and women's empowerment.
- 3 staff members had not participated in informal/banda discussions on gender
- There was no link with the length of time spent at the embassy

Figure 22: Frequency that mission staff think about gender equality in their daily work

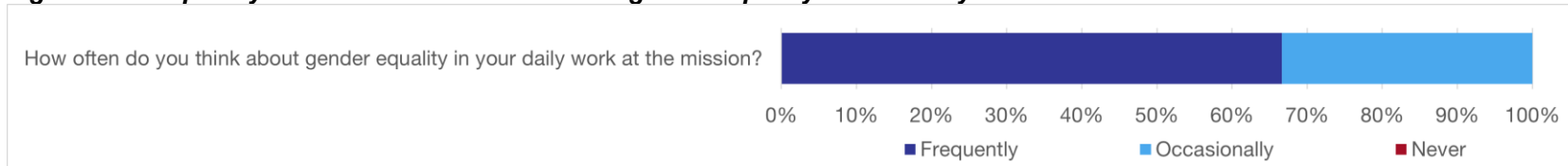


Figure 23: Discussion of priorities on gender equality in PDMS reviews

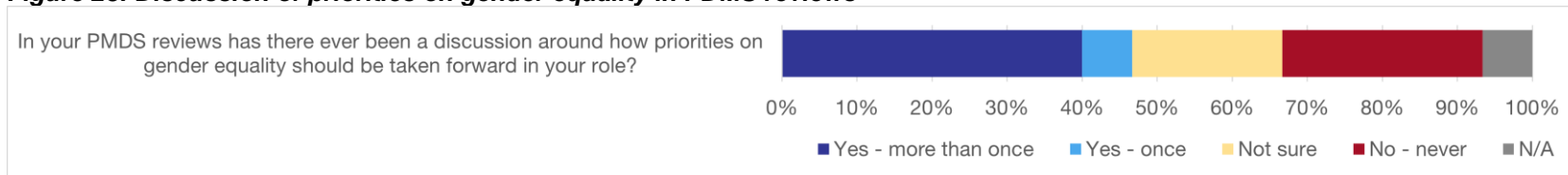


Figure 24: Survey Responses to Likert Scale Questions on Gender Equality and Women's Empowerment at the Embassy

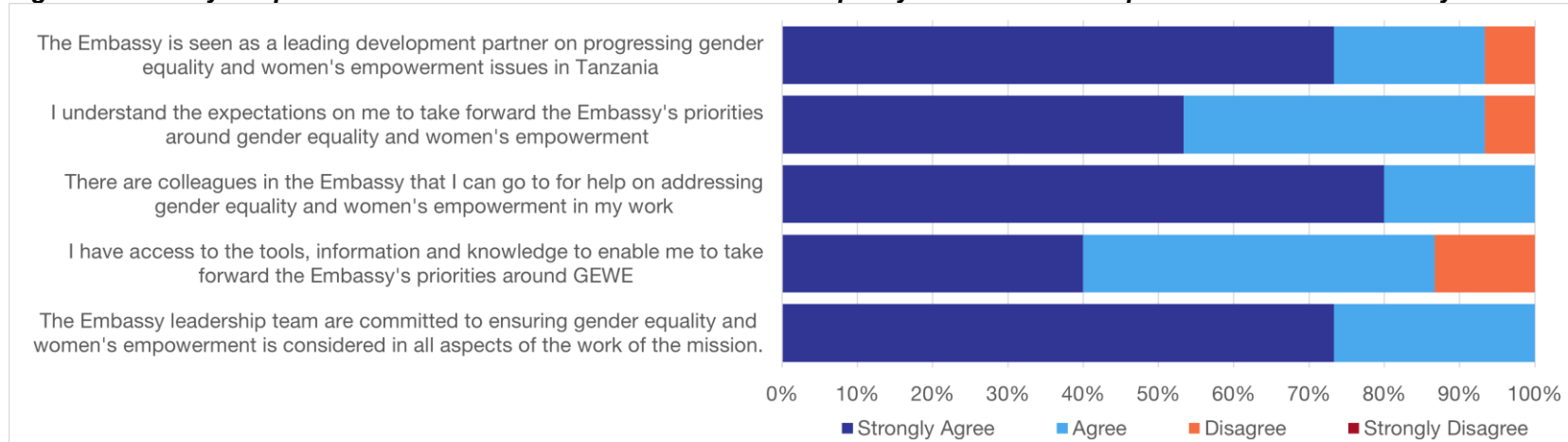
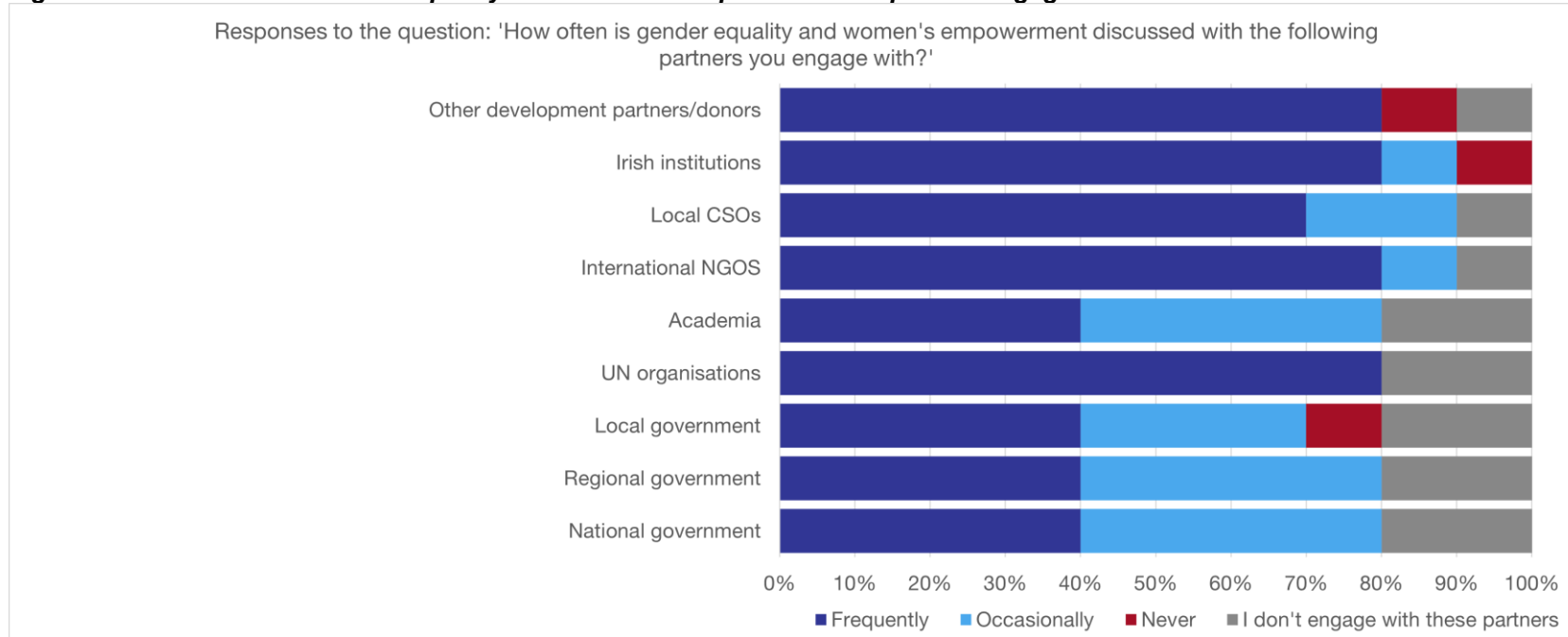


Figure 25: Discussion of Gender Equality and Women's Empowerment in partner engagement



Annex 3: Summary of results from Annual Reports and the PMF

Quantitative data collated from the PMF, Annual Reports 2017-2020 divided by Outcomes and Strategic Objectives (SO).

Outcome 1

Ireland's people in countries of accreditation well served, better informed and more closely linked	2017	2018	2019	2020	2021	Comment
Twitter followers	7,570	11,359	n/a	20,600	n/a	Positive trajectory despite wifi and social media closures during elections
website visitors	18,103	31,720	n/a	30,848	n/a	
No. of events organised by the Embassy	5		6	2		

Outcome 2

Ireland's values and influence contribute to fairer, more just, secure and sustainable societies with a specific focus on women and girls	2017	2018	2019	2020	2021	Comment
Proportion of population living below the international poverty line	43% (2016)	26.4% nationally and 31.3 % in rural areas	49%	n/a	n/a	next HBS expected 2022/23. Missing target. Of 37%
Maternal Mortality Ratio						from TZ Demographic Health Survey, available every 5 years. next update due 04/22
Under five mortality rate						n/a
percentage of women aged 15-49 who have experienced violence since aged 15	40% in 2016					Data expected 2021

Outcome 3

Enhanced people to people, business and institutional links between Ireland, Tanzania and the sub-region	2017	2018	2019	2020	2021	Comment
number of strategic innovation and technology cooperation agreements provided through north south cooperation	0		Target: 3	3 IP's in place plus one at proposal stage		
Number of strategic initiatives to strengthen business links between Ireland, Tanzania and the sub-region	0				Target: 2 by 2021	One strategic initiative completed

Strategic Result 1: Adept and responsive consular and diaspora services						
	2017	2018	2019	2020	2021	Comment
No of working days required to submit new paper based passport applications to HQ	15	12	insufficient data as internal tracking systems still being developed			Being developed
no. of working days required to approve visa applications locally	up to 30	22	insufficient data as internal tracking systems still being developed			
systems in place to assess customer satisfaction	None					Assessment conducted amongst other Missions highlighted concerns around data protection. Measuring immediate satisfaction with counter services to be explored instead. Counter system in place, in line with GDPR requirements, for over-the-counter service. Exploring possibilities for developing an online system.
number of visits per year to each secondary accreditation country by a member of the mission	DRC: N/A. Burundi: 1. Seychelles:1. Comoros. 0		DRC: 2 Burundi: 2. Seychelles:1. Comoros. 1	DRC: 1 Burundi: 1 Seychelles: 0 Comoros. 0	DRC: 2 Burundi: 2. Seychelles:1. Comoros. 1	Covid disrupted 2019-2020
Number of honorary consults appointed in countries of secondary accreditation	0					Decision to prioritise strengthening relationships with consular contacts in EU and UK Missions in countries of secondary accreditation, rather than Honorary Consul or Warden system.

Strategic Result 2: More sustainable livelihoods for poor women and youth							
	2016	2017	2018	2019	2020	2021	Comment
% of rural population below basic needs of poverty line	33.30%		26.4% nationally and 31.3% in rural areas		no new data		19.7% target (on target).
% change in average income for productive poor in sunflower value chain	35.42 USD (baseline)	no data		42% increase in incomes for 130,000 in selected value chains (44% for women, 25% for youth).			A sum of TZS 2.55 Billion in credit was provided to sunflower processors and smallholder maize farmers in the Southern Highlands during the 2019/20 season, out of which, at least TZS 1 Billion has benefited 820 women entrepreneurs and smallholder farmers. (2020)

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no and % of young women (15-25) accessing employability or entrepreneurship training in Dodoma		0 (from Ireland's support)	920 youth (42% female)	972 (26% female)	Vocational training provided to 1,020 youth (35% women) & livelihood training to 2,265 adolescents	target for 2021 is 1,400 youth	There has been significant and positive feedback from employers regarding the high quality of soft skills that these youth are displaying during their internships and on the job. Furthermore, 2,265 youth trained under the UNICEF CASH + Productive and Social Safety Net (PSSN) support programme, submitted business plans and were all recommended for productive grants. (2020) (On target for 2021).
Sub-Saharan Africa Ranking of REPOA	13th		11th	11th			Target is a positive trajectory and no slippage

Strategic Result 3: Improved reproductive health and nutrition for women and children							
	2016	2017	2018	2019	2020	2021	Comment
Percentage of women aged between 15-49 years who are currently using at least one modern method of contraception SDG 3.7.1	27%		39%		41.90%		45% by 2021- on target
Anaemia among women: Percentage of Women (15-49 years) who have haemoglobin concentration <11 g/dl	45%		29%		no new data		On target (35%)
Percentage of pregnant women who attended antenatal care four or more times (in a health facility)	51%		59%		91%		On target 65%)
The Percentage of PHC facilities with continuous availability of 10 tracer medicines in the past year. SDG 3.b.3	60%		77%		93.20%		On target (80%)
Reduced prevalence of stunting among children 0-59 months SDG 2.2.1	34.40%		32%		No new data		On target (38%)

Strategic Result 4: Democratic space for good governance, human rights and gender equality fostered and supported							
	2016	2017	2018	2019	2020	2021	Comment
No of Parliamentary oversight committees with inputs and action plans (to scrutinise budgets, policies and programmes of government, including on gender equality)	0		4	6	n/a	Target: 3	On Target
Number of effective challenges by Legal Human Right Centre to policies and laws that infringe access to justice	0 from Irelands support		1 at national level in 2018	2	n/a	Target: 3	On target
Evidence (through effective research, advocacy and / or policy change) of successful influencing on inclusive development issues	N/A						
Number of key advocacy campaigns initiated and delivered across women's rights collectives, networks and platforms	N/A						

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Percentage of men/women age 15-40 who agree that a husband is justified in hitting or beating his wife (as proxy for change in gender attitudes, behaviours or norms reflecting interventions supported by the Embassy)	58%		less than half			National Data due	Increase in number of GBV cases reported to police from 39 in 2017- to 76 in 2018 is an indication that attitudes to GBV are changing.
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Strategic Result 5: Targeted responses to promote stability in the Great Lakes Sub-Region						
	2017	2018	2019	2020	2021	Comment
Proportion of food rations (through cash/voucher or food based transfers) provided to Burundian and Congolese refugees in Tanzania SDG 2.1.1	60%	n/a	n/a	75%	100%	Target achieved
Number of CHWs supporting local communities in 6 Districts SDG 3.c.1	0	n/a	398	334	891 (total)	
5.3 Proportion of women aged 15-24 years who can make an informed choice with regard to sexual reproductive health and rights in Kigoma SDG 5.6.1	Baseline not available yet					In Kigoma, 3,564 women aged 15-24 received SRHR information.
Greater coherence in the Embassy's political and development engagement in DRC and Burundi	N/A					

Strategic Result 6: Enhanced institutional partnerships & cooperation						
	2017	2018	2019	2020	2021	Comment
Number of partnerships funded to promote institutional collaboration between Ireland and Tanzania	1	n/a	n/a	4	5 (total)	
Practice and lessons learned on Institutional Partnerships in Tanzania communicated and disseminated divisionally	N/A					
Data generated on institutional partnerships in countries of secondary accreditation	Activity carried over to next programme					
Number of Scholarships awarded for Masters Study in Ireland	0	2	8	10	13	Off target (20 per year)

Strategic Result 7: Expanded linkages on trade, investment and culture						
	2017	2018	2019	2020	2021	Comment
Percentage of enquiries from Irish companies interested in investing in Tanzania responded to within five working days	90%	n/a	n/a	n/a	n/a	This outcome became less of a priority for the Mission in 2020, given the focus on COVID-19 response, the impact of COVID on the business environment and the restrictions imposed on hosting cultural events. Language was amended in the business plan to reflect the tempering of our ambition to 'maintain' rather than 'expand' linkages.
Percentage of enquiries from Tanzanian companies interested in doing business in Ireland responded to within five working days	No Evidence Available	One enquiry followed up within 5 days	None in 2019	None in 2020	n/a	

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3 Opportunities to strengthen Embassy's trade facilitation approach communicated and disseminated	No Evidence Available					
Number of cultural events organised	2	2	1			

Annex 4: Review matrix

OECD DAC criteria	Review Question (RQ)	Sub-questions	Data sources	Key informants	Data collection tools
Effectiveness	<p>1. With a particular focus on Gender Equality and Women and Girls, what were the achievements of the strategy, including any unintended consequences?</p> <p>In answering the question this review will also take into account the effects of COVID-19 and how the Embassy responded.</p>	<p>1.1 To what extent was the strategy successful in meeting its objectives?</p> <p>1.2 How well did the strategy adapt to shifts in the political context?</p> <p>1.3 What measures were taken to adapt to COVID-19 and how successful was this response?</p> <p>1.4 What were the key challenges in implementing the strategy in relation to the achievement of results?</p> <p>1.5 What (if any) were the unintended changes and results (positive and negative) facilitated by the strategy?</p>	<p>Mission Strategy</p> <p>Annual business plans</p> <p>Annual reports</p> <p>Embassy Gender Action Plan</p> <p>Midterm review</p> <p>Partner grant applications and proposals</p> <p>Partner reports</p> <p>Partner evaluations</p> <p>Approach papers</p> <p>Learning papers</p> <p>PMF updates</p> <p>Guidance notes</p> <p>Risk assessments</p>	<p>Embassy staff (past and present)</p> <p>DCAD</p> <p>Partners</p> <p>Government stakeholders</p> <p>External stakeholders (e.g. EU, other bilateral missions)</p>	<p>Document review</p> <p>KIIs</p>

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<p>Relevance, effectiveness, efficiency</p>	<p>2. How relevant and effective were the management approaches and innovations (including allocation of human and financial resources, systems and processes) which were put in place, to position gender equality and women's empowerment at the centre of the Mission Strategy?</p>	<p>2.1 To what extent were management approaches and resources (human and financial) relevant to implement the strategy's focus on GE&WE as planned? 2.2 How effectively did management approaches (including allocation of human and financial resources, systems and processes) adapt to shifts in context during the strategic period? 2.3 What were the key challenges in implementing the strategy in relation to management approaches? 2.4 To what extent was monitoring data and analysis used for adaptation and course correction?</p>	<p>Mission Strategy Organigrams Annual business plans Annual reports Embassy Gender Action Plan Midterm review Embassy budgets Expenditure trackers Potential and existing spending commitments Financial reports PMF Internal communications Risk assessments DAC gender policy marker data.</p>	<p>Embassy staff (past and present) DCAD Partners</p>	<p>Document review KIIs Survey</p>
<p>Relevance, effectiveness, efficiency</p>	<p>3. Can the results achieved together with an assessment of the early indication of the direction of outcomes (positive or negative), be linked to the structures and systems put in place regarding programme delivery, including, the adaptive management approaches implemented and modalities chosen?</p>	<p>3.1 How effectively did the structures and systems support the achievement of results? 3.2 What (if any) were the gaps in structures and systems that negatively affected the achievement of results? 3.3 How effectively did the Embassy select and engage partners to support the achievement of results?</p>	<p>Guidance notes DAC data on aid modalities.</p>	<p>Embassy staff (past and present) DCAD Partners Government stakeholders External stakeholders (e.g. EU, other bilateral donors)</p>	<p>Document review KIIs</p>

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Recommendations	4. What lessons can be learnt that will inform future programming?	This section will be focused on recommendations in relation to the 3 RQs and sub-questions outlined above.	All	All	MAXQDA analysis
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Annex 5: Putting gender equality and women's empowerment at the centre – a good practice note

	Strategy characteristics	Gender/ women's empowerment specific
1	Strategic objectives are clear, realistic, explicit and attainable	<ul style="list-style-type: none"> – Gender equality is explicitly included in the framing of both programmatic and normative objectives, as well as monitoring frameworks. – Gender equality specific objectives and objectives (including GE&WE components) are realistic and attainable.
2	Evidence of thoughtfulness in developing the strategy and rigor in planning	<ul style="list-style-type: none"> – Gender equality considered at all stages of the planning and development cycle. Clear connection between analysis, implementation, through to evaluation is evident. – A transformative approach is taken; combining a focus on improving the lives of girls and women but also addressing structural and societal issues including norms and practices, engaging boys and men, integrating non-binary experiences (where possible) and examining intersectionality. – Gender equality is considered both externally and internally, with a focus on i) achieving results and ii) on ensuring the right systems and resources are in place to support the achievement of results.
3	Strategy and objectives are knowledge and research-based, with a strong context analysis	<ul style="list-style-type: none"> – Demonstrated context analysis that includes a focus on GE&WE issues in Tanzania. – GE&WE approaches are specific to the (Tanzanian) context; they are not generic/universal. – There are links between Embassy support to local organisations, in-country public diplomacy and policy dialogue, and multilateral policy dialogue at global levels.
4	Coherence between different strategy components and objectives	<ul style="list-style-type: none"> – GE&WE considered in all strategic areas, including in indicators and monitoring frameworks. This is broken down further in annual planning. – Gender equality is reinforced across strategic objectives in the strategy, as well as within the strategic objective itself, to ensure coherence across the whole strategy.
5	Organisational commitment/buy-in to the strategy	<ul style="list-style-type: none"> – Strong and consistent leadership on gender equality. – Demonstrated understanding and change in behaviour of all staff on the importance of gender equality within the overarching strategic vision, as well as how to achieve this. – Gender equality focus is a 'new normal' and a part of the organisational culture – Policy commitment on GE&WE that covers the <i>entirety</i> of the Embassy's work, not just development (e.g. internal operations, aid projects, partnership selection and management, public diplomacy, foreign policy engagement, trade work, consular work, etc.) – Incentivizing and supporting staff to show progress on gender equality (behaviors and results).
6	Adaptability to potential shifts in context	<ul style="list-style-type: none"> – There is ongoing monitoring and understanding of the gender equality context and awareness of when and how to adapt programmes where necessary. – Ongoing monitoring ensures that risks are identified early and unintended consequences are noted, investigated and acted upon. Especially in cases

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		of inadvertent harm or safeguarding concerns - the programme adapts to ensure that further harm is minimised, or that risks vs benefits are rigorously assessed and closely monitored.
7	Resources allocated to support the strategy	<ul style="list-style-type: none">- A clear and measurable focus on GE&WE in programming, spend, recruitment, training, partnerships, and policy dialogue.- Sustained re-investment, re-examination with a gender equality focus, to guard against 'evaporation' of that focus.

Annex 6: Organisational systems reviewed to ensure alignment with new strategy

The table below outlines all the Embassy systems, processes and management approaches that were reviewed and/or updated during the implementation of the *Global Island: Ireland in Tanzania and the Great Lakes sub-region 2017-21* strategy. This list has been drawn from KII and the document review.

	Tanzania Embassy	Business owner/Chair	Focus area in Gender Action Plan 2019
Systems	Leadership	HoM	X
	Communication	Second Sec	
	Accountability	Head of Finance	X
	Delivery & Performance	HoD, HoA	X
Governance structures	Senior Management Team (SMT) - overarching governance body revised focus with the following subgroups established	HoM	X
	- Development team	HoD	X
	- Political working group	Second Sec	
	- Systems and operations working group	HoA	
	- Partnerships and trade working group (Ad Hoc HOM participation)	Second Sec	
	- Public diplomacy and communications working group	TBC	
	- Consular and diaspora working group	Second Sec	
	- Green Team	TBC	
	- Risk sub committee	HoM	
	- Audit meeting (monthly)	HoM	
Processes - operations	Individual work plans - reviewed to ensure gender focus	All	
	Annual business planning	HoM	X
	Annual business review	DHoM	X
	Strategy planning	HoM	
	PMF	DHoM	X
	Risk management	HoM	
	Standard Approach to Grant Management (SAGM) – gender guidance developed	HoD	X
	Gender Action Plan	Gender focal point	X
	Gender Tools	Gender focal point	X
Processes - HR	Recruitment and selection revised including induction on how the Embassy addresses gender issues	HoA	
	Performance Management (ppl) - PMDS reviews - PMDS L&D plans	HoA	X
	Compensation & benefits – introduction of new gender award	Head of Finance	X
	HR data & analytics	HoA	X
People	Job descriptions/role profiles all reviewed and updated	HoA	X
	Skills /capacity of Embassy	HoA	X
	Training /L&D	HoA	X
	Organisational structure	HoM with HQ approval 2017	

Annex 7: TOR

Terms of Reference: Review of Ireland's Tanzania and the Great Lakes sub-region Strategy 2017-2021 [Tender deadline: 21/04/21]

1. Introduction

Ireland has a long and enduring partnership with Tanzania, celebrating 40 years of diplomatic relations between the two countries in 2019. The Embassy of Ireland in Dar es Salaam is also accredited to Burundi, Democratic Republic of Congo, Seychelles and Comoros. Ireland's strategic framework for engagement through its embassy in Dar es Salaam, Tanzania, is set out in the Department of Foreign Affairs (DFA) Strategy for the Embassy of Ireland in Tanzania (2017-2021), entitled *The Global Island: Ireland in Tanzania and the Great Lakes sub-region* (see annex 1).

The Mission Strategy has an integrated approach across its consular services, diaspora outreach, political engagement, development cooperation, cultural engagement, trade and promotion of Ireland. These core activities incorporate Ireland's Foreign Policy, *The Global Island*, international development policy, *One World One Future* and *A Better World* (Government of Ireland 2013; 2018; 2019). Separate civil society, global fund, multilateral and humanitarian programming funding lines from DFA headquarters (HQ) are additional to the budget.

In order to inform the upcoming mission strategy planning process, an independent assessment will be conducted. As restrictions on travel and physical distancing are expected to continue for the coming months, a robust review will be undertaken following best practice standards in evaluation (OECD 2019; OECD IEG 2020).

1.1 Context

The United Republic of Tanzania, with a population of 58 million (2019), is the 6th most populous and 13th largest African country. GNI per capita in 2019 was US\$1,080, while the country was ranked 163 on the Human Development Index, with average life expectancy of 65 years (DFA, 2020). Economic growth over the last number of years has allowed Tanzania to achieve lower middle income status, although continued progress will undoubtedly have been slowed by the global consequences of COVID-19. Traditionally a beacon of stability in an oftentimes unstable region, Tanzania has faced more domestic turbulence in recent years than heretofore, principally as a consequence of increased efforts by the government to suppress opposition while also tightening the space for autonomous civil society action and freedom of expression. This culminated in 2020 elections that largely maintained the status quo.

A central plank of the current government has been its anti-corruption efforts. It has reportedly made significant progress against ivory poaching, while the country has also improved its ranking on the Corruption Rankings Index. Nonetheless, Tanzania's overall ranking remains low, with a score for 2019 of 37/100, and a ranking of 96 out of 180 countries ranked. Tanzania has also reported strong and consistent economic growth, although concerns have been expressed about the accuracy of its most recent growth figures. While levels of public debt have increased substantially in recent years at 38.5% it is considered manageable. Tax collection represented a majority of government income in 2018/19, but underperformed projections by a considerable margin, despite strong economic growth – indicating

continued challenges in tax compliance. The current administration is less dependent on funding from Donor Partners (grants are 2.07% of government budget financing), when compared to its predecessor. The impact of the current COVID-19 pandemic on key areas of economic activity – including tourism and commodity exports – are likely to put further pressure on government finances. However, this has been largely been offset by increases in the Mining sector. Large inequalities remain, with concentrations of extreme poverty, particularly in more remote rural areas. Nutritional indicators among children under five years highlight the on-going challenges still facing Tanzania. Stunting, for example, affects 32% of children under five years nationally, while global acute malnutrition affects 3.5% of children under five years (TNNS 2018). Tanzania also lags with respect to key indicators related to sexual and reproductive health rights (SRHR). Most recent comparative information comes from 2015. At that time, 61% of women gave birth in a health facility and about 64% of these deliveries were conducted/assisted by skilled personnel, with significant disparities from the average across different parts of the country (TDHS 2015). Furthermore, approx. 27% of teenage girls began childbearing nationally (TDHS 2015), while modern contraceptive prevalence among married women was only 32% nationally.

Tanzania is also extremely vulnerable to the impacts of global warming, ranking as the 26th most vulnerable country to climate risks with average temperatures are projected to increase between 1.4° and 2.3° C by 2050. Climate change is undermining ecosystems, water, agriculture and food security with significant implications for the overall health of the population. The country has also been characterised by a shrinking civil society space and restrictions on freedom of press and speech that were accentuated in 2020 in the run up to national elections.

Given its strategic location and the relative stability of Tanzania compared to many of its neighbours, Tanzania (principally in the Kigoma region in the north west of the country) has long offered a haven for refugees fleeing conflict and instability in both Burundi and DRC. Approximately 205,000 Burundian refugees currently reside in Tanzania (many of whom fled election related violence in 2015). The majority of these refugees, together with approximately 77,000 refugees from DRC, are housed in three refugee camps in the Kigoma region.

The sudden death of President Magufuli on 17 March 2021 has shocked Tanzania and the East Africa region. In accordance with institutional continuity the former VP has assumed the presidency. President Samia Suluhu Hassan has publically announced her commitment to continue the programme for government, however there is a general sense of optimism in society that for the first time a women occupies the presidency in Tanzania.

2. Major components of the Mission Strategy

The overall goal of *The Global Island: Ireland in Tanzania and the Great Lakes sub-region (2017-2021)* is to promote Ireland's values and interests in Tanzania and the wider region, building upon Ireland's development cooperation programme to strengthen political, economic and diaspora relationships and ensure that the embassy provides an effective service to Irish citizens in Tanzania and other countries of accreditation. This goal is being achieved through making advances under three outcome areas, including: 1) Ireland's people in countries of accreditation are well served, better informed and more closely linked; 2) Ireland's values and influence contribute to fairer, more just, secure and sustainable societies with a specific focus on women and girls and 3) Enhanced people-to-people, business and institutional links between Ireland, Tanzania, and the sub-region. The embassy has invested / will invest significant resources to support achievement of these outcomes, as set out in the table below. Tanzania

was the third highest recipient country of Irish government bilateral ODA in 2019. Table 1 below summarizes bilateral ODA provided to Tanzania over the period of the current strategic plan.

Table 1: Embassy of Ireland, Tanzania budget and expenditure

Year	Budget (Programme + Admin)	Actual/Estimated expenditure to date
2017	18,542,190	18,517,556
2018	22,549,382	22,331,637
2019	23,487,106	20,582,997
2020*	23,578,651	21,007,552
2021**	22,000,000 (Prog only)	
Total		

Source: Audited Accounts 2017-2019; Audited accounts pending in 2020. * Source: Management Accounts 2020; ** Source: 2021 IDC

Seven strategic results are to be delivered by 2021, including:

1. Adept and responsive consular and diaspora services
2. More sustainable livelihoods for poor women and youth
3. Improved reproductive health and nutrition for women and children
4. Democratic space for good governance, human rights and gender equality fostered and supported
5. Targeted response to promote stability in the Great lakes sub-region
6. Enhanced institutional partnerships and cooperation facilitated by the Embassy
7. Expanded linkages on trade, investment and culture

A number of new approaches were identified to underpin all activities contributing to these strategic results. These included positioning of gender equality at the centre of all efforts; facilitation of stronger political, economic, trade, people-to-people and institutional links between Ireland and countries of accreditation; specific focus on the reduction of maternal mortality as key indicator of social, economic and gender equality; strengthened focus on democratic space human rights and gender equality, with focus on prevention of gender based violence; greater attention to youth and the potential for young women and men to benefit from and contribute to inclusive economic growth; embassy re-positioned to better understand and respond to regional issues; more flexible and adaptable ways of working across the Embassy to take account of changing contexts and local realities and that climate change impacts will be considered across all areas.

In terms of how the Mission would implement the objectives, the strategy also identified a number of 'New Directions', the first of which placed the 'Positioning of gender equality and women's empowerment at the centre of our work'. This was reflected in a number of 'Strategic Result' areas which have indicators associated with programme implementation and policy influencing.

Upon completion of development of the strategy, the Mission undertook innovative management approaches on how to deliver the strategy in general but in particular about how it would: integrate gender equality and climate change adaptation; systematically use evidence and learning to adapt its programming; and enhance systems and structures to ensure robust oversight, value-for-money and risk management.

2.1. Internal Mid Term Review (MTR)

An internal mid-term review (MTR) of the strategy conducted in September 2019 concluded that the strategy was on track, had made substantive progress in delivering results, had adapted well to a

changing context and should continue as envisaged with some minor modifications. As well as highlighting the need to prioritise and increase the work on climate change as a core thematic area for consideration for the next strategy 2022 to 2026, the MTR recommended continued investments in public social services including, subject to further appraisal, of the Productive Social Safety Net (PSSN II) project which is administered by the Tanzania Social Action Fund (TASAF). This appraisal work was completed in 2020, with a first tranche of Irish support for PSSN II of €2m expected to be disbursed in 2021.

3. The upcoming mission strategy

In advance of the preparations for the upcoming mission strategy and given the timing and broad focus of the MTR approved in September 2019, the Embassy have proposed that this review assess how the programme advanced the strategic focus on gender equality and women's empowerment. As well as assessing accountability, there will be an emphasis on learning, and changes to ways of working as a result of COVID-19. Gender equality as part of development assistance will be a priority focus of the review and an assessment of the trajectory of the outcome areas associated with gender equality and women's empowerment. A representative sample of key/strategic projects and approaches applied in outcome areas (development assistance, political, diplomatic and economic engagement) will inform the review, with a view to providing a perspective of achievements and lessons learned to date.

4. Purpose and scope of the review

The **purpose** of this review is to provide the Mission with an independent assessment of the achievements²⁰ of the programme associated with the strategic focus on gender equality and women's empowerment. The review will also examine how effective and adaptive the management approaches and systems put in place were, to deliver the priorities on Women and Girls. The exercise will provide lessons learned to help inform future strategic and operational decision-making.

Scope

The Review will assess the achievements from the strategy period with regard to its focus on Women and Girls. In assessing the achievements the review will take into account the limitations noted in footnotes 1 and 2. It will also include consideration of the Mission-level management arrangements that were put in place and maintained to deliver the strategy's commitment in this regard.

Taking into account those overarching outcomes of the strategy with regard to women and girls, the exercise will review and assess:

- What achievements (attributed or contributed) can be identified to the work of the Mission (effectiveness criterion);

²⁰ As noted above the Performance Management Framework refers to a number of Strategic Result areas which have indicators that are both qualitative and quantitative. These indicators will have been progressed through programme implementation by partners but also influencing approaches adopted by the Mission team. The term 'achievements' and the scope of the review / evaluation is therefore indented to capture both contributions made by the Mission through programming (results) and policy influencing work that can be attributed to its work (achievements).

- How effective the systems, supports and processes put in place were and continue to be, for the smooth implementation and adaptation of the strategy, based on achievements to date (relevance and efficiency criteria).

While the exercise may examine the overall Mission level allocations, systems, approaches, case studies, etc. it will examine how these helped the Mission to: (i) deliver on its focus on Women and Girls; (ii) manage and adapt to increasing contextual and environmental changes (including COVID-19) in Tanzania; and (iii) identify key lessons learned from this review work that might be considered in future programming.

Because of COVID-19-related restrictions, the review will, in some aspects, such as the field and community level triangulation have to rely on/utilise secondary sources such as reports, studies and other evaluations²¹.

5. Review questions

1. With a particular focus on Women and Girls, what were the achievements of the strategy, including any unintended consequences? In answering the question this review will also take into account the effects of COVID-19 and how the Mission responded.
2. How relevant and effective were the management approaches and innovations (including allocation of human and financial resources, systems and processes) which were put in place, to position gender equality and women's empowerment at the centre of the Mission Strategy?
3. Can the results achieved together with an assessment of the early indication of the direction of outcomes (positive or negative), be linked to the structures and systems put in place regarding programme delivery, including, the adaptive management approaches implemented and modalities chosen?
4. What lessons can be learnt that will inform future programming?

6. Governance and independence

The review will be managed by DFA's independent Evaluation and Audit Unit (EAU). It will be undertaken in consultation with the Department's Development Cooperation and Africa Division (DCAD) and the Embassy. A Reference Group, comprised of key stakeholders from EAU and DCAD will assist in providing observations to the exercise.

²¹ Given the limitations identified in the methodology, achievements might in many cases only be measured as reported through the Mission's systems and in interviews with key partners. With the probability that field-level work (e.g. triangulation at the community or partner implementation level(s)) will not be possible, the review will not be in a position to validate results / achievements at this level.

7. Methodology and review phases

Adhering to the principle of *prima non male* (do no harm), the team will not engage in any activity, or promote engagement in any activity that may place staff, stakeholders, or communities at risk of harm such as infection. This means that meetings required for data collection, team meetings, and engagement more generally will be held virtually through agreed platforms. While the approach may be largely remote based, the use of Tanzania-based consultants will be favourably considered where practical and safe for data collection, analysis etc. A desk based extensive review of all relevant documentation will be required and will include documents and reports from 2017 onwards to broaden the base of evidence.

Taking a consultative approach with the Embassy, DCAD and the reference group, it is anticipated that the review will include but is not limited to the following approaches:

- Review of Embassy and partner documentation and associated results;
- Portfolio analysis;
 - o Financial analysis;
 - o Key informant interviews (using remote technology) with development partners, Embassy staff; HQ staff and other stakeholders (citizens, businesses, government, other donors);
- Synthesis and analysis of evidence to identify emerging observations and validation of findings between multiple sources of evidence.

It is envisaged that the review will consist of three broad phases:

Phase I: Planning and review

The first phase will consist of a preliminary review of documentation - reports, reviews, evaluations and other documents related to the mission strategy 2017-2021. This phase may also involve initial interviews with some key informants from DCAD and other relevant stakeholders as considered necessary. The development of the review plan, detailed design of methodology and detailed planning including an inception report will be undertaken during this phase – estimated May 2021.

Phase II: Documentary review and virtual communications

The second phase will involve a further review of documentation and video-conference interviews by the consultant and EAU team. Evidence arising from the documentation review and the initial analyses (including financial analysis) and the evidence from interviews with key stakeholders will all form the basis for the findings and report. A debriefing with emerging themes will be prepared and agreed with the reference group at the end of the documentation and interview work components. The findings will then also be shared with the Embassy and may be facilitated via a workshop if considered useful estimated July /August 2021.

Phase III: Reporting

The final phase will consist of a debriefing to the stakeholders, fact checking, additional analysis and writing of the draft final report. A draft report will be prepared for EAU within six weeks of the de-brief meeting on emerging themes. Pending scheduling, a report will be ready for the Embassy by [September] 2021 with the final report prepared for submission to management thereafter.

8. Outputs

The expected outputs of the review are as follows:

1. A desk review of the analysis of key documentation, which will be included in the inception report will be delivered at the end of Phase I conducted by the consultants and EAU team.
2. An initial briefing post the interviews component, with the reference group and then the Embassy team on emerging themes.
3. A draft report for EAU (approximately 40 pages, excluding appendices) that sets out findings, conclusions and emerging recommendations.
4. De-brief discussions with the Embassy and other stakeholders to facilitate recommendations based on the draft report. The presentation may include a brief summary document of four pages.
5. A final report (approximately 40 pages, excluding appendices) that sets out findings, conclusions, recommendations and any other issues for management's consideration will be drafted by the review team. The report will focus on the core review questions. Where recommendations are made in the report, management responses will be required. The primary audience for this report is the Embassy team, DCAD senior management, DCAD technical staff, DFA senior management and the citizens of Ireland, Tanzania and other countries of accreditation.

9. Timeframe

In order to maximise learning and utility for the Embassy's planning for the next mission strategy, the first draft of the report is required to be completed within six weeks of the completion of the virtual field component with the stakeholder consultation workshop and final report to follow as below. Please note, times indicative and in some cases, dependent on previous deliverables. The times are subject to amendment at the discretion of DFA.

Table 2: Key activities/milestones (indicative)

Key activities	Estimated date
Procurement of tender	March/April 2021
Desk study report of the document review, including inception report (est. four weeks post confirmation of consultants)	May / June 2021
Data collection via virtual meetings and briefing on emerging themes to Embassy (est. four weeks)	June 2021
Presentation of findings to the Reference Group (within two weeks of virtual field component)	July /August 2021
Draft report V 1.0 with analysis and findings (within six weeks of virtual field component).	September 2021
Stakeholder consultation on the development of recommendations from the draft report	September 2021
EAU/Embassy/Reference Group feedback on draft report. Drafts take an iterative process that incorporates EAU and stakeholder feedback).	October 2021
Final report	November 2021

10. The review team

The team may comprise of international consultant(s), local consultants if applicable and research support who will be identified through the winning tender and working with staff from DFA Evaluation

and Audit Unit. Up to three staff members of the Department of Foreign Affairs Evaluation and Audit Unit will form an essential part of the team, one of whom will have responsibility for managing the overall exercise ('Review Manager'). The consultant will report to the Review Manager who is a staff member of the Evaluation and Audit Unit.

11. Management arrangements

The review will be managed by the aforementioned Review Manager, an officer of the Evaluation and Audit Unit of the Department of Foreign Affairs, Ireland. A Reference Group, (including representatives from the Evaluation and Audit Unit and DCAD HQ staff) will support the overall exercise. The Embassy will assist with logistics which includes the provision of documentation and supporting meeting arrangements as necessary. DCAD and the Embassy will provide all necessary briefing material related to the mission strategy in advance of the document review stage. The consultancy team leader will report to the review manager in the EAU.