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Sida Decentralised Evaluation

FCG Sweden

Evaluation of Union of Tanzania Press Clubs' (UTPC) Strategic Plan 2016–2020

Final Report

Evaluation of Union of Tanzania Press Clubs' (UTPC) Strategic Plan 2016–2020

**Final Report
May 2021**

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Abbreviations and Acronyms

CCM	Chama Cha Mapinduzi
CiC	Children in Crossfire
CoRI	Coalition on Right to Information
CSO	Civil Society Organisation
ECD	Early Childhood Development
EU	European Union
GESI	Gender Equality and Social Inclusion
HRBA	Human Rights Based Approach
ILO	International Labour Organisation
IMS	International Media Support
M&E	Monitoring and Evaluation
MCT	Media Council of Tanzania
MOAT	Media Owners Association of Tanzania
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
SACCOS	Savings and Credit Cooperative Societies
SEK	Swedish Krona
Sida	Swedish International Development Cooperation Agency
TAMWA	Tanzania Media Women's Association
TCRA	Tanzania Communications Regulatory Authority
TEF	Tanzania Editors Forum
THRDC	Tanzania Human Rights Defenders Coalition
TMF	Tanzania Media Foundation
ToR	Terms of Reference
TZS	Tanzanian shilling
UNESCO	United Nations Educational Scientific and Cultural Organisation
UTPC	Union of Tanzania Press Clubs
CCM	Chama Cha Mapinduzi
CiC	Children in Crossfire
CoRI	Coalition on Right to Information
CSO	Civil Society Organisation
ECD	Early Childhood Development

Preface

This evaluation was contracted by the Embassy of Sweden in Tanzania through the Sida Framework Agreement for Evaluation Services.

The evaluation team consisted of Henrik Alffram, Annmarie Mavenjina Nkelame and Valerie Ndeinengo-Sia Msoka. The Final Report was quality assured by Francesca Jessup, whose work was independent of the evaluation team. Annefried Mueller provided project management support.

Executive Summary

The Swedish Embassy in Tanzania engaged FCG Sweden to conduct an end-term evaluation of the Union of Tanzania Press Clubs' (UTPC) Strategic Plan 2016-2020. The purpose of the evaluation is to give information about UTPC's relevance, performance and challenges, and to contribute to reflection and learning. The evaluation should make recommendations for the Union's future operations and serve as an input to its 2021-2025 strategy.

UTPC, which was established in 1996, provides assistance to journalists and coordinates a network of 28 local press clubs spread around the country. The Swedish Development Cooperation Agency (Sida) has supported UTPC and the press clubs since 2002. The most recent agreement between Sida and UTPC covers UTPC's Strategic Plan for the period 2016-2020 and amounts to SEK 39 million.

The goal of the Strategic Plan is "A democratic Tanzania fully embracing, a free, independent and strong media". The Strategic Plan includes four specific outcomes that UTPC should attain through 24 different activities. The activities range from financial, material and human resource support to the 28 press clubs to trainings for journalists. UTPC replaced, however, the four outcomes already at the beginning of 2017, when it shifted to an Outcome Mapping approach to follow up its programme. The Outcome Mapping includes instead outcome challenges relating to three boundary partners: (i) press clubs, (ii) journalists, and (iii) media owners and editors.

The evaluation addressed 17 questions concerning UTPC's relevance, effectiveness, impact, efficiency and sustainability. It relied on a qualitative data collection strategy, including a review of documentation, interviews with a purposeful selection of key informants, visits to six press clubs and a seminar with the evaluation users to reflect on preliminary findings and emerging conclusions. The evaluation team strived to apply an evaluation approach that was utilisation-focused and participatory, as well as a politically informed approach.

The evaluation found that UTPC's Strategic Plan was well in line with Sweden's current and past strategy for development cooperation with Tanzania. It is also reflected the needs and priorities of both press clubs and journalist. However, for the future, UTPC can further enhance its relevance through a revision of its thematic training focus and by better tailoring its support to the press clubs' individual needs. Considering the prevailing political context, some of those interviewed would like to see UTPC play a more prominent role in the protection and promotion of freedom of expression. A few others believe that UTPC should be a capacity development organisation rather than an advocacy organisation. Many interviewees believe that it manages well to balance these different roles.

There is little overlap between activities of UTPC and those of other actors concerned with media related issues. There is room to strengthen the cooperation between these actors and there are demands on UTPC to take on a more active role in this regard. Whether it can do so with its current staff resources is uncertain.

UTPC's move to an Outcome Mapping-based monitoring and evaluation system created several challenges. It changed not only the framework for follow-up. It also affected UTPC's focus and activity implementation. As a framework for follow up, the Outcome Mapping based system included relevant outcome challenges and valuable progress markers. However, the Union did not aggregate, and use collected data as systematically as would have been required for effective follow up and learning and for best possible reporting. The absence of baselines also affected UTPC's possibility of assessing progress over the entire the programme period.

Despite shortcomings in UTPC's follow up of the strategy, the Union contributed importantly in relation to the outcome challenges for press clubs and journalists, even though the Strategic Plan was not fully funded and several planned activities not carried out. The main achievement overall was arguably that UTPC kept the nation-wide system of 28 press clubs functioning and delivering services perceived as valuable by member journalists. However, most of UTPC's original activities aiming at strengthening the long-term institutional capacity of the press clubs were not carried out.

A second major achievement was the implementation of trainings that according to interviewees have helped enhance journalistic standards. However, there is a need to update existing training manuals and to more systematically follow up the extent to which participants use the skills and knowledge obtained. UTPC made limited progress on its ambitions of strengthening and reforming the actions of media owners and editors. UTPC could not realise original plans of supporting the establishment or strengthening of a trade union for journalists. This negatively affected prospects of attaining sustained progress on the working and living conditions of journalists.

UTPC has in place and implements an appropriate structure for an effective, transparent and democratically governed organisation. However, the Union can in some respects further enhance the transparency of its operations. It can, for example, develop its website and make sure that key information is available to anyone interested. This includes the Strategic Plan, minutes of board and member meetings, annual reports and financial statements. Most importantly, it should ensure that the press clubs are audited in a timely manner.

Regarding UTPC's efficiency, key individual costs appear reasonable. For example, salaries of Secretariat staff are not high in comparison with those of other similar donor-funded civil society organisations. The compensation paid to press club coordinators is low. As for trainings, the costs per person trained is fairly high. While there are financial risks associated with a move towards decentralising trainings to the levels of the press clubs, the significant cost reduction this could give suggests

that such a move is warranted. In the future, web-based trainings could also contribute to increased outreach and reduced costs.

UTPC's prospects of contributing to higher level societal changes in general and to freedom of expression in particular was undermined by Tanzania's shrinking civic space. There are nevertheless opportunities for journalists to raise issues that can bring about important changes, and there is broad agreement that UTPC has contributed to enhance their capacity to do so. There is also broad agreement that the existence of a nation-wide network of press clubs is essential from a press-freedom perspective. Without the press clubs, freedom of expression in Tanzania could have been further curtailed.

UTPC's Strategic Plan has in most cases been reasonably well-embedded within the institutional structures of the press clubs. As the support UTPC gives to journalists is primarily training and similar capacity development assistance, this aspect of UTPC's work is not dependent on future programme implementation. A level of sustainability characterises it. A concern is, however, that UTPC and many of the press clubs are highly dependent on Sida for their future operations.

Recommendations

The evaluation recommends UTPC to:

1. Tailor support to needs of individual press clubs
2. Review the set of trainings offered
3. Develop and update training manuals
4. Start developing web-based trainings
5. Follow up on relevance and effectiveness of trainings
6. Decentralise trainings
7. Develop a mentoring programme
8. Ensure comprehensiveness and specify priorities of the Strategic Plan
9. Broaden the gender-related indicators/progress markers
10. Ensure that annual reports provide an overview of the extent to which planned activities are implemented
11. Ensure that reporting on results is linked to the results assessment framework
12. Disseminate key organisational information online
13. Reduce the salary gap between Secretariat staff and press club coordinators
14. Strengthen the management capacity of the press clubs
15. Ensure timely audits of press clubs
16. Diversify the funding base
17. Develop a leadership transition plan

The evaluation recommends Sida to:

1. Ensure that the Strategic Plan includes information on priorities in case it is not fully funded
2. Encourage implementation of evaluation recommendations.

1 Introduction

The Swedish Embassy in Tanzania engaged FCG Sweden, represented by Henrik Alffram, Annmarie Mavengjina Nkelame and Valerie Ndeinengo-Sia Msoka, to evaluate the Union of Tanzania Press Clubs' Strategic Plan 2016-2020. This report presents the findings, conclusions and recommendations of the evaluation.

1.1 BACKGROUND, PURPOSE AND OBJECTIVES

The evaluation of the Union of Tanzania Press Clubs (UTPC) is an end-term evaluation. According to its Terms of Reference (ToR), the evaluation should provide information about UTPC's performance and challenges and contribute to reflection and learning. It should make recommendations for the Union's future operations and serve as an input to its 2021-2025 strategy. In relation to the Embassy of Sweden and other donors, it should give information about UTPC's relevance and functioning in the current context.

1.2 EVALUATION OBJECT AND SCOPE

UTPC is an umbrella organisation with 28 regional press clubs as its members. The evaluation covers UTPC's Strategic Plan 2016-2020. The Swedish Development Cooperation Agency (Sida), which is UTPC's primary donor, has supported implementation of the plan with SEK 39 million. Over the past few years, UTPC has also received support from the organisation Children in Crossfire (CiC), Freedom House, International Media Support (IMS) and the European Union (EU).

1.3 EVALUATION CRITERIA AND QUESTIONS

The ToR included 15 evaluation questions categorised under the OECD/DAC evaluation criteria relevance, efficiency, effectiveness, impact and sustainability. The ToR called on the evaluation team to further refine the evaluation questions. During the evaluation's inception phase, the Swedish Embassy, UTPC and the evaluation team discussed and agreed on several adjustments to the questions and their structure. Table 1 lists the evaluation criteria and evaluation questions that have determined the focus of the evaluation. Annex 2 includes an evaluation matrix with sub-questions that have guided the data collection.

Table 1 - Evaluation criteria and evaluation questions

Criteria	Final evaluation questions
Relevance	To which extent has the strategy conformed to the needs and priorities of press clubs, journalists and local communities?
	To which extent has the strategy conformed to Sweden's strategy for development cooperation with Tanzania?
	Is the strategic plan in line with the media development policy/initiatives of the Government of Tanzania?
	In the current political context, how do donors, press clubs/journalists, and other media actors view Union of Tanzania Press Clubs' role?
Efficiency	What is the general impression on value for money in relation to results achieved?
	How flexible was the strategy in adapting to changing needs of the journalists, press clubs, UTPC as an institution and the community it serves?
	How did the strategy coordinate with similar interventions in the media sector and beyond to encourage synergy and avoid overlaps?
	What is the added value of Union of Tanzania Press Clubs interventions relative to other Media CSO players?
Effectiveness	To which extent has UTPC contributed to intended outcomes? If so, why? If not, why not?
	To what extent has UTPC in place the systems and practices required for an effective, transparent and democratically governed organisation?
	To what extent have lessons learned from what works well and less well been used to improve and adjust strategy implementation?
Impact	What is the overall impact of the strategy in terms of positive or negative, intended or unintended, higher-level results?
	Did the UTPC act in a timely manner to avoid any unplanned negative impact? If so, what was the result of its actions?
Sustainability	How far was the strategy embedded in local press clubs and government institutional structures?
	Has the strategy leveraged knowledge and interventions to ensure sustainable impact? ¹
	Is it likely that the benefits (outcomes) of the strategy are sustainable?
	What major risks are there for the Union of Tanzania Press Clubs' future operations?

¹ This question is not address separately in the report but addressed as part of the other sustainability questions and to some extent as part of the evaluation criterion impact.

1.4 STRUCTURE OF THE REPORT

This report starts with an introduction and thereafter a presentation in Section 2 of the methodological aspects of the evaluation. Section 3 contains a description of the UTPC, and Section 4 summarises the context in which the evaluated intervention is implemented. The evaluation's findings relating to the evaluation criteria and evaluation questions are presented in Section 5. Section 6 contains the evaluation team's conclusions and Section 7 its recommendations. Annex 1-4 contains the ToR for the assignment, the evaluation matrix and information about reviewed documentation and interviewees.

2 Methodology

2.1 OVERALL APPROACH

In line with the ToR, the evaluation has been an end-term evaluation containing elements of an organisational review, a theory based evaluation and an outcome or impact evaluation. The revised evaluation questions reflect these elements. Together with the evaluation criteria under which the evaluation team categorised them, they guided the evaluation and the structure of this report.

A politically informed approach, through which the implementation of UTPC's Strategic Plan was assessed given prevailing political economy constraints, characterised the evaluation. The evaluation team further strived to embed a gender responsive and human rights based approach (HRBA) throughout the evaluation process. This influenced the composition of the evaluation team, focus of data collection, lens for analysis, and presentation of evaluation findings, conclusions and recommendations.

The evaluation team also strived to apply an evaluation approach that was utilisation-focused and participatory, whereby there was close interaction with key evaluation stakeholders, in order to capture their perspectives and experiences. The team engaged the evaluation users during all stages of the evaluation process, from evaluation design to data collection and review of the draft evaluation report. Specific opportunities for consultations and for evaluation users to provide input included the start-up meetings; an inception meeting to discuss the draft inception report; a period for providing comments on the draft inception report; meetings, interviews and electronic communications during the data collection phase; a debriefing and discussion of evaluation findings and emerging conclusions; and finally, a period for providing comments on the draft evaluation report.

The evaluation was guided by the OECD/DAC Guidelines on Quality Standards for Development Evaluation and adhered to the principles of impartiality, independence and credibility.

2.2 DATA COLLECTION AND ANALYSIS

The evaluation relied on a qualitative data collection strategy, including a review of documentation, key informant interviews (KIIs), visits to press clubs and a session with the evaluation users to reflect on preliminary findings and emerging conclusions.

A desk review of documentation formed the start of the data collection process. The review was structured around the evaluation questions and contributed to answer

these questions and to focus and frame key informant interviews and press club visits. The evaluation team primarily based the desk review on programme related documents obtained from UTPC and the Embassy of Sweden, as well as publicly available documents relating to the socio-political context.

In consultation with UTPC, the evaluation team selected a purposeful sample of stakeholders that was contacted for interviews. These interviewees represent the following stakeholder groups identified as relevant for obtaining an in-depth understanding of UTPC's relevance and performance:

- UTPC staff
- UTPC board members (current and former)
- Press club representatives
- Journalists and representatives of media houses and social media platforms
- Media Council of Tanzania (MCT)
- Other civil society organisations
- Donors and international organisations

The evaluation team carried out face-to-face interviews in six locations in which press clubs are present, namely Dar es Salaam, Dodoma, Coastal Region, Morogoro, Mwanza and Zanzibar. These regions were selected considering the presence of a broad and diverse sample of key informants representing a variety of stakeholder groups and issues of logistics. The face-to-face interviews were complemented with a purposeful sample of virtual interviews, including representatives of additional press clubs.

Apart from questions relating to the organisational development aspects of the evaluation, all interviews were semi-structured and adapted to the respondent's expected area of experience and knowledge. They aimed at capturing the interviewees' most significant experiences, reflections and ideas. The evaluation team carried out a majority of the interviews in Swahili, but it also carried out interviews in English. It interviewed several UTPC staff members more than once. In some cases, questions and answers by email followed the interviews.

Data analysis was not an activity distinct from data collection. Rather, analysis of collected data was an ongoing activity conducted in parallel with both the desk review and the key informant interviews. The ongoing analysis informed the data collection and helped ensure that it was relevant for addressing the evaluation questions. Content analysis was used to analyse documentation and responses from interviewees, and texts and responses were broken down into manageable categories for analysis in relation to the evaluation questions. Triangulation was an essential strategy for ensuring reliability and validity of findings. The evaluation team triangulated among sources and stakeholder perspectives, across evaluation team members and, when possible, between methods of gathering data.

Towards the end of the data collection phase, the evaluation team met with the intended users of the evaluation and discussed the evaluation's preliminary findings and

emerging conclusions. A draft version of the present evaluation report was quality assured by an independent expert before FCG Sweden shared it with UTPC and the Embassy of Sweden for comments. The evaluation team took the comments received into account when finalising the report.

2.3 ETHICS

The evaluation team has interviewed informants based on voluntary participation and confidentiality, with an assurance that no comments will be directly or indirectly ascribed to them. The evaluation has been guided by the propriety standards set out in the Program Evaluation Standards developed by the Joint Committee on Standards for Educational Evaluation to ensure that an evaluation is conducted legally, ethically, and with due regard for the welfare of those involved and those affected by its results.²

2.4 LIMITATIONS

The Covid-19 pandemic meant that the team leader for the evaluation could not visit Tanzania and could only conduct interviews virtually. One of the Tanzanian members of the evaluation team carried out and documented all face-to-face interviews, as well as all press club visits and a visit to the UTPC Secretariat. All meetings between the evaluation team members, on the one hand, and between the evaluation team and the users of the evaluation, on the other, were held virtually.

² Program Evaluation Standards, Joint Committee on Standards for Educational Evaluation; <https://www.oecd.org/dev/pgd/38406354.pdf>

3 Evaluation Object

UTPC was established in 1996 and registered as a non-governmental organisation in 1997. It is dedicated to assisting journalists and coordinates a network of 28 regional press clubs. According to UTPC's Constitution, its vision is that "Tanzania's development is underpinned by the protection of citizens' rights to freedom of expression and association, and is informed by a free and active media that is independent, and uses objective coverage to push for people-centred development."

A Board of Directors governs UTPC. The Board is elected by representatives from each of the 28 press clubs at an Annual General Meeting. The Board oversees and directs a Secretariat based in Mwanza, which handles programme implementation and other day-to-day affairs. The Secretariat currently has nine staff members.

Sida has supported UTPC and the press clubs since 2002. The most recent agreement between Sida, represented by the Embassy of Sweden in Tanzania, and UTPC covers UTPC's Strategic Plan for the period 2016-2020. The goal of the Strategic Plan is "A democratic Tanzania fully embracing, a free, independent and strong media" and the plan's immediate objective is that press clubs promote the right information and regional development. The Strategic Plan puts forward the following theory of change:

UTPC considers an independent media as the lifeblood for an accountable, transparent government and a democratic society. Furthermore, a vibrant and critical media sector functions as a watchdog to those in power, provides reliable information to the public and creates platforms for citizen voices. A media sector that functions well is characterised by:

- a) A legal and regulatory framework that protects independent media;
- b) A media that is economically sustainable; and
- c) A strong professional capacity.

Our priority is to take a broad media sector approach, which means taking into account all the building blocks of a media sector at the national level through UTPC and at the local level through press clubs. For UTPC, this includes advocacy for media laws that ensure media freedom and the safety of journalists; supporting strong journalist unions and associations which are the backbone of a media sector's infrastructure and skills training of journalists that ensures professional media content. In building the capacity of press clubs, UTPC is equipping the professional community to support each other at the local level, offering livelihood opportunities, revenue generation, professional development, and quality assurance for ethical reportage.

The intervention logic set out in the Strategic Plan contains four outcomes that UTPC should achieve through 24 different types of activities and a budget of TZS 18.9 billion (SEK 71 million). As further discussed under Section 5.2.1, UTPC’s intervention logic changed, however, already in early 2017, when it introduced an Outcome Mapping approach and outcome challenges relating to three boundary partners (press clubs, journalists, and media owners and editors) replaced the Strategic Plan’s four outcomes. The focus of UTPC’s work and the degree to which it implemented its activities was also affected by the fact that the 18.9 billion budget was only partially funded. Sweden’s support has covered 56% of the budget.³

Besides the support provided by Sida, other organisations have recently also supported UTPC to carry out several comparatively smaller projects. From April 2019 to March 2020, UTPC implemented the project Data Driven Advocacy through Alternative Media supported by Freedom House with TZS 138 million. The project aimed at improving rights-focused civil society organisations’ “ability to advocate for, and influence policy on, key national level human rights issues using better data and information to drive results.” It also aimed at “mentoring and providing technical assistance to rights-focused CSOs/entities in data collection (including gathering citizen perceptions and human rights monitoring), evidence-based advocacy and digital and physical protection.”⁴

The organisation Children in Crossfire is supporting UTPC to implement a three year project (2019-2021) on early childhood development with roughly TZS 77 million per year. The project aims at “effectively engage the media especially at Sub-national levels, through UTPC and its member press clubs in enhancing community stakeholders’ awareness of the importance of investing in early childhood development (ECD) and for catalysing improved local coordination and accountability for ECD delivery.” It also aims at developing journalists’ capacity and enhance the priority given to quality journalism on ECD issues.

UTPC also benefits from an EU funded project implemented with the Denmark-based International Media Support as the principal partner in collaboration with MISA TAN and Tanzania Media Women’s Association (TAMWA). The project– Increasing civil Society capacity and participation in advocacy on media policy, citizen access to information and fundamental freedom–stretches from July 2020 to July 2022 and has around TZS 400 million allocated for UTPC. The project aims “to capacitate, empower and mobilise CSOs and the media sector to jointly promote a more enabling environment for exercise of Freedom of Expression, Media independence, access to information and expanded space for civil society with special focus on women and youth.”

³ Calculated on the basis Oanda Currency Converter’s exchange rate on 10 March 2020.

⁴ UTPC. n.d. Description of Projects for Development of Press Clubs.

UTPC is also part of a consortium, led by We World, which is supported by the EU to implement the project Sauti Mpya–CSO’s Media Partnership Amplifying Youth and Women’s Voice from March 2020 to April 2022. The project aims to build and enhance the capacity of CSOs and the media to “ensure that all citizens, with particular focus on women and youth, are free to express themselves and have equal access to reliable and independent information and knowledge.”

4 The Context

4.1 INTRODUCTION

The coming of multi-party democracy in Tanzania in 1992 was accompanied by an opening up of the media landscape. There has since been a mushrooming of print and electronic media, but the media access of poor rural and marginalised communities remains limited. Many are also questioning the media's ability to report fairly, accurately and credibly. The African Media Barometer's Tanzania report of 2019 paints a challenging picture:

“Journalists and news media have been forced to practise self-censorship. The sense of fear is not only limited to the media alone but also to members of the public. People are wary of exchanging political views freely and this caution has also extended to online conversations. Other challenges, such as the declining standards of reporting and general corruption, also face the media. Specifically, fairness and accuracy in reporting are declining due to several issues such as inadequate training, the pressure of deadlines and the departure of senior journalists. To compound this situation, Tanzanian journalists are generally not adequately paid. Most journalists do not have an employment contract and are therefore not entitled to most employment benefits. Without a union to take their grievances to, most journalists resort to corruption. Brown envelope journalism, a practice whereby monetary incentive is given to journalists to make them write a positive story or kill a negative story, is growing in the country.”⁵

4.2 MAJOR MEDIA PLAYERS

Tanzania's media currently comprises 44 TV stations, 198 radio stations and 247 newspapers and publications.⁶ The overall media situation is, however, dominated by a few major actors and there is concern that high concentration of media ownership compromises press freedom and the diversity of views being aired by the media.

⁵ African Media Barometer. 2019. *A home-grown analysis of the media landscape in Africa: Tanzania 2019*. pp10. https://tanzania.fes.de/fileadmin/user_upload/Tanzania_AMB_2019.pdf (accessed 20 March 2021)

⁶ Kibaja, R.K. 2021. Tathmini ya vyombo vya habari ikihusisha Sheria na kanuni za vyombo vya habari: Mafanikio Na Changamoto. [Power Point Slides]. Slide 9

The ruling CCM party owns Uhuru media group (TV, radio and 3 newspapers) which together with the Tanzania Standard Newspapers (3 newspapers) and the state-run Tanzanian Broadcasting Corporation (3 TV channels and 4 FM stations) prints and broadcasts party and government content and serve as the accepted source of party and government information. A few major business owners control the independent media outlets (TV, Radio, Online & Newspapers), which promote subtly their larger business interests. Zanzibar has separate media, dominated by the state-owned TV and radio stations on the one hand and a few private radio stations on the other.

The online news and information sources are more diverse and competitive with numerous suppliers. Some of the most popular online outlets are Jamii Forum, Millardayo, Michuzi Blog and Muungwana Blog, which are run by independent bloggers. The onset of digital technology has propelled the mushrooming of new media, but many of the traditional media are also operating on a digital platform to ensure effective outreach.

Internet penetration in the country stood at 25 percent by January 2020, paving the way for a growing number of social media users in the country.⁷ Roughly 4.9 million Tanzanians are active on social media. Rules introduced in 2018 require bloggers and the owners of discussion platforms and streaming services to pay registration fees. This resulted in several of them closing their outlets.⁸ Social media penetration stood at around eight percent by January 2020.⁹

With the increase in media outlets, several bodies were formed to monitor, regulate, streamline and build the capacity of both the journalists and media houses. These include the Tanzania Communications Regulatory Authority (TCRA), Media Council of Tanzania (MCT), The Tanzania Media Foundation (TMF), MISA-TAN, The Tanzania Editors Forum (TEF), TAMWA, Media Owners Association of Tanzania (MOAT) and UTPC. International organisations and actors with a presence in Tanzania include UNESCO, BBC Media Action and Internews. Journalism training institutions have also increased. From only two in the 1980s, the country now has five universities which offer journalism studies, some up to Ph.D. level.

4.3 RESOURCES & CAPACITIES

The privately owned media include on the one hand media houses like IPP, SAHARA, AZAM and MWANANCHI that are controlled by major business owners with significant resources and business ventures beyond the media sector and, on the other, various FM stations and some other media outlets operating on a minimal budget.

⁷ Digital 2020: Tanzania. <https://datareportal.com/reports/digital-2020-tanzania> (accessed 20 March 2021)

⁸ BBC. 2019. Tanzania profile – Media. <https://www.bbc.com/news/world-africa-14095831> (accessed 20 March 2021)

⁹ Digital 2020: Tanzania. <https://datareportal.com/reports/digital-2020-tanzania> (accessed 20 March 2021)

With funding from the state budget, the state-owned media houses operate with a level of sustainability.

According to the findings of a 2020 MCT Baseline Survey of Freelance Journalists in Tanzania, the nature of journalism and the conditions and circumstances of journalists' work has changed over the last decade. While the number of journalists has continued to increase, the number of employed journalists has registered an overall drop. Information collected from six regions—Ruvuma, Tabora, Kigoma, Mtwara, Zanzibar and Kilimanjaro—shows that of the journalists registered in 2019, 25 percent are employed, and 75 percent are freelancing. Amongst the freelance journalists, there are very few with university education or its equivalent. Most freelance journalists are poorly paid.¹⁰ The poor working conditions of journalists and especially the freelance journalists have compromised independent journalism, and payments to cover stories have allegedly increased.

Wenceslaus Mushi, a veteran journalist and currently the Media and Communications Advisor to Internews Tanzania, says:

Having worked for a number of years with media stakeholders in Tanzania, especially small private radio and newspapers outlets, noticeable challenges include poor business plans, poor supervision through lack of proper managerial structures and little professionalism. It all rests on owners not thinking clearly on what they want to achieve when setting up the media outlets. They expect that once set up, the outlets will run on their own, delivering a continuous stream of revenue. A successful approach must ensure media owners can be assisted to understand the way the business is run and to be ready to follow the rules and regulations to foster the growth of the profession with the respect it deserves.¹¹

4.4 GENDER EQUALITY

The United Nations Decade for Women Conference in Nairobi in 1985 contributed to the birth of TAMWA. At that time, they only assigned women journalists to cover what was then 'soft news' such as health issues and court proceedings. All the 'hard stories' were for the men, as was news reading. The top posts at the media outlets were also the privilege of men. This discriminatory situation was not limited to the newsrooms. Coverage of women and issues that concern women was very limited. More than 35 years on, Rose Haji Mwalimu, one of the founder members of TAMWA, says "statistics show that more needs to be done to change the inequality in both the newsrooms and in coverage."¹²

¹⁰ MCT. 2020. Baseline Survey of Freelance Journalists in Tanzania. p. 23

¹¹ Interview with Wenceslaus Mushi, 4 March 2021

¹² Interview with Rose Haji Mwalimu, 16 February 2021 and 2 March 2021

An MCT study from 2019 found that there are still fewer women than men in decision-making positions, that men are paid more than women and that there is very little upward mobility for women. Even though more women than men are graduating from colleges and universities, it is more difficult for women than men to get employment in media outlets.¹³

According to a Gender Equality and Social Inclusion (GESI) study conducted by FHI and Internews, negative stereotypes about women journalists create gender-segregated work streams that affect career paths. As a result, “men occupy higher level more prestigious reporting positions while women are lower-level reporters or TV and radio presenters who have little decision-making power.”¹⁴

4.5 LEGAL FRAMEWORK & FREEDOM OF EXPRESSION

For some time, media stakeholders have been asking for friendlier media laws. “An Audit of laws and regulations conducted by MCT showed about 24 pieces of regulations, that directly or indirectly addressed media conduct, freedom of expression and access to information,” media consultant Pili Mtambalike said during a presentation to editors in early February 2021.¹⁵ A 2019 civil society report to the United Nations Universal Periodic Review produced by a coalition of civil society organisations, called for the amendment of clauses in the Cybercrimes Act, Electronic and Postal Communications (Online Content) Regulations 2018 and Media Services Act 2016 that according to the report curtail freedom of expression and contravene Tanzania’s constitution and international law. The report also noted several freedom of expression interferences that occurred during the past three years, including journalists being subjected to threats, confiscation of equipment, kidnapping and arrests.¹⁶

In 2017, UTPC assessed that the Media Services Act 2016 will “have a number of negative impacts to the profession of journalism in the country.”¹⁷ Amongst the issues of concern to UTPC was the introduction of a statutory Media Council, the unclear effects of the required accreditation of journalists, and the criminalisation of professional errors. In 2019, the East African Court of Justice found that multiple sections of the [Media Services Act](#), including those on sedition, criminal defamation, and false news publication, [restrict press freedom](#) and freedom of expression. The

¹³ MCT. 2019. *Challenging the Glass ceiling: Study of Women in the Newsroom in Tanzania*. p. 2. <https://vikes.fi/wp-content/uploads/2020/03/Women-in-the-Media-in-Tanzania.pdf> (accessed 20 March 2020)

¹⁴ Boresha Habari. 2018. *Gender and Social Inclusion (GESI) Analysis Report*

¹⁵ Mtambalike, P.M. 2021. The Tanzania Media and Press Freedom: The impact of Penalties on erring Media and the Tanzanian public. [Power Point Slides]. Slide 8

¹⁶ THRDC et al. 2019. *Tanzania CSOs UPR Mid Term Report*. Developed by Tanzania CSOs Under the Coordination of the Tanzania Human Rights Defenders Coalition (THRDC). p. 22

¹⁷ UTPC. 2018. *Annual Implementation and Results Report for the Year 2017*.

court [directed](#) Tanzania to “take such measures as are necessary” to bring the law into compliance with the constitutive treaty of the East African Community.¹⁸

Despite this ruling Tanzania has continued to use the Media Services Act to ban newspaper.¹⁹ Rolf Kibaja from Tanzania Communications Regulatory Authority (TCRA) sees the laws as necessary in ensuring that the country’s media operates responsibly and the public trusts it. He argues that there is a growing number of professionally run media outlets and sees this as a success of what he terms regulation by consultation.²⁰

According to MCT, there is increased fear/self-censorship among journalists, and editors and media owners are worried about the government taking action to have them closed down or fined. The fear within the profession, MCT argues, has negatively affected journalistic standards resulting in a lack of analysis and investigation into issues that may be politically sensitive.²¹

¹⁸ Committee to Protect Journalists. 2019. *East African Court Rules that Tanzania’s Media Services Act violates press freedom*. <https://cpj.org/2019/03/east-african-court-rules-that-tanzanias-media-serv/> (accessed 21 March 2020)

¹⁹ International Press Institute. 2020. *Tanzania bars media from using foreign content*. <https://ipi.media/tanzania-bars-media-from-using-foreign-content/>

²⁰ Kibaja, R.K. 2021. Tathmini ya vyombo vya habari ikihusisha Sheria na Kanuni za vyombo vya habari: Mafanikio Na Changamoto. [Power Point Slides]. TCRA. Slide 9.

²¹ Mwalimu, S.M. 2020. Media Council of Tanzania PPT presentation on Building Freedom of Expression in Tanzania: Successes and Challenges – Editors’ roundtable organised by Internews, 10-11 February 2021. Slide 5.

5 Findings

5.1 RELEVANCE

Under the OECD/DAC evaluation criteria, the relevance criterion concerns “The extent to which the intervention objectives and design respond to beneficiaries’, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.”²²

The evaluation team finds that UTPC’s strategy and work, on the whole, is well in line with the needs of press clubs and journalists, as well as with Sweden’s strategies for development cooperation with Tanzania. UTPC’s approach is also as much in line with the Government of Tanzania’s media development policies and initiatives as can be expected from an organisation concerned with issues of freedom of expression. There is no firm consensus amongst donors, journalists and media actors on which role UTPC should play given the challenging context in which it operates.

5.1.1 To which extent has the strategy conformed to the needs and priorities of press clubs and journalists?

In relation to the press clubs, UTPC’s contribution has included human resource support in the form of a coordinator for each press club, material support, payments for rent and capacity development.

The evaluation team’s interviews indicate that the provision of a coordinator to each press club is a highly relevant contribution, essential for the press clubs’ effective operations and thus their ability to assist journalists. Interviewees are also of the view that the basic material support provided and the allocations for office rent and internet connections are highly relevant. Without a functioning office that can be used as a working space and meeting place for journalists, the press clubs can hardly operate effectively. That the press clubs have and can rent out technical equipment, such as cameras, has been appreciated by members.

During the past strategy period, there were some differences in amounts allocated for office rent for the different press clubs, depending on their location. The material support provided has otherwise been identical from one press club to the other. Several interviewees have suggested the support provided should be tailored to each press club’s individual needs, as there are considerable differences in terms of how well developed the press clubs are and what access they have to resources. Several press clubs and other interviewees would like to see UTPC focusing more on strengthening

²² OECD/DAC Network on Evaluation Criteria. 2019. Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use

the leadership and management capacity of the press clubs, including their fundraising and financial management capabilities, in order to help the press clubs grow and increase their independence and sustainability. As further noted below, UTPC's original intention, as presented in the Strategic Plan, was that this type of support should have had a more prominent role.

There is broad support for the idea that journalists need capacity development support and that UTPC's strong focus on training journalists was relevant. This is confirmed in the evaluation teams' interviews and by the fact that there has been a demand for the various trainings offered by UTPC. There are, however, some variations in how many applications that were received for the nine different types of trainings offered. The interest in some trainings reduced over time, showing that adjustments to the types of trainings offered should be made to ensure relevance. Amongst the trainings with a lower number of applications in recent years are the trainings on Ethical reportage and Policy analysis & budget tracking.

Several interviewees have noted that the primary needs of journalists are improved working conditions, including job security and adequate and timely payments. A powerful trade union for journalists is seen as essential to achieve this.

5.1.2 To which extent has the strategy conformed to Sweden's strategy for development cooperation with Tanzania?

During the period covering the cooperation agreement with UTPC, Sweden has had two different strategies for its development cooperation with Tanzania: (i) Results strategy for Sweden's international development cooperation in Tanzania 2013-2019, and (ii) Strategi för Sveriges utvecklingssamarbete med Tanzania 2020-2024. The evaluation team assesses the support to UTPC and its strategic plans to be highly relevant in relation to both strategies.

Under the 2013-2019 strategy, three different result areas for Sweden's development cooperation are set out. Of these, the support to UTPC relates to the third result area: "Strengthened democratic accountability and transparency, and increased awareness of human rights." The strategy specifically also refers to Sweden's "comparative advantage in terms of assisting the development of institutional capacity for a functioning democracy with free media."²³

The primary target groups under the 2013-2019 strategy are women, children and young people. UTPC's Strategic Plan, which was part of the agreement between Sida and UTPC, has as the first of its four outcomes: "Women journalists acquiring professional and leadership capacity." As further discussed below, UTPC subsequently changed its monitoring and evaluation (M&E) system and its intended outcomes. Under the revised, Outcome Mapping inspired, M&E system, there is no specific outcome making women a special target group. Arguably, this could have affected the

²³ Government Offices of Sweden, Results strategy for Sweden's international development cooperation in Tanzania 2013-2019.

intervention's relevance. However, as shown under Section 5.2, UTPC has in practice maintained a focus on promoting women's participation and has carried out several activities targeting women journalists directly.

In January 2020, the Swedish government adopted a new development cooperation strategy for Tanzania covering the period 2020-2024. The first of the new strategy's result areas is Human rights, democracy, the rule of law and gender equality. This result area includes three expected results: (i) Greater respect for human rights, democracy and the rule of law, focusing specially on marginalised groups and defenders and agents of democracy; (ii) Greater gender equality, particularly regarding women's political participation and economic empowerment, and greater access to and respect for sexual and reproductive health and rights; and (iii) Strengthened conditions for accountability, increased transparency and lower levels of corruption. The strategy explicitly states that the support ought to include support to media actors to strengthen freedom of expression and knowledge of human rights, democracy and rule of law.

Considering that the overall objective of UTPC and the 2016-2020 Strategic Plan is "A democratic Tanzania fully embracing a free, independent and strong media" and that Sweden's strategies have a strong focus on democracy, human rights and rule of law and recognise the essential role freedom of expression and a free media has in the realisation of these concepts, UTPC's Strategic Plan has conformed to Sweden's strategies for cooperation with Tanzania.

5.1.3 Is the strategic plan in line with media development policy/initiatives of the government of Tanzania?

Tanzania's regulatory framework is by many observers considered inappropriate for safeguarding media pluralism and ensuring freedom of expression. As an organisation committed to press freedom, UTPC's strategic approach cannot be expected to be in line with government policies and initiatives deemed as a threat to this freedom. To ensure relevance, UTPC can rather be expected to work for a repeal or amendment of policies and initiatives regarded as a threat to freedom of expression. As further discussed in Section 5.1.4, UTPC has taken actions questioning the government's position on issues of press freedom.

Overall, there is, however, limited tension between UTPC's strategic approach and any government media initiatives. As far as the evaluation team is aware, UTPC's efforts to strengthen the press clubs and to enhance the capacity of journalists have not conflicted with the government's stated interests. In 2018, UTPC agreed with the Ministry of Information, Culture, Arts and Sports to "establish a special service training plan to press club members who do not have diplomas in journalism, as required by the Media Services Act" and that "UTPC produced a list of 100+ members who will be involved in the first batch."²⁴ At the time of writing, this plan has not been realised and UTPC is awaiting further action from the government.

²⁴ UTPC. 2019. UTPC annual report 2018

5.1.4 In the current political context, how do donors, press clubs/journalists, and other media actors view Union of Tanzania Press Clubs' role?

Amongst those interviewed in connection with this evaluation, there are three distinct views on what role UTPC should play in the current political context.

First, several of the interviewees would like to see UTPC take a more active stance on issues of press freedom and freedom of expression more generally. Some suggest that UTPC should cooperate more closely with other Tanzanian civil society organisations (CSOs) and institutions concerned with these issues and that it should play a more active role in the Coalition on Right to Information (CoRI). Interviewees also suggested that UTPC needs to strengthen its connections with regional and international organisations concerned with freedom of the press.

The need for UTPC to broaden its international network was put forward already in a 2015 Sida commissioned evaluation of UTPC, which stated that UTPC was “somewhat weak” in interacting with secondary stakeholders, including regional and international media advocacy and human rights groups, that could be used to advance the interests of journalists in Tanzania or media freedom in general.²⁵ While the UTPC Secretariat says that it recognises the value of cooperation, it believes the demands put on the organisation to participate and take on leading positions in different fora can be excessive and that the Union risks spreading its limited resources too thin. Some individual press clubs are themselves cooperating with a broad range of other national, as well as international, civil society organisations, and UTPC has sometimes played a role in facilitating these contacts.

Second, many interviewees are of the view that UTPC’s current approach is appropriate and that it manages to balance between the need to speak out on issues of concern and not being ostracised by those in power. Some note that UTPC has been involved in several actions of immediate relevance from a freedom of expression perspective. UTPC supports the celebrations of World Press Freedom Day; hands out the annual Daudi Mwangosi award²⁶; collaborates through the press club coordinators with MCT on recording of press freedom violations; conducts trainings on safety and security of journalists; and filed a case at the High Court of Mwanza in January 2017, challenging the constitutionality of provisions of the Media Services Act 2016. It has also engaged the government at regional and national levels in discussions concerning press freedom.

Third, a few interviewees have stressed that UTPC is not an advocacy organisation and that its role should not be to advocate directly for freedom of expression but to enhance journalistic capacities. Some suggest that aspects of UTPC’s press freedom related activities may in fact impact negatively on a well-functioning division of labour that exists between the different media organisations in Tanzania. It should be underlined,

²⁵ Oesterlund, Per et al. 2016. *Evaluation of the Union of Tanzania Press Clubs Strategic Plan 2011-2015*. Final Report. Sida Decentralised Evaluation 2016:7.

²⁶ Daudi Mwangosi was the Chairperson of Iringa Press Club. He was killed in 2012 in Nyololo village while reporting on the opening of an opposition party branch office.

however, that UTPC’s mission, as expressed in its Outcome Mapping, is firmly grounded in the concept of freedom of expression and highlights advocacy as a key strategy for attaining this freedom. It states, “UTPC will work to create conditions that enable journalists to speak truth to power. UTPC will work with press clubs, journalists, media owners and editors to advocate for legal and non-legal regimes that are conducive to the development of the media, that protects journalists’ rights, and that protects political and civil rights.”

5.2 EFFECTIVENESS

Effectiveness concerns “the extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.”

5.2.1 To which extent has UTPC contributed to intended outcomes? If so, why? If not, why not?

i. Transition from a Logical Framework Approach to Outcome Mapping

According to the agreement between Sida and UTPC, Sida has agreed to provide core support to UTPC’s “Core Activities”, i.e. the Strategic Plan, Results Framework and Budget accompanying the agreement. The agreement states that progress on the “Core Activities” will be measured against the Results Framework that is part of the agreement. The Strategic Plan and its results framework include the following outcomes:

- Outcome 1: Women journalists acquiring professional and leadership capacity
- Outcome 2: Journalists working and living conditions improved
- Outcome 3: Investigative Journalism/public journalism catalyse citizens participation in development
- Outcome 4: Press clubs operating efficiently and effectively

The Strategic Plan’s results assessment matrix sets out indicators and baselines values for assessing progress towards these outcomes. However, the assessment framework was, as mentioned, never used to follow up the programme. Sida declared in 2016, according to UTPC, that further disbursements of funds depended on UTPC revising its results framework, as the existing framework was not appropriate for capturing results. On Sida’s advice, UTPC engaged a consultant that assisted the organisation in developing an Outcome Mapping-based framework for assessing progress.

The Outcome Mapping identifies three boundary partners: (i) press clubs, (ii) journalists, and (iii) media owners and editors. For each out of these boundary partners, UTPC has produced a so-called outcome challenge which describes the changes in attitudes, behaviours, skills and policy UTPC strives to contribute to. For each outcome challenge, progress markers showing what UTPC “expects to see”, “likes to see” and “love to see” have been developed.

Introducing Outcome Mapping led not only to a change in how UTPC followed up the Strategic Plan, but also to a change in programme focus and introduction of new goals with no clear guidance on how these goals should be prioritised in the likely event that sufficient funds to address all of them were not raised. A lack of information on how to prioritise amongst goals and activities existed, however, already in relation to the Strategic Plan and the results framework included in the agreement with Sida. In the end, UTPC raised about two-thirds of the funds required to implement the plan and several adjustments were made in terms of programme focus and activity implementation.

Table 2 provides a rough overview of the extent to which UTPC has implemented 24 activities set out in the Strategic Plan. Green indicates that the activity was largely or fully implemented as planned, yellow that the activity was partially implemented and red that the activity was not carried out. UTPC’s annual reports are not structured in a way that shows what part of its plans the Union has managed to implement and what it has not implemented. The information in the table is thus based on what the evaluation team has gleaned together from UTPC and press club documentation and from interviews.

Table 2 - Overview of activity implementation

Planned activities	Degree of implementation
1. Developing training manuals	Red
2. Training of trainers	Green
3. Training of journalists	Green
4. Developing service charters and policies	Red
5. Exchange visits	Green
6. Support to press club secretariats (rent, remuneration etc.)	Green
7. Procurement of equipment and software	Green
8. Regional stakeholder workshops	Green
9. Tuwasiliane newspaper	Red
10. Regional development debates	Yellow
11. Trade union constitutional review	Red
12. Mobilisation of new trade union members	Red
13. Establishment of trade union secretariat	Red
14. Production of information, education and communication materials	Green

15. Operationalisation of media support development fund	
16. Journalism and servanthood award	
17. Consultative meetings	
18. UTPC organisational development	
19. Awareness campaigns on elections	
20. Internet Governance Forum	
21. Research, advocacy and lobbying (on 6 issues)	
22. Resource Centre	
23. Governance	
24. Programme follow up ²⁷	

UTPC has also carried out several activities that were not originally planned or listed as separate activities in the Strategic Plan. These include the Tujadiliane Radio Programme, study tours and leadership training for women, and projects for which earmarked funds have been raised, including the implementation of an early childhood development initiative, and training on safety and security.

ii. Reporting

In the annual report for 2017, UTPC analysed and presented its achievements in relation to its three outcome challenges. This gave the reader a good overview of what activities UTPC had carried out in relation to each outcome challenge and boundary partner, and an idea of the extent to which progress was made in relation to the challenge for each partner. In 2018, UTPC changed its reporting structure. Rather than reflecting on progress in relation to each outcome challenge, the report was divided into results at press club level and results at UTPC level. In the 2019, UTPC also reported results in relation to the press clubs and UTPC respectively, not in relation to the outcome challenges. The report for 2020 had not been finalised at the time of writing.

There has been no connection between UTPC's financial reporting and its narrative reporting, as the former has been structured in relation to the original outcomes set out in the Strategic Plan although these have not been used to follow up achievement of results.

iii. Attainment of outcome challenges

As UTPC sees the Outcome Mapping and its three boundary partners and outcome challenges as the framework guiding programme implementation and follow up, the evaluation team has primarily used this framework when assessing attainment of expected results. The team has, however, also briefly reflected on attainment of results in relation to the original outcomes set out in the agreement with Sida.

²⁷ In the Strategic Plan, this activity is part of the Governance activity.

Press clubs

Outcome challenge 1 concerns the press clubs. It states:

The program intends to see press clubs that build their membership, and that serve their members efficiently and effectively by arbitrating and adjudicating complaints, supporting members' professional development, empowering members economically, and providing opportunities to network. Press clubs raise public awareness about citizens' rights to information and the opportunities within the region. They provide people with journalistic services. Press clubs serve as a platform for journalists and act as a go-between between the journalists and news sources. Press clubs protect journalists from harassment and harm.

UTPC has spent a significant part of its resources on this outcome challenge and the press clubs are to a fairly high degree meeting its expectations. The press clubs are in most cases governed democratically by their members under the leadership of an elected executive committee. Roughly half of the press clubs hold annual general meeting as required under their constitutions. Several press clubs also have a reasonable management capacity, and some have a proven ability to develop and implement various programmes. Many, however, are still in need of enhanced leadership and financial management capacity and several need to increase their transparency in relation to their members. The press clubs appear to have increased their membership somewhat and the services they provide are appreciated by the members. The press clubs' role in arbitration and financially supporting members, other than by providing freelance journalists access to facilities required to carry out their job, is limited. Some press clubs have provided capacity development support and their role in this regard can be further enhanced if UTPC gradually decentralises aspects of its trainings to the press clubs.

The press clubs work with UTPC, MCT and Tanzania Human Rights Defenders' Coalition to protect journalists from harassment and harm through documentation and training. Press clubs occasionally raise concerns with editors and media owners regarding the working conditions of journalists, but the effects of these interventions are not easily identified. They have also contributed to raise awareness at community level, including on freedom of expression and the right to information and, more significantly, on ECD. Overall, the main achievement of UTPC under this outcome, as well as more broadly, is according to interviews, that it has successfully maintained a nation-wide network of press clubs that many journalists consider adding significant value and is used to disseminate knowledge and raise awareness on issues of importance from a development perspective.

UTPC has developed 19 progress markers relating to its outcome challenge for press clubs. These progress markers are valuable for following up issues concerning press club memberships and how the press clubs serve their members, but they provide little

information on the extent to which the press clubs raise public awareness and the extent to which they "act as a go-between between the journalists and news sources" and "protect journalists from harassment and harm." Table 3 presents data gathered by UTPC since 2017 for some progress markers and indicators set out in the Strategic Plan.

Table 3 - Data on press club performance²⁸

	2016	2017	2018		2019		2020
# of members	No data	No data	1526		1656		No data
Members by gender	No data	No data	W 633	M 893	W 687	M 969	No data
Income from equipment (M TZS)	<i>7.0</i>	<i>13.3</i> (<i>minimum</i>)	12.3 ²⁹		3.6		No data
Local fundraising (M TZS)	<i>18.0</i>	<i>30.3</i> (<i>minimum</i>)	50.8		28.4		33.3
Membership fees (M TZS)	<i>No data</i>	No data	15.1		15.9 ³⁰		19.4
Number of press clubs producing project proposals and submit to donors	<i>14</i>	8	<i>19</i>		<i>19</i>		No data
Project income/grants (M TZS)	<i>154</i>	78.3	89.9 ³¹		227.1		No data
PC's organising arbitration/mediation ³²	<i>1</i>	<i>1</i>	9		3		No data
PC's holding executive meetings	<i>74%</i>	<i>100%</i>	95%		82%		No data
PC's holding AGM	<i>33%</i>	<i>57%</i>	54%		43%		No data
PC's paying fee to UTPC	<i>70%</i>	<i>100%</i>	100%		89%		No data

Most of the progress markers on press club performance do not indicate any dramatic changes or clear trends during the period under review. The progress markers show some increase in terms of membership and an increase in the number of funding proposals submitted and grant funding raised. They indicate slight negative trends in terms of number of press clubs' holding executive meetings and annual general meetings, and in the degree to which press clubs are paying their membership fees to UTPC.

²⁸ Figures provided in italics have been calculated by the Evaluation Team on the basis of UTPC's "Table of evidence of results" for each Press Club. Figures not in italics are taken straight from UTPC's annual reports.

²⁹ The figure provided in the table is from UTPC's annual report for 2018. However, according to the annual report for 2019, only TZS 6.9 million was collected the previous year.

³⁰ In the annual report for 2020, it is stated that only 9 million was raised in 2019

³¹ The figure provided in the table is from UTPC's annual report for 2018. According to the annual report for 2019, TZS 87.9 million was collected in 2018.

³² These are organised by the press clubs to arbitrate or mediate conflicts between press club members or between press club members and other stakeholders.

The data presented in Table 3 also shows a significant decline in press club income from renting out equipment. Here UTPC has identified the reasons behind this decline, stating that it is an effect of existing equipment being dilapidated. Some press club members have also acquired their own equipment. As reflected in the table, all data have not been systematically collected. A more structured collection, analysis and reporting of data with a view to determine the factors behind identified changes would be valuable when trying to strengthen the programme and design future interventions.

One of UTPC's progress indicators states it would "Love to see press clubs have a 50:50 ratio of the gender in their leadership." According to the baseline data from 2015, women made up roughly 30 percent of the leaders of the press clubs. The share of women has since increased somewhat. At the time of writing, 90 of the 249 members of the press clubs' executive committees, i.e. 36 percent, are women. However, UTPC has also reported that 39 percent of the "high profile leaders" of the press clubs in 2013 were women. Amongst press club coordinators, 17 out of 28, i.e. 61 percent, are currently women.

UTPC's constitution states that its Board of directors should comprise a President, a Vice President, the Executive Director and nine more members elected from the press clubs. Of those elected from the press clubs, half should be women. In the current UTPC board, 5 of the 12 members are women. At the UTPC Secretariat, there are currently 5 female staff members and 4 men. Of the four most senior position holders, three are men. Amongst the trainers used by UTPC in 2019, three were women and 11 were men.

According to interviews, even though most of the press clubs have been around for many years, many still lack strategic plans, policies that regulate their operations and leadership and management skills. A Sida commissioned financial management and communication management assessment of three press clubs and UTPC carried out by Deloitte in 2018 also raised concerns about the weak capacity of press clubs. The study found that the assessed press clubs had "minimal or no capacity" in financial and knowledge management.³³

UTPC had originally planned to provide capacity development support on these issues. Ensuring that the press clubs operate effectively and efficiently was a special outcome under the results framework set out in the Strategic Plan. The plan contained a list of seven policies—including a Financial Management Policy, Procurement Policy and Communications Policy—that UTPC intended to develop for the press clubs.³⁴ Due to changed priorities in connection with the introduction of an Outcome Mapping

³³ Deloitte. 2018. UTPC Assessment Report: Financial Management and Communication Management Assessment of the Union of Tanzania Press Clubs (UTPC)

³⁴ The other policies were Assets Management Policy, Executive Committee Charter, Fundraising Policy, and Service Delivery Policy.

approach and a shortage of funding, UTPC did not give capacity development of the press clubs the attention originally intended and the policies have not been developed.³⁵

UTPC has, however, made some important efforts to strengthen the administrative capacity of the press clubs. UTPC's annual report for 2016 note that press club leaders were "trained in financial management control of expenditures and procurement, keeping books of accounts, assets management and on how to provide services to their stakeholders." According to interviews, a turnover of press club leaders has hampered the long-term effect of this training. Nevertheless, some interviewed press club representatives have testified to the significant value of the support provided, stating that it has helped them secure support from other donors.

Journalists

Outcome challenge 2 concerns the boundary partner journalists. It states:

"The program intends to see journalists become members of press clubs and pay their membership fees. Journalists are respected as professionals and win recognition within the industry. Journalists write accurate stories that represent both sides, that are based in fact, that are balanced, and that reveal wrongdoing. Journalists follow the professional code and behave ethically. They write stories that reflects people's interests, and that inform and educate. They cover stories from rural areas. They write accurately about climate change and other issues of national importance. They challenge gender stereotypes, and ensure that women's voices are represented. Journalists have employment contracts, regular pay and employment benefits. They receive opportunities to participate in continuous professional development, and do not depend on brown envelopes."

UTPC's documentation shows, as mentioned above, that the number of journalists that are press club members has grown and that the total membership fees they pay to the press clubs have increased somewhat over the past few years. According to interviews, journalists have also appreciated and benefitted from the trainings provided by UTPC. Some press clubs have on their own initiative organised trainings for their members, or facilitated for them to attend trainings provided by others. The press clubs have also facilitated for their members to produce stories raising awareness on important development issues. During an 18-month period ending in December 2020, the CiC supported ECD project resulted in the publication of roughly 540 stories on the issues of early childhood development.

³⁵ Some press clubs have during the past few years developed policies and strategies on their own initiative.

There is otherwise little structured data available to assess to what extent the outcome challenge and its progress markers have been attained, and thus whether journalists write more accurate stories, behave ethically, cover rural areas and issues of national importance, and challenge gender stereotypes. Several interviewees are of the view, however, that there have been improvements, noting, for instance, that a higher level of specialisation has led to journalists knowing more about the issues they write and that the methodology of work, quality of reporting and presentation of stories have improved.

There are few indications that the working conditions of journalists have improved overall, but the fact that freelance journalists have had access to equipment and facilities provided by the press clubs has been much appreciated and contributed to them being able to carry out their work. There are also examples of individual press clubs having negotiated favourable offers or conditions for their members, including on health insurance, and established stationery shops and saving schemes for their benefit.

UTPC baseline data presented in the Strategic Plan shows the Union trained 594 men and 306 women in 2015. The target for 2020 was to achieve a 20% increase, presumably of both the number of women and men trained. As shown in Table 4, for those years that figures have been reported, UTPC trained fewer people than planned. The highest reported figure of people trained during the 2016-2020 period is 300.

Table 4 - Number of men and women trained 2015-2020

Year	2015		2016		2017		2018		2019		2020	
	No.	% of all	No.	% of all	No.	% of all	No.	% of all	No.	% of all	No.	% of all
Men trained	594	66	No data	No data	163	54	No data	No data	91	54	No data	No data
Women trained	306	34	No data	No data	137	46	No data	No data	76	46	No data	No data
Total number trained	900	100	No data	No data	300	100	No data	No data	167	100	No data	No data

For the years 2017 and 2019, UTPC has provided gender disaggregated data for all press club members trained. Both years, UTPC trained a slightly higher number of men than women. The difference was significantly higher in 2015 when women made up 34% of the trainees, and during the 2011-2013 period when women made up only 25 percent of the trainees.

When it comes to the number of training applications received, UTPC has only reported figures for 2017 when the Union received applications from 277 men (61%) and 179 women (39%). Of all applicants, 66% were trained and female applicants had a better chance than men of being accepted to the trainings. Gathering and presenting data on

applications can be highly relevant, as such information provides knowledge on changes in demand for a particular type of training. Even though UTPC has not provided consistent information on applications, its staff appears to have a good idea of the popularity of different types of trainings. According to interviews, of the nine trainings that UTPC regularly offers, the trainings on investigative journalism, gender reporting, environmental reporting and rural reportage are according to interviews amongst those that are in high demand.

UTPC planned to strengthen the working and living conditions of journalists through support to the development of a functioning trade union. As the Strategic Plan was not fully funded, this was reportedly an activity that UTPC decided not to pursue following discussions with Sida.³⁶ According to UTPC's Strategic Plan, there were in 2015 as many as 4800 journalists that were trade union members. The current number seems to be considerably lower. According to one interviewee, the Journalist Workers' Union of Tanzania, a recent member of the International Federation of Journalists, has no more than 120 members. However, according to one news source the number exceeds 300.³⁷

Media owners and editors

Outcome challenge 3 concerns the boundary partner media owners and editors. It states:

The program intends to see media owners engage with journalists in the region via the press clubs, and to push the people-centred development agenda. Media owners provide working contracts for journalists, pay them on time and well. Editors create space for rural news stories in their coverage. Editors have editorial independence. There is gender parity in newsrooms and amongst editors.

There is little firm evidence showing that media owners generally promote a people-centred development agenda. However, there is evidence that UTPC and the press clubs have contributed to push such an agenda on certain issues, perhaps most notably for ECD. Gender parity in newsrooms and amongst editors has not yet been attained. Data collected from 25 media outlets in a UTPC commissioned study from 2018 showed that women made up 28 percent of top management, 38 percent of senior management and 36 percent of senior professionals in these outlets.³⁸ There are no indications that media owners, as mentioned above, have started offering better working conditions for

³⁶ UTPC's 2017 annual report states regarding its work on a trade union that "Sida's decision that we should not continue with any activity on this matter, until informed otherwise, halted the whole movement. We had to cancel all appointments with ILO, Tucta responsible officials of the various ministries and the Kenyan Union of Journalists."

³⁷ Kamala, James. Tanzania Journalists' Body Secures IFJ Membership. Tanzania Daily News. 17 July 2020. <https://allafrica.com/stories/202007170444.html>

³⁸ Mataba, Peter C. 2018. A Survey on Women Journalists Editorial Positions in Media Outlets in Tanzania: A Report Submitted to Union of Tanzania Press Clubs (UTPC)

journalists or that the editors' editorial independence has increased. UTPC and the press clubs have, however, contributed to draw attention to both issues and have, as noted, discussed issues of working conditions with editors and owners.

Due UTPC's limited financial resources, the Union has paid less attention to this outcome challenge than to the outcome challenges for the press clubs and for journalists. UTPC has implemented few activities directly related to media owners and editors, and the Union has not focused on following progress markers and assessing to what extent there has been progress towards attaining the outcome challenge. While the press clubs are required to provide monthly progress report with data of direct relevance for assessing the degree to which UTPC attains its outcome challenge, there is no similar standardised system for following up the degree to which owners and editors meet what UTPC "expect to see", "like to see" or "love to see".

The 2018 UTPC's commissioned study, *A Survey on Women Journalists Editorial Positions in Media Outlets in Tanzania*, has contributed data on the role of women in the media sector. While it does not provide information on the extent to which progress has been made during the current strategy period, the data collected can be of importance for assessing future changes. Other organisations have gathered data on several other issues that can also be relevant for UTPC to use to assess future progress on gender issues. A recent study conducted by MCT shows, for instance, that male journalists are more likely to be employed in open-ended full-time contracts than female journalists.³⁹ It also shows that men are more common sources of information in print media and in radio, but not in television.⁴⁰

iv. Attainment of original outcomes

Even though this report primarily pays attention to the extent that UTPC has contributed to the outcome challenges set out in its Outcome Mapping, it is relevant to briefly reflect on what has been done and achieved in relation to the original outcomes.

Outcome 1: Women journalists acquiring professional and leadership capacity

UTPC's aim of contributing to women journalists gaining professional and leadership capacity is to some extent reflected in the outcome challenges and their related progress markers. The Union has also carried out activities specifically contributing to attaining this outcome. Amongst these are the study tours and leadership training for women journalists. Gender issues are also mainstreamed in many aspects of UTPC's and the press clubs' work and UTPC has, as noted above, collected disaggregated data which indicate that there has been some progress when it comes to the representation of

³⁹ Media Council of Tanzania. 2019. *Challenging the Glass ceiling: Study of Women in the Newsroom in Tanzania*. p. 12. <https://vikes.fi/wp-content/uploads/2020/03/Women-in-the-Media-in-Tanzania.pdf> (accessed 20 March 2020)

⁴⁰ Media Council of Tanzania. 2019. *Challenging the Glass ceiling: Study of Women in the Newsroom in Tanzania*. p. 7

women in the press clubs' leadership and that women make up an increasing share of the participants in UTPC's trainings.

Outcome 2: Journalists' working and living conditions improved

This outcome was closely linked to UTPC's plans to support strengthening of a trade union for journalists. As UTPC could not prioritise this work, it has had little immediate impact of relevance for this outcome. UTPC has not carried out any significant monitoring activities aiming at following how the conditions for journalists have changed. That journalists have had access to press club facilities and the opportunity to rent equipment has, however, had some influence on their working conditions, as has perhaps the safety and security trainings provided by UTPC with the support of the IMS.

Outcome 3: Investigative Journalism/public journalism catalyse citizens' participation in development

UTPC has annually provided training on investigative journalism. The original indicators developed for the outcome has not been followed up, as the M&E system changed to an Outcome Mapping-based system. UTPC has, however, gathered investigative stories produced following the trainings. Under the CiC-supported ECD project, efforts have been made to see if the stories produced under the project may have contributed to changed practices. According to interviews, this follow-up provides indications that changes have been contributed to, presumably sometimes as an effect of citizens' participation in development being facilitated.

Outcome 4: Press clubs operating efficiently and effectively

UTPC's support during the strategy period has, as mentioned, been essential for ensuring the press clubs' operations. That UTPC has paid for a coordinator for each press club, as well for office rent and utilities, have been important for their continued operations. According to interviews, financial management training provided by UTPC in 2016, together with regular follow-up of the support given has also been an important contribution to more effective and efficient operations in some press clubs. UTPC has not carried out other planned activities of importance for this outcome, such as the development and updating of operational manuals and management training. The overall impression from available evidence is that more attention needs to be paid to this outcome if uniform and significant progress should be made.

5.2.2 To what extent has UTPC put in place the systems and practices required for an effective, transparent and democratically governed organisation?

One of the unique strengths of UTPC is that it serves as an umbrella for 28 independent press clubs spread around the country. In their capacity as UTPC members, the press clubs have ultimate responsibility for the governance of UTPC. The UTPC constitution provides that the Members' Annual General Meeting, which comprises three members from each press club, is the highest decision-making body of the Union. The meeting is responsible for laying down general policy and guidelines for UTPC's operations,

endorse strategic plans and elect UTPC’s Board of Directors and its Board of Trustees. The Board oversees and provides direction to the Secretariat, the executive organ of UTPC, and determines the conditions and terms of service of its Executive Director.

Generally, there is amongst interviewed press club representatives, UTPC Secretariat staff and external stakeholders a strong consensus that UTPC has in place a well-functioning governance system with a clear and effective division of responsibilities between Board, Secretariat and press clubs. A few interviewees have expressed concern, however, that the political affiliations of leading UTPC and press club representatives may affect the organisation's reputation. Others have noted that the Secretariat needs to modernise some of its communication and working procedures, which in their view appear to be unnecessarily bureaucratic and sometimes lacking in transparency.

As UTPC had to prioritise amongst its planned activities, it did not follow through on original intentions of publishing the newspaper *Tuwasiliane*, which previously was used to “inform stakeholders about what UTPC and press clubs are doing.” From a communications and transparency perspective, UTPC would benefit from updating its website and make its annual reports and financial statements readily available to anyone interested.

When forwarding funds to the press clubs, UTPC is contractually obliged to follow up the funds in accordance with the requirements set out in the agreement between Sida and UTPC. This means amongst other things that UTPC has to ensure that the press clubs are audited when the forwarded funds exceed 284 000.⁴¹ Timely audits have not been carried out in practice. UTPC engaged in November 2019 an auditor to carry out audits of 20 press clubs for the financial years ending 31 December 2017 and 31 December 2018. UTPC’s auditor noted in April 2020, that there was still no report from the audits.

5.2.3 To what extent has lessons learned from what works well and less well been used to improve and adjust strategy implementation?

The formal tools UTPC uses for follow-up of its programme include feedback questionnaires from trainings, monthly narrative and quarterly financial reports from the press clubs, occasional press club visits, and frequent electronic and telephone communications with the clubs. In addition, the Secretariat aggregates some information from the press clubs in its annual report and has an annual retreat to reflect on the past years’ performance and to plan for the future. Furthermore, the annual Members’ General Meeting and the board meetings provide opportunities to discuss and review aspects of the programme. UTPC presents a financial statement that is

⁴¹ Contribution Agreement between the Swedish Development Cooperation Agency represented by the Embassy of Sweden in Tanzania and Union of Tanzania Press Clubs (UTPC) (2016), Agreement AA – 51170112 on core support to Union of Tanzania Press Clubs (2016-2020), 28 July 2016.

audited annually and commissioned in 2019, as mentioned, an audit of the press clubs' financial statements for 2018 and 2019.

In connection with trainings, UTPC asks the participants to fill out a questionnaire with questions on how they found the training they attended. The public accountants EVK stated in the management letter from their 2019 audit of UTPC that evaluation forms are not available from all trainings. UTPC has explained that it collects the participants' views after each training, but that it does not always find it necessary to aggregate this information. Interviewees have suggested, however, that UTPC should pay more attention to follow up of trainings and how the trainees use the knowledge they have obtained.

The monthly reports from the press clubs follow a standardised format, answering seventeen questions about the clubs' performance. The questions asked concern issues such as membership, activity implementation and governance. While UTPC can have difficulties getting the requested information on time, the monthly reports ultimately provide the organisation with important data. UTPC has subsequently presented this data as a "Table of evidence of results for each press club". It has also aggregated some data to provide a nation-wide picture of the press clubs' status and performance.

However, UTPC has not always systematically aggregated the data and reported on all indicators in a manner that allows for an assessment of change over time. This absence of consistent aggregation and reporting may have resulted in some changes not having obtained sufficient attention. Developments that may be relevant for UTPC to reflect on include, for instance, decreasing numbers when it comes to the press clubs' involvement in arbitration and their practice of holding executive meetings, and a slightly increasing number of press clubs failing to pay annual fees to UTPC. While these numbers do not show a dramatic decline in the functioning of the press clubs, it would be relevant for UTPC to report on these changes and discuss their significance.

The annual reports show that many of the more significant lessons learned by UTPC do not emanate from its formal system to assess progress in relation to results. While some reported lessons include recommendations for a future strategy period, others have already affected programme implementation. UTPC has, for instance, supported increased dialogue with the government at all levels in an attempt to address issues associated with the shrinking civic space. It has also organised training on safety and security for journalists. In relation to trainings, interviewees note that the relevance and quality of the trainings has increased as the system for selecting trainees has changed. Overall, between 2017 and the start of the pandemic in early 2020 there were, however, few major adjustments to how UTPC implemented its strategy. UTPC's core activities were largely the same from one year to the other, which reflect that the activities sensitivity to changes in the external environment is limited.

5.3 EFFICIENCY

OECD/DAC defines the evaluation of efficiency as an assessment of the extent to which an intervention delivers results in an economic and timely way.⁴²

5.3.1 What is the general impression on value for money in relation to results achieved?

The possibility of assessing the overall efficiency of UTPC's Strategic Plan and related activities is hampered by the fact that there is no link between the organisation's financial reporting and its reporting on results. In its annual financial statement, UTPC allocates costs against budget lines for the following core programme activities: (i) Women journalists acquiring professional and leadership skills, (ii) Investigative journalism/public journalism, (iii) UTPC and press clubs operating efficiently and effectively, and (iv) Governance. While three of the budget lines correspond to outcomes in UTPC's Strategic Plan, there is no correlation between these and the Outcome Mapping that has guided UTPC's follow up of results. Thus, from a review of UTPC's financial statement it is not possible to determine the resources used to achieve reported results.

The total costs of central activities such as material support to the press clubs or training cannot be determined from the financial statements. However, UTPC has in response to the evaluation team's request provided information about the total costs for UTPC's training activities in 2017, 2018 and 2019. As shown in Table 5, the costs of UTPC's nine core trainings listed in its Strategic Plan⁴³ have ranged from TZS 374 million in 2017 to TZS 227 million in 2019. Where the evaluation team has data about the number of people trained, Table 5 also shows the average cost per person trained.

Table 5 - Costs of UTPC's training activities

Year	2017	2018	2019
Total expenditures for trainings (M TZS)	373.6	315.2	227.3
No. of people trained	300	No data	167
Costs per person trained (M TZS)	1.25	No data	1.36

The average cost per person trained was, as shown in Table 5, TZS 1.25 (SEK 4 600) in 2017 and 1.36 million (SEK 5 000) in 2019. These costs do not include the costs of UTPC staff time. The types and lengths of the training have not varied significantly over the years, with the average training lasting three days.

The compensation UTPC gives to the trainers range from around TZS 100 000 to 150 000 (SEK 370 to 550) per day. The amount is not excessive in comparison with

⁴² OECD/DAC Network on Evaluation Criteria. 2019. Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use.

⁴³ Health reporting, Broadcasting journalism, Investigative journalism, Gender reporting, Policy analysis & budget tracking, Environmental reporting, Human rights & democracy training, Rural reportage and Ethical reportage.

what other organisations typically pay for trainers. The size of the per diems UTPC offers also seems reasonable. What raises the cost of the trainings is that they are geographically centralised, and that the Union spends significant amounts on the participants' travel and accommodation.

The cost per participant and day is three to four times higher than what UTPC pays per trainer. This suggests that UTPC can cut costs if it decentralises training to press club level and thereby reduces costs for travel and accommodation. Interviewees have suggested that such an arrangement would also strengthen the press clubs by adding to what they can offer their members.

Some press club representatives have expressed a level of frustration that very few of their members have benefitted from the UTPC-organised trainings in recent years, even though the funds spent are considerable. UTPC's auditors, EVK, noted in connection with the 2019 audit that there were "anomalies relating to training activities implemented by the Union", including "significant delays in the implementation of training activities."⁴⁴ While some press club representatives argue that all aspects of the trainings should be decentralised, from a quality and efficiency perspective it appears logical that responsibility for recruitment of trainers, training of trainers and development of training materials rests with UTPC.

According to interviews, several press clubs have an unsatisfactory track record in terms of financial reporting from trainings. UTPC's plan for the coming strategy period is therefore to gradually and slowly move towards more decentralised trainings and to ensure that this move is accompanied by training on financial management.

Another challenge with decentralised trainings is that the pool of qualified and motivated journalists interested in attending a training may be more limited as the pool of potential candidates will be smaller. At the same time, decentralised trainings may open up possibilities for journalists who for family or other reasons have limited possibilities of traveling.

In 2019, UTPC's total staff costs amounted to TZS 568 million (SEK 2.1 million), including gratuity, social security contributions and medical insurance. As shown in Table 6, during the period 2017-2019, when UTPC in effect implemented the Strategic Plan, staff costs amounted to between 21% and 29% of total expenditures. The costs have gradually increased during the period. In comparison with 2015, the staff costs' share of total expenditures had almost doubled in 2019, while the share used for core programme activities had been reduced. Neither UTPC's narrative reports nor its financial reports have reflected on this development.

Amongst UTPC's nine employees, the average salary is around 3.6 million. There are, however, considerable variations, with salaries ranging from about TZS 1.2 million per month for the lowest salary to about 7 million for the highest. UTPC does not carry out

⁴⁴ EVK. 2020. Union of Tanzania Press Clubs: Management Letter for the year ended 30 December 2019.

or consult any salary surveys to determine how its salaries compare to those of other organisations. However, it appears that the salaries are reasonable in comparison with those of other donor funded CSOs.

As part of its contribution to the press clubs, UTPC finances one coordinator per press club. The coordinators monthly compensation is TZS 600 000, which is only half of what the lowest paid staff member at UTPC receives. Interviewees consider the press club coordinators' compensation to be insufficient. Under the new Strategic Plan 2021-2025, UTPC hopes to increase their salaries slightly.

Table 6 - Staff, administration and activities costs

Year	2015	2016	2017	2018	2019
Staff costs (M TZS)	312	369	533	562	568
Staff costs as % of total expenses	15%	28%	21%	26%	29%
General admin costs (M TZS)	172	179	223	195	156
Admin costs as % of total expenses	8%	14%	9%	9%	8%
Core programme activities costs	1582	769	1731	1 379	1 244
Core programme activities costs as % of total expenses	76%	58%	70%	65%	63%
Total expenses	2067	1317	2486	2 135	1 968

UTPC's board has over the past years met three times annually. The average cost per meeting is about TZS 15 million (SEK 56 000). Interviewees have suggested that the costs could be reduced with a smaller board. Another option is for UTPC to have some board meetings virtually, using an online communications tool.

5.3.2 How flexible was the strategy in adapting to changing needs of the journalists, press clubs, UTPC as an institution and the community it serves?

The needs of journalists and press clubs have changed in several ways since UTPC developed the Strategic Plan. The overall situation regarding freedom of expression has, according to most observers, deteriorated, the strength and capacity of several civil society actors concerned with the media situation has diminished, the training opportunities offered to journalists have become fewer and the need for media houses and journalists to embrace the concept of digital media has increased.

UTPC has made some changes to its strategic approach and activities to meet the changing needs. However, it should be acknowledged that the changing needs have not made UTPC's original approach, and the activities listed in the Strategic Plan, less important. Despite the changing environment, the key issues UTPC has focused on over the past five years remain as relevant today as they were in 2016. This does not mean that there is no need for UTPC to take action to further increase its effectiveness and efficiency, but these actions have limited connection to strategy flexibility.

As has been the case for most other organisations around the world, UTPC's operations were affected by the Covid-19 pandemic. In particular, the pandemic meant that UTPC cancelled its planned trainings and replaced them with Covid-19 related trainings organised by the press clubs themselves and with distribution of protective equipment for journalists.

5.3.3 How did the strategy coordinate with similar interventions in the media sector and beyond to encourage synergy and avoid overlaps?

The number of interventions similar to UTPC's is limited. There are few other organisations focusing specifically on media issues, and several of those that exist are, according to interviews, struggling to survive. Amongst those that are active, there seems to be a fairly well-functioning division of labour.

Some suggest that UTPC could do more to ensure that its activities do not infringe on the mandate of other organisations. Others are of the view, however, that UTPC could play a more active role and work in closer cooperation with other organisations, most notably on freedom of expression. It has also been mentioned that UTPC could strengthen its convening role and more actively facilitate dialogue, coordination and cooperation between different actors of relevance for the media sector. Interviewees have noted that UTPC has added value when facilitating dialogue and interaction between journalists and government representatives.

There are few umbrella structures and coordinating bodies for organisations concerned with press freedom. In existing bodies, such as the MCT and the loose freedom of expression network CoRI, UTPC may not play a leading role, but its participation and contribution is appreciated. UTPC adds significant weight to these bodies, in particular through the network of press clubs and the large membership these clubs have. Interviewees have noted that UTPC is not a member of the Tanzania Human Rights Defenders Coalition. UTPC stresses that there are more demands on the Union than it can take on with its limited staff resources, and that expectations have increased as the capacity of other groups has become more limited.

5.3.4 What is the added value of Union of Tanzania Press Clubs interventions relative to other Media CSO players?

Amongst interviewees, there is a strong consensus that UTPC's primary asset is its nation-wide network of press clubs, which they describe as unique. Through the network UTPC has the infrastructure needed for providing assistance to a significant share of all journalists in the country. The network also means that UTPC can mobilise and claim to represent a very large constituency when needed for advocacy reasons. Furthermore, through the press clubs and their journalists, UTPC can serve as a very effective tool for raising public awareness. Interviewees have questioned why other development organisations have not recognised to a higher extent the potential of working with UTPC to raise public awareness and strengthen social accountability.

Besides adding value through its nation-wide network of press clubs, interviewees have highlighted UTPC's importance as one of very few actors providing training opportunities for existing journalists. This added value may be even further enhanced if the government officially recognises UTPC as a provider of the journalism diploma required by the Media Services Act.

5.4 IMPACT

Impact concerns “the extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.”

5.4.1 What is the overall impact of the strategy in term of positive or negative, intended or unintended, higher-level results?

The overall negative developments of freedom of expression over the past five years has hampered UTPC's possibilities of contributing to higher societal level impact. Although the overall goal of UTPC, according to the Strategic Plan, is “A democratic Tanzania fully embracing free, independent and strong media” the number and strength of other forces influencing this development have been such that UTPC's contribution to its attainment has been limited.

The Logical Framework Approach set out in the Strategic Plan uses Reporters without Borders' World Press Freedom Index as an indicator to assess progress towards UTPC's goal. As a baseline value, the Logical Framework notes that Tanzania in 2015 ranked 71st amongst the countries of the world. In 2020, Tanzania had fallen to rank 124. The Logical Framework also used Freedom House's index for assessing political rights and civil liberties. Tanzania's score has in this index fallen from 63 in 2015 to 34 in 2020.⁴⁵

As mentioned, UTPC's work has also focused on raising people's awareness through the press, broadcast media and social media, including through channels and programmes managed by the press clubs themselves. UTPC's focus on increasing skills and knowledge of journalists and ensuring access to basic facilities at the press clubs has, according to interviews, contributed to strengthened capacity to raise public awareness. One interviewee argues, for instance, that the UTPC trainings have contributed to the past few years increase in articles and programmes on environmental issues.

Through an initiative like the CiC supported ECD project, UTPC has also provided opportunities for journalists to specialise in a topic of fundamental importance for individual and societal development. As part of the ECD project, UTPC has not only supported journalists to focus on issues of early childhood development, it has also given them opportunities to follow up on their previous stories to see if they may have

⁴⁵ The log frame provides another baseline figure for Tanzania for year 2015. This figure does not correspond with Freedom House's historical data for its Freedom in the World index (<https://www.ecoi.net/en/document/1227426.html>)

contributed to changed practices. According to interviews and data collected by UTPC, there are indications that the attention journalists have drawn to specific issues have resulted in genuine changes from an ECD perspective.

Finally, it should be noted that even though the evidence that UTPC has contributed to societal level changes is limited, there is amongst those interviewed broad agreement that Tanzania needs a professional association of journalists to strengthen professional standards and to protect the rights of journalists. Interviewees argue that the press clubs and UTPC are the most relevant bodies for achieving this, and that they provide value to both the profession in general and to individual journalists. Despite the negative developments seen in recent years, many interviewees believe the press freedom situation would have been worse if UTPC and the press clubs had not been around, and that people's access to relevant and accurate information, in particular in rural areas, would have been negatively affected.

5.4.2 Did the UTPC act to avoid any unplanned negative impact? If so, what was the result of its actions?

In 2020, to ensure that it did not contribute to the spread of Covid-19, UTPC cancelled its regular training activities, which would normally draw together participants from around the country. The evaluation team is not aware of UTPC acting to avoid any other unplanned negative impact, nor is it aware of any need to take any such actions.

5.5 SUSTAINABILITY

According to OECD/DAC, sustainability concerns “the extent to which the net benefits of the intervention continue, or are likely to continue.”⁴⁶

5.5.1 How far was the strategy embedded in local press clubs and government institutional structures?

Most press clubs perceive they had a high degree of ownership over the Strategic Plan. As members of UTPC, they have formal control over UTPC's governance and ultimate control over its strategic priorities. UTPC consultations with the press clubs preceding the adoption of the strategy also helped in ensuring ownership, although some interviewees claim that they have never seen the final strategy. As UTPC did not secure full funding for its Strategic Plan, consultations between Sida and the UTPC Secretariat played an important role in determining which activities that UTPC should prioritise. This process affected the value of the consultations between the Secretariat and the press clubs.

UTPC directed the lion's share of its support at the press clubs. However, the core training activities carried out under the strategy were, as mentioned, organised directly by UTPC. Many interviewees, in particular press club representatives, believe that

⁴⁶ OECD/DAC Network on Evaluation Criteria. 2019. Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use.

efforts to strengthen the press clubs would have benefitted from an arrangement in which the press clubs themselves had responsibility for the trainings. A few interviewees have, as mentioned, suggested that all aspects of the trainings, from the recruitment of trainers to curriculum development, should be given to the individual press clubs. Others have, as reflected above, suggested that the strategy should have provided more flexibility in terms of how it related to the individual press clubs' different needs.

The Strategic Plan states it has “been anchored within the frameworks of all development plans that the country is pursuing and it is the aspiration of UTPC to play an important, active and meaningful role in contributing towards the development of the country.” UTPC and press clubs have invited government representatives at both national and regional level to participate in UTPC and press club activities. Many interviewees have appreciated these initiatives. There has, as mentioned, also been discussions between UTPC and the government about closer cooperation on how to ensure that journalists can obtain the training and diploma required under the Media Services Act. The individual press clubs have often used World Press Freedom Day as an opportunity to engage and build relationships with different government authorities. Considering the overall situation in terms of press freedom and the shrinking civic space generally, the strategy and UTPC's approach appears to be as embedded as can be expected.

5.5.2 Is it likely that the benefits (outcomes) of the strategy are sustainable?

The most significant benefits of the UTPC strategy relate to the press clubs and to journalists. The support of UTPC has been instrumental in ensuring the effective operations of the press clubs during the strategy period. Without UTPC support, many press clubs would have struggled to survive and play a significant role for its members. That press clubs during the strategy period have had a UTPC-funded coordinator has enhanced their fundraising capacity and provided them practical skills in project development. Several press clubs have also raised funds for separate project from other sources than UTPC. According to interviews, the financial management training provided by UTPC and UTPC's reporting requirements have contributed to strengthened project management capacity of the press clubs.

The capacity development support to journalists in the form of trainings must be regarded as reasonably sustainable. In line with the principles of effective adult education in general, the value of the trainings will be directly related to the extent to which the trainees can apply the knowledge obtained in their daily work. As the trainees were practising journalists that presumably have a particular interest in the topic addressed, the evaluation team assumes that the trainings and the knowledge imparted through them are characterised by a reasonable level of sustainability. The degree to which trainees and trainers have continued to stay in contact and share knowledge and ideas after the trainings has varied from training to training and has been more

dependent on the individual participants and trainers than on initiatives from UTPC. The knowledge and skills obtained by the 26 journalists selected as ECD champions in the regions may be particularly sustainable, as these champions are supported for a sustained period to apply the knowledge they have obtained.

In comparison with the support provided to press clubs and journalists, UTPC's has only worked with media house and editors to a very limited extent. At is hard to identify any concrete results that can be traced back to this support, it is not possible to assess the sustainability of what might have been achieved.

5.5.3 What major risks are there for the Union of Tanzania Press Clubs' future operations?

UTPC'S annual income ranged during the period 2016-2019 from TZS 2 137 million to 2 165 million. During the first three years of the strategy period, Sida was UTPC's only donor, and provided over 99% of the total income. The remaining funds were membership fees from the press clubs. In 2019, UTPC started implementing two new projects: The one year Data Driven Advocacy through Alternative Media project funded by Freedom House and the three-year ECD project supported by Children in Crossfire. Sida's contribution to UTPC's annual income was therefore reduced somewhat, to 92%. In 2020, UTPC entered agreements on two new two-year projects funded by EU.

That UTPC has diversified its funding during the past couple of years is a welcome development. However, UTPC has remained highly dependent on Sida, which is of concern from a sustainability perspective. It is also of concern that Sida is the only donor that contributes with core funds to UTPC's Strategic Plan. Considering the current donor environment, there are limited prospects for UTPC to significantly reduce its dependence on Sida, especially for its work on strengthening press freedom.

Some interviewees have suggested that UTPC, thanks to its nation-wide network of press clubs, should have the capacity to attract broad support from donors who recognise the Union as an important tool for highlighting and raising awareness on important development issues. While this support may contribute to strengthening the knowledge and living conditions of journalists, unlike the support provided by Sida, its primary goal is not to strengthen Tanzania's press freedom and contribute to democratic development.

The diminishing space in terms of freedom of expression generally and freedom of the press specifically is another obvious threat to UTPC and what it is striving to achieve. UTPC recognises the seriousness of the situation and has, for instance, noted that "analytical, technical, economic and critical views on various national and regional issues" are "not forthcoming, due to fear of arrest or abduction."⁴⁷ No amount of

⁴⁷ Annual report 2018

journalistic training will address this challenge, even though UTPC's newly started training on safety and security of journalists is important.

Finally, it is expected that in the near future UTPC will undergo a leadership transition at Secretariat level. The current Executive Director, who is planning to retire, has held his position since UTPC started operating in its current form and is in a position of unique knowledge, experience and contacts. UTPC's plan is that a new Executive Director will start working in February 2022 and that there will be few months overlap between the new and the old director.

6 Conclusion

UTPC's strategy is well in line with Sweden's strategies for development cooperation with Tanzania and the needs and priorities of both press clubs and journalists. Nevertheless, UTPC could further enhance the relevance of its work by partially revising the thematic focus of trainings and by better tailoring its support to the individual needs of the different press clubs. In relation to the media development policies and initiatives of the Government of Tanzania, UTPC's approach appears to be as relevant as can be expected for an organisation aiming to promote press freedom. Considering the prevailing political context, some of those interviewed would like to see UTPC play a more prominent role in the protection and promotion of freedom of expression. Many others believe that UTPC should be a capacity development organisation rather than an advocacy organisation, or that it manages well to balance these different roles.

Overall, the data collected show that there are few unnecessary overlaps between the work of UTPC and that of other actors concerned with media related issues. There is room to strengthen the cooperation between these actors and there are demands on UTPC to take on a more active role in this regard. Whether it can do so with its current staff resources is uncertain.

UTPC's move to an Outcome Mapping-based monitoring and evaluation system, as encouraged by Sida, created several challenges. It changed not only the framework for follow-up. The original outcomes, which were part of the agreement with Sida, were also changed, which in turn influenced how UTPC prioritised its activities. Sida and UTPC did not amend its agreement to accommodate these changes. In its financial reporting, UTPC maintained budget lines that corresponded to the original outcomes, even though it did not assess results in relation to these outcomes.

The Outcome Mapping based system UTPC adopted included relevant outcome challenges and valuable progress markers for following up the programme. In relation to the press clubs and to some extent journalists, UTPC also had a functioning system in place for collecting the data required. However, UTPC could have aggregated the information on both activities and results more rigorously and reported on them in a more systematic manner to allow for effective follow up and learning. The absence of baselines also affected the possibility of assessing progress over the entire the programme period. It should also be mentioned that UTPC's gender-related progress markers focused on issues of women's participation and representation. Indicators looking at the existence of gender policies and gender portrayal in media might also have been.

UTPC has during the strategic period contributed importantly in relation to the outcome challenges for press clubs and journalists, even though several planned activities were not carried out because of the Strategic Plan only being partially funded. The main achievement overall was arguably that UTPC kept the nation-wide system of 28 press clubs functioning and delivering services perceived as valuable by member journalists. However, UTPC did not implement much of its original plans for strengthening the long-term institutional capacity of the press clubs. In relation to media owners and editors, UTPC carried out few activities and its progress towards achieving the outcome challenge was limited. That UTPC could not realise its original plans of supporting the establishment or strengthening of a trade union for journalists undermined prospects of achieving sustained progress on the working and living conditions of journalists. UTPC's core trainings were appreciated amongst journalists, especially as many of them have no other training opportunities. There is a need to update existing training manuals and to more systematically follow up the extent to which participants use the skills and knowledge obtained.

UTPC has in place an appropriate structure for an effective, transparent and democratically governed organisation, and this structure is on the whole effectively implemented. However, the Union can in some respects further enhance the transparency of its operations. It can develop its website and ensure that essential information about its operations—including minutes of board and member meetings, annual reports and financial statements—are readily available to anyone interested. Most importantly, it should ensure that the press clubs are audited in a timely manner.

There has been no correlation between UTPC's financial reporting and its results reporting. This has negatively affected possibilities for assessing efficiency. The individual costs incurred by UTPC appear, however, to be reasonable. The salaries UTPC pays to its Secretariat staff, for instance, is not excessive in comparison with those of other similar donor-funded CSOs. The compensation UTPC pays to the press club coordinators is low in comparison with the compensation paid to press club staff. As for trainings, the costs per person trained is fairly high. While there are financial risks associated with a move towards decentralising training to the levels of the press clubs, this could cut trainings costs significantly. In the future, web-based trainings, or an e-learning platform, could also contribute to increase outreach and reduce costs.

The shrinking civic space effectively undermined UTPC's chances of contributing to higher level societal changes in general and to improvements in the press freedom environment in particular. Journalists can nevertheless raise important issues essential for bringing about change, and there is broad agreement that UTPC in different ways has contributed to this capacity. There is also agreement that the network of press clubs is essential from a press-freedom perspective and for ensuring journalistic standards.

The evaluation team assesses that the Strategic Plan has been well-embedded within the institutional structures of the press clubs overall, but it should be possible to better tailor the support to their individual needs and to ensure stronger press club ownership by providing greater influence over the logistical aspects of trainings. From a

sustainability perspective, a concern is otherwise UTPC's and many of the press clubs' high degree of financial dependence on Sida. As the support provided to journalists is primarily in the form of training and similar capacity development support, this aspect of UTPC's work is not dependent on future programme implementation and thus characterised by a level of sustainability.

7 Recommendations

This section sets out 17 recommendations on how UTPC can further strengthen its operations and follow up and report on its achievements and challenges. It also includes a recommendation to Sida.

7.1 RECOMMENDATIONS TO UTPC

- 1. Tailor support to needs of individual press clubs**
UTPC should, to a higher degree, tailor its support to the press clubs' individual needs, while at the same time ensuring that the support is perceived as equitable.
- 2. Review the set of trainings offered**
UTPC should, for the coming strategy period, review the set of trainings offered to ensure that all trainings remain relevant to the needs and interests of journalists.
- 3. Develop and update training manuals**
UTPC should update and develop its training manuals, taking into account the lessons learned from past trainings.
- 4. Develop web-based trainings**
UTPC should start exploring the possibility of developing web-based training modules and an e-learning platform.
- 5. Follow up on relevance and effectiveness of trainings**
UTPC should, through surveys or interviews, follow up the extent to which training participants use, in practice, the skills and knowledge obtained from UTPC's trainings. This follow up should be carried out some time after the trainings and inform UTPC of their practical applicability, whether UTPC and the press clubs reach the most relevant target groups, and if any adjustments should be made to the content of the trainings and the way they are delivered.
- 6. Decentralise trainings**
The logistical aspects of trainings offered for press club members should be gradually shifted from UTPC to the press clubs. Responsibility for curriculum development, recruitment and training of trainers and quality assurance generally should remain with UTPC.
- 7. Develop a mentoring programme**
UTPC should considering complementing its current capacity development initiatives with a mentorship programme for investigative journalism, through

which journalists under a longer period can receive advice, guidance and the feedback from more experienced colleagues.

8. **Ensure comprehensiveness and specify priorities of the Strategic Plan**
The Strategic Plan should be written with an intention of encompassing all aspects of UTPC's work. It should explain what aspects will be prioritised and which aspects that will not be prioritised in case the plan is not fully funded.
9. **Broaden the gender-related indicators/progress markers**
Develop gender-related indicators or progress markers that not only look at women's participation and representation. Depending on the focus of the new Strategic Plan, it may, for instance, be relevant with indicators/progress markers focusing on the existence and implementation of gender policies in both media houses and press clubs, and on gender portrayal in the media.
10. **Ensure that annual reports give an overview of the extent to which planned activities are implemented**
UTPC should ensure that its reporting on activity implementation is directly linked to strategic and annual plans. An overview of the degree to which planned activities have been implemented can be effectively shown in a tabular format. While effective programme implementation requires flexibility, significant changes to planned activities should be documented and motivated.
11. **Ensure that reporting on results is linked to the results assessment framework**
UTPC should ensure that its reporting on attainment of results is directly linked to its results assessment framework. If this framework also in the future takes the form of outcome challenges with related progress markers, the degree to which these progress markers are attained and progress towards the outcome challenges achieved should be systematically discussed in a manner that shows changes in relation to baseline values and previous years' situation. If certain progress makers and outcome challenges are not followed up, the reasons for this should be explained.
12. **Disseminate key organisational information online**
UTPC should further strengthen its transparency by publishing, on its website, essential information about its operations, including minutes from board and member meetings, annual reports, financial statements and the Strategic Plan.
13. **Reduce the salary gap between Secretariat staff and press club coordinators**
UTPC should strive to reduce the gap in compensation between the staff at the Secretariat and the coordinators at the press clubs. Currently, the lowest the paid staff members at the Secretariat have a gross salary that is about twice as high as the salary of a coordinator.

14. Strengthen the management capacity of the press clubs

UTPC should pay increased attention to capacity development of press club officials, in particular on administration and management. In addition to formal trainings, UTPC should have the capacity to provide tailored advice and guidance on an ad-hoc basis. UTPC should assist the press clubs in setting up necessary systems and developing manuals for its operations, including on financial management.

15. Ensure timely audits of press clubs

UTPC should ensure that the press clubs are audited in a timely manner.

16. Diversify the funding base

UTPC should continue focusing on diversifying its funding base.

17. Develop a leadership transition plan

The Board should develop a transition plan to guide the planned leadership transition at the Secretariat.

7.2 RECOMMENDATIONS TO SIDA

1. Ensure that the Strategic Plan includes information on its priorities in case it is not fully funded

When providing core support towards an organisation's strategic plan, Sida should request that the plan includes information on which activities and objectives that will be prioritised in case it is not fully funded.

2. Encourage implementation of evaluation recommendations

Sida should encourage UTPC to implement the recommendations of this evaluation. In particular, Sida should encourage UTPC to geographically decentralise its trainings and strengthen its monitoring of, and reporting on, activities and results.

Annex 1 - Terms of Reference



Terms of Reference for the Evaluation of Union of Tanzania Press Clubs strategic Plan 2016 – 2020, programme support in Tanzania

Date: 2020.05. 14

INTRODUCTION AND BACKGROUND INFORMATION

The Union of Tanzania Press Clubs (UTPC) is a non-profit organisation dedicated to helping journalists in the country by offering training, capacity building opportunities, and coordinating a network of local level support organisations known as press clubs. Founded in the early 1990's, UTPC is the umbrella coordination body for press clubs operating in Tanzania. UTPC invests in strengthening press clubs in the belief that journalists are more effective in their jobs when supported by their professional community at the local level. In this way, UTPC is committed to informing and educating press club members and the public by ensuring that press clubs are effective and representative.

There are 28 press clubs operating in Tanzania and all of them are supported by UTPC. The collective press club membership includes freelance and formally-contracted reporters, columnists, opinion leaders, new media journalists, editors, photographers, bloggers and other members of the media fraternity, with an interest in local and national development.

UTPC operates under the leadership of a democratically-elected Board of Directors, a secretariat with professional staff, out of a physical office situated along Balewa Road, Isamilo Area, within Mwanza City.

Profile of the UTPC

As provided for in its Constitution, UTPC's organisational structure, is made up of three major bodies namely the Members General Meeting (MGM), the Board of Directors, and the Secretariat.

Members General Meeting (MGM)

This is the highest policy-making body comprising a total of 84 members, all drawn from the Press Clubs whereby each club is represented at the MGM by three office bearers, including Chairpersons, Secretary Generals and Treasurers.

Board of Directors

This is a supervisory body consisting of 10 members-President, Vice President and eight members elected by the MGM, and an Executive Director, an ex-officio member who is also an overall in-charge of the secretariat. The Board conducts its affairs under the guidance of various instruments such as the UTPC constitution, Board charter and various manuals

Secretariat

This is an implementation body charged with management of UTPC's day-to-day administrative and financial matters as well as devising, coordinating and overseeing programmes' implementation (to fruition) and subsequently evaluating. To execute its activities, the Secretariat is being informed by the UTPC constitution, Board resolutions, various manuals such as procurement, finance and human resource manual, just to mention a few.

CONTEXTS UNDERWHICH THE UTPC 2016 – 2020 STRATEGY WAS DESIGNED.

Political and legal context in Tanzania

Tanzania is an active member of East Africa Community (EAC) since the Treaty for Establishment of the East African Community was signed on 30 November 1999 and entered into force on 7 July 2000 following its ratification by the original three Partner States – Kenya, Tanzania and Uganda.

Currently, development in Tanzania is faced with many challenges including donor dependency syndrome, weak and low capacity for economic management, failures in governance and accountability, and ineffective service delivery. Tanzania started a Constitutional review process which everyone thought would have been finalised in 2015 ahead of the general election.

Although the current Constitution of Tanzania provides for freedom of speech, several other laws induce self-censorship and limit the ability of the media to function effectively. About 40 pieces of legislation are regarded as unfriendly to the press by Freedom House International⁴⁸. The National Security Act, for instance, allows the government to punish any investigative journalism that touches on information it considers classified. Perhaps the most infamous of these anti-press laws is the 1976 Newspaper Registration Act, which empowers authorities to register or ban publications "in the interest of peace and good order." Public officials use both criminal

⁴⁸ Freedom of the Media in Tanzania, 2012

and civil defamation suits to weaken cash-strapped media houses. Again in between 2016 and 2019, Tanzania has passed several laws that in many ways infringe rights to information. To mention a few; Freedom of Information act, access to information act, Media service act, statistics act and recent amendment of NGO act.

Public officials and prominent business leaders frequently use court injunctions to suppress critical reporting. Other laws, such as the Civil Service Act and the Public Leadership Code of Ethics Act, block access to information for journalists. Many public officials face legal restrictions on providing information to the media. Progress on enacting freedom of information legislation has been slow, with continued consultations on draft legislation. In January 2011, the then Minister of Culture and Information, Emmanuel Nchimbi told media stakeholders that the government would do everything in its power to pass a Freedom of Information bill. However, no further progress was made on the bill.

The 1993 Broadcasting Services Act provides for state regulation of electronic media and allows the Tanzania Communications Regulatory Authority (TCRA), a nominally independent agency, to close stations at will. There is concern that the TCRA is subject to government influence because its Board Chairman and Director General are both Presidential appointees. Media advocacy groups are generally able to operate freely. In 1995, an independent self-regulatory body, the Media Council of Tanzania (MCT), was established to help promote a freer and more open media sphere. Since its inception, the MCT has helped settle defamation lawsuits, worked toward preserving media freedom and journalistic ethics, and encouraged new media policies and legislation.

Although cases involving the police and ruling party's supporters abusing journalists were more prevalent during the 2010 election year, some incidents still occurred in 2011 and 2012. Most recently, Reporters without Borders issued a statement condemning the recent murders of two journalists who had been murdered in the course of executing their duties as journalists⁴⁹. Daudi Mwangosi became the first Tanzanian journalist to be killed in connection with his work while he was covering a political demonstration in Nyololo village, in the Southern Highlands region of Iringa, on 2nd September 2012. And to date there are many cases in Tanzania of journalists arrests, intimidation and imprisonment.

Conditions in semi-autonomous Zanzibar remain more restricted than it is on the Mainland. There are indications that the Zanzibar government is interested in reforms, as the MCT now has a branch on the isles, press clubs are operating, and an editors' forum was founded in 2009. However, Zanzibar officials continue to monitor the content of both public and private radio and television broadcasts. Zanzibar "Wiki Hii" is the region's only private weekly, though it generally avoids critical coverage of the leadership, as implicating Zanzibar lawmakers in criminal activities can result in a

⁴⁹ <http://en.rsf.org/tanzanie-community-radio-reporter-found-11-01-2013,43910.html>

minimum fine of approximately \$200 or three years' imprisonment. The government publishes the region's only daily paper, "Zanzibar Leo". There are four private radio stations, although none are critical of the government; two are owned by ruling party's supporters, and the others predominantly focus on religious issues. Residents can receive private broadcasts from the Mainland, and opposition party politicians have access to the state media outlets. However, state television channels from the mainland are broadcast with delays to allow Zanzibar officials to censor the content. Journalists must be licensed and obtain permits to cover developments related to the police work and the prison system. A group of Zanzibar police had badly beaten up Channel Ten TV journalist Munir Zakaria for taking pictures of an evacuation operation by the Municipal Council in the Darajani area in the island, in January 2011.

Technological

In the past few years, with the evolution of the web and a rapid deepening of internet and mobile phone penetration of Tanzania, an alternative space for journalism has emerged. The increasing popularity of social networking sites like Facebook and Twitter and the success of Jamii Forums and blogging, coupled with the growth of mobile phone usage in the country (62% of Tanzanians is now having household access), point to a huge potential for online and citizen journalism. The rise in access to mobile phones also represents a potential boost for access to broadcast media – either by people listening to the radio on their cell phones or by sharing information heard on mass media throughout their personal networks via SMS.

Information in this regard is also easily exchanged thereby allowing people to transmit information from hard to reach places more easily. The fast growing mobile phone market does offer promising possibilities for the future of professional and citizen journalism in Tanzania.

Although their numbers are growing, internet users are still a small minority (3%) and constitute an even smaller pool of potential media consumers and active media producers (citizen journalism). While Tanzania's internet usage rate was 12% of the population in 2011, the rate has increased dramatically since 2005 and is expected to grow in the years to come, according to a report by the Tanzania Communications Regulatory Authority⁵⁰. Although there were no explicit government restrictions on the medium in 2011, there were reports that officials monitored internet content and activity.

The technological advancement in the field of mobile phones, mobile pads, various audio visual recorders and cameras, will be put into use in improving media operations. Quality audio – visual stories, features and programs, will be published and broadcasted in various local, national and international media outlets. The context analysis of the Tanzanian media landscape addressed above describes the environment in which UTPC operates.

⁵⁰ <http://www.tcra.go.tz/index.php/publication-and-statistics/reports>

PROGRAMME CONTEXT

UTPC is an umbrella organization based at head office in Mwanza with 28 press club members, one in each region Tanzania. UTPC has mechanisms including MoU through which member clubs and UTPC are accountable to. All the members or persons in each press club are journalists, some are freelancer and others employed by media houses in Tanzania but based in regions. Every member of the club has responsibilities to the club and the club is responsible to UTPC. One of the responsibility of each member of the club is to pay membership fee to the club and in the same way each press club pays membership fee to UTPC, the mother organization.

On organizational and governance set up, UTPC has its own director of the organization and other staff below in the hierarchy which all are recruited by merits and not by election. UTPC director is recruited by UTPC board which serves for every 5 years. UTPC has the board whose members are elected. Above the Board, there is AGM (Annual General Meeting) which elects the president and vice president of UTPC. According to UTPC constitution, once elected as president and vice president, automatically the president becomes board chair and the vice president as member of the board. Practically, the board chair and the vice presidents are members of the press clubs. Most of the board members according to UTPC constitution are press club members.

On implementation modality, UTPC retains final fiduciary and program accountability to the donor. All the funds are disbursed to UTPC who wires the same to press clubs based on needs as stated in the program or strategy document. There are activities that are UTPC led and others that are press club led including management of the activity and retirement of the fund to UTPC. UTPC always strives to balance its interest and press club interest in order to move smoothly in the same direction. At times UTPC is forced to review its internal mechanisms managing relationship with member clubs to maximize delivery of its intended objectives. UTPC has developed MOU with its press clubs to manage expectation, relationship and operations. The MOU was approved by the board and AGM

Given the challenges facing media sector in Tanzania, most of UTPC interventions have been directed to training of journalists to upgrade knowledge and reporting capacity to be able to sell news and also stir development agenda in the country. The entire work of UTPC is to contribute to regional development while promoting for free media and thus why training for UTPC and press club is the key for sustainability of their work. UTPC throughout the strategy worked to improve press club working conditions. All the press club running costs are paid by UTPC. Such support has enabled press clubs to operate and design own internal funding mechanisms to support self running of the clubs. Some of the press clubs have bought land, some have started small scale business to finance other internal running cost that UTPC can not pay.

UTPC in 2017 changed its system of reporting from logical framework to outcome mapping which had some diversion on the way intended outcome was envisioned in the first place. The reason for the change was that, it seemed more relevant to apply outcome mapping model as intended results of UTPC as defined in their strategy were more specific, much of a process and somehow output based due to the nature of their work. For example support to press club, journalists trainings and fees that were collected from the members. It doesn't mean UTPC does not have long term change ambitions, but it sounded that outcome mapping will easily monitor actions and outputs and ultimately be able to generate long term expected outcome.

UTPC has had many challenges in its operations, some of them being, press club lack of management skills, inadequate linkages between UTPC and media owners and lastly not least the ever changing political and legal context in Tanzania.

1. Evaluation object and scope

Embassy's of Sweden support to Union of Tanzania Press Clubs falls under result area three on Swedish development strategy in Tanzania for 2013 – 2019 which claim for accountability and improved democratic governance. Union of Tanzania Press Clubs is funded for a period of five years 2016 – 2020 with 39,000,000 MSEK for implementation of its activities in Tanzania.

This is the second time Sida commissions evaluation for Union of Tanzania Press Club 2016 – 2020 strategy. The first one was done in 2014 for UTPC 2011 – 2013 strategy. The current evaluation is an end term evaluation which does not only measure extent at which Union of Tanzania Press Clubs achieved its intended results (2016 – 2020) but also serves as an input as Union of Tanzania Press Clubs is set to implement its future strategy.

In the current strategic document Union of Tanzania Press Clubs describes that from the lessons learned in the previous implementation period, it has refined its monitoring and evaluation approach by grounding it in to depth with a broader result audiences that they would like to influence.

While it is important to assess UTPC alignment to its own set of outcome, it is also important and relevant to assess UTPC beyond the expected results. This evaluation will not disregard other engagements/activities that are beyond UTPC's result framework. The legal and media context under which UTPC is operating is regularly changing and subsequently might as well have affected design and operations of interventions.

Important to note UTPC is a member based organization with 28 press clubs, one in each region in Tanzania. There are activities that are directly implemented by press clubs and those by UTPC and therefore both ends will need to be effectively assessed.

2. Evaluation rationale

The current Union of Tanzania Press Clubs strategic plan covers the period from 2016-2020 and the organization has already embarked on a process to develop a new strategy, based on the various lessons learned through its own work, as well as from the external input and reviews. Still, an aggregated external evaluation is an opportunity for Union of Tanzania Press Clubs, its Board and its development partners to further describe and reflect on its approach as it embarks on its next strategy period.

The overall objective of the evaluation is to provide a comprehensive summary and aggregation of Union of Tanzania Press Clubs Tanzania activities over the 2016-2020 period, as well as establish, on a sample basis, the links (substantiated by evidence) between the activities and (a) stated organization's objectives, and (b) other observed changes in the relevant sectors especially media sectors and media partners (c) taking into account the socio-political context in which Union of Tanzania Press Clubs operates.

3. Evaluation purpose: Intended use and intended users

Evaluation purpose,

- Serve as an input to Union of Tanzania Press Clubs's learning and future reflections.
- The evaluation will be used to inform the board of Union of Tanzania Press Clubs and Press Clubs on Union performance, challenges and recommended way forward.
- Provide Sida and other donors supporting Union of Tanzania Press Clubs with knowledge about UTPC effectiveness and relevance in the current and future context.

The primary users of the evaluation report are,

- Union of Tanzania Press Clubs as the organization is the primary user of the evaluation report
- Press clubs in the 28 regions.
- Embassy of Sweden in Tanzania and other donors who are funding Union of Tanzania Press Clubs,

Secondary users,

- Other stakeholders who are UTPC's partners.

The evaluation is to be designed, conducted and reported to meet the needs of the intended users and tenderers shall elaborate in the tender how this will be ensured during the evaluation process.

During the inception phase, the evaluator and the users will agree on who will be responsible for keeping the various stakeholders informed about the evaluation.

4. Evaluation Objective, criteria and questions

The evaluation will assess on the following areas,

Organizational development benchmarks.

Progress in relation to Union of Tanzania Press Clubs's agreed benchmarks for internal development and outputs, given that in this strategic period it has become an independent organization. The evaluation should provide an overall analysis of how the organization has developed since 2016 with regard to its strategic thinking embraced in its theory of change and how that has been an integral part with development of procedures and routines for monitoring and evaluation.

Outcome, quality of outputs, and reach.

This portion of the evaluation (Union of Tanzania Press Clubs also uses outcome mapping approach) will examine the outputs and analyze them in relation to the desired outcomes and theory of change; and will assess their quality, relevance, and reach. Value for money should be assessed taking into account the quality and quantity of outputs in relation to investments made by Union of Tanzania Press Clubs, and Union of Tanzania Press Clubs's general policy and practice to pay upon outputs delivered (not inputs), particularly in the Tanzanian context.

Assessment of the contributions to overarching goals.

The evaluation shall provide an analysis, on a sample basis, of the extent to which the overall Union of Tanzania Press Clubs program is likely to stimulate the envisaged government response on UTPC call on media freedom. It is imperative that the evaluation considers provision of analysis of UTPC immediate objective of ensuring there is promotion of right of information at local and press clubs level. And that press clubs are actively working to promote regional development in their respective regions through journalism work. The evaluation is not expected to be able to provide "hard facts" but it should analyze and discuss the extent to which change can be expected to be a sustained effect of the program investment. This component ought to also include the assessment of Union of Tanzania Press Clubs's learning structure, including external evaluations, internal reviews and of how Union of Tanzania Press Clubs has been learning and evolving based on feedback and evidence.

Union of Tanzania Press Clubs is funded by more than one donor therefore it is expected that the result of this evaluation will be shared to all donors. At the moment Union of Tanzania

Press Clubs is funded by, Embassy of Sweden, USAID and Children Crossfire. Some of the donors are activity based.

These questions are to be further worked out by the evaluation team/consultant, as part of the inception report. The question should include and not limited to;

Relevance

- To which extent has the strategy conformed to the needs and priorities of the beneficiaries (press clubs, journalists, and local community for example) and donor policies?
- Is the strategic plan in line with media development policy/initiative/initiative of the government of Tanzania?
- Are there potential risks with Union of Tanzania Press Clubs's future operations?
- With current political context, how do donors, press clubs/journalists, and other media actors view Union of Tanzania Press Clubs's role?

Efficiency

- What is the general impression on value for money in relation to results achieved?
- How flexible was the strategy in adapting to changing needs of the journalists, press clubs, UTPC as an institution and community it serves.
- How did the strategy coordinate with similar interventions in the media sector and beyond to encourage synergy and avoid overlaps?
- What is the added value of Union of Tanzania Press Clubs interventions relative to other Media CSO players?

Effectiveness

- To which extent has the strategic plan contributed to intended outcomes? If so, why? If not, why not?
- To what extent has lessons learned from what works well and less well been used to improve and adjust strategy implementation?

Impact

- What is the overall impact of the strategy in terms of direct or indirect, negative and positive results? (based on outcome mapping and beyond)
- Did the program take timely measures to mitigate the unplanned negative impact? What was the result?

Sustainability

- Is it likely that the benefits (outcomes) of the strategy are sustainable?
- How far was the strategy embedded in local press clubs and government institutional structures?
- Has the strategy leveraged knowledge and interventions to ensure sustainable impact?

5. Evaluation approach and methods for data collection and analysis

It is expected that the evaluator describes and justifies an appropriate evaluation approach/methodology and methods for data collection in the tender. The evaluation design, methodology and methods for data collection and analysis are expected to be

fully developed and presented in the inception report. A clear distinction is to be made between evaluation approach/methodology and methods.

Sida's approach to evaluation is utilization-focused, which means the evaluator should facilitate the *entire evaluation process* with careful consideration of how everything that is done will affect the use of the evaluation. It is therefore expected that the evaluators, in their tender, present i) how intended users are to participate in and contribute to the evaluation process and ii) methodology and methods for data collection that create space for reflection, discussion and learning between the intended users of the evaluation.

Evaluators should take into consideration appropriate measures for collecting data in cases where sensitive or confidential issues are addressed, and avoid presenting information that may be harmful to some stakeholder groups.

6. Organisation of evaluation management

This evaluation is commissioned by Embassy of Sweden in Tanzania. The intended users are Embassy of Sweden, UTPC and its partners funding Union of Tanzania Press Clubs. The intended user Embassy of Sweden is the commissioner of the evaluation and the lead entity for this assignment. Other partners funding Union of Tanzania Press Clubs have contributed their inputs and agreed on the ToR for this evaluation. The Embassy of Sweden will approve the inception report and the final report of the evaluation. Embassy of Sweden including other partners funding Union of Tanzania Press Clubs will participate in the start-up meeting of the evaluation, as well as in the debriefing/validation workshop where preliminary findings and conclusions are discussed.

7. Evaluation quality

All Sida's evaluations shall conform to OECD/DAC's Quality Standards for Development Evaluation⁵¹. The evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation⁵². The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

8. Time schedule and deliverables

It is expected that a time and work plan is presented in the tender and further detailed in the inception report. The evaluation and other related assignment shall be carried **out for a period of approximately two or three months including reporting depending on COVID – 19 situation in Tanzania**. The timing of any field visits, surveys and interviews need to be settled by the evaluator in dialogue with the main stakeholders during the inception phase.

The table below lists key deliverables for the evaluation process. Deadlines for final inception report and final report must be kept in the tender, but alternative deadlines

⁵¹ DAC Quality Standards for development Evaluation, OECD, 2010.

⁵² Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014.

for other deliverables may be suggested by the consultant and negotiated during the inception phase.

Deliverables	Participants	Deadlines
1. Start-up meeting Union of Tanzania Press Clubs Office	Embassy of Sweden, UTPC and Evaluators	To be discussed as COVID-19 unfolds in TZ
2. Draft inception report	Evaluator,	To be discussed as COVID-19 unfolds in TZ
3. Inception meeting Union of Tanzania Press Clubs office - Mwanza	Embassy of Sweden, UTPC and other primary users of the report	To be discussed as COVID-19 unfolds in TZ
4. Comments from intended users to evaluators	Embassy of Sweden	To be discussed as COVID-19 unfolds in TZ
5. Final inception report	Evaluator	To be discussed as COVID-19 unfolds in TZ
6. Debriefing/validation workshop (meeting)	Embassy of Sweden, USAID (Pact), Children Cross fire	To be discussed as COVID-19 unfolds in TZ
7. Draft evaluation report	Evaluator	To be discussed as COVID-19 unfolds in TZ
8. Comments from intended users to evaluators	Embassy of Sweden and Union of Tanzania Press Clubs	To be discussed as COVID-19 unfolds in TZ
9. Final evaluation report	Embassy of Sweden	To be discussed as COVID-19 unfolds in TZ

The inception report will form the basis for the continued evaluation process and shall be approved by Sida before the evaluation proceeds to implementation. The inception report should be written in English and cover evaluability issues and interpretations of evaluation questions, present the evaluation approach/methodology, methods for data collection and analysis as well as the full evaluation design. A clear distinction between the evaluation approach/methodology and methods for data collection shall be made. A specific time and work plan, including number of hours/working days for each team member, for the remainder of the evaluation should be presented. The time plan shall allow space for reflection and learning between the intended users of the evaluation.

The final report shall be written in English and be professionally proof read. The final report should have clear structure and follow the report format in the Sida Decentralised Evaluation Report Template for decentralised evaluations (see Annex C). The executive summary should be maximum 3 pages. The evaluation approach/methodology and methods for data collection used shall be clearly described and explained in detail and a clear distinction between the two shall be made. All limitations to the methodology and methods shall be made explicit and the consequences of these limitations discussed. Findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings and analysis. Recommendations and lessons learned should flow logically from conclusions. Recommendations should be specific, directed to relevant stakeholders and categorised as a short-term, medium-term and long-term. The report should be no more than 35 pages. A maximum of 35 pages is recommended, but the number of pages must relate to the complexity of the evaluation object excluding annexes (including Terms of Reference and Inception Report). The evaluator shall adhere to the Sida OECD/DAC Glossary of Key Terms in Evaluation⁵³.

The evaluator shall, upon approval of the final report, insert the report into the Sida Decentralised Evaluation Report for decentralised evaluations and submit it to Nordic Morning (in pdf-format) for publication and release in the Sida publication data base. The order is placed by sending the approved report to sida@nordicmorning.com, always with a copy to the Sida Programme Officer as well as Sida's Evaluation Unit (evaluation@sida.se). Write "Sida decentralised evaluations" in the email subject field and include the name of the consulting company as well as the full evaluation title in the email. For invoicing purposes, the evaluator needs to include the invoice reference "ZZ980601," type of allocation "sakanslag" and type of order "digital publicering/publikationsdatabas.

9. Evaluation Team Qualification

In addition to the qualifications already stated in the framework agreement for evaluation services, the evaluation team shall include the following competencies;

1. Evaluation specialist(s) with expertise in evaluation methodologies including outcome mapping, tracing and qualitative analysis
2. Excellent research and analytical skills, particularly in qualitative methodologies (e.g., process tracing, outcome mapping)
3. Social scientist and civil society specialist with good understanding of citizen agency for social change, improved accountability and service delivery
4. Significant experience working in East Africa; essential to have a keen understanding of the socio-political context in Tanzania in particular
5. Expertise in the Tanzanian context of public sector accountability and governance at both central and local levels

⁵³ Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014

6. The team should include at least one consultant with fluency in Swahili and have a gender balance
7. Previous experience of similar assignments.

A CV for each team member shall be included in the call-off response. It should contain a full description of relevant qualifications and professional work experience.

It is important that the competencies of the individual team members are complimentary. It is highly recommended that local consultants are included in the team if appropriate.

The evaluators must be independent from the evaluation object and evaluated activities, and have no stake in the outcome of the evaluation.

10. Resources

The contact person at Sida/Swedish Embassy is Stephen Chimalo, Program Officer, CSO and Education in Development Cooperation Division. The contact person should be consulted if any problems arise during the evaluation process.

Relevant Sida documentation will be provided by Stephen Chimalo

Contact details to intended users (cooperation partners, Swedish Embassies, other donors etc.) will be provided by Union of Tanzania Press Clubs.

The budget for the evaluation activity ranges between 600,000 – 675,000 SEK

The evaluator will be required to arrange the logistics for example bookings, travels and interviews including any necessary security arrangements.

11. Annexes

Annex A: List of key documentation (will be shared on request)

Annex B: Data sheet on the evaluation object

Information on the evaluation object (i.e. project or programme)	
Title of the evaluation object	Evaluation of UTPC strategic plan 2016 - 2020
ID no. in PLANIt	51170086
Dox no./Archive case no.	UM2016/09718
Activity period (if applicable)	Jan 1 st 2016 – Dec 31 2020
Agreed budget (if applicable)	39,000,000 SEK
Main sector ⁵⁴	Democracy and Human Rights

⁵⁴ Choose from Sida's twelve main sectors: education; research; democracy, human rights and gender equality; health; conflict, peace and security; humanitarian aid; sustainable infrastructure and services; market development; environment; agriculture and forestry; budget support; or other (e.g. multi-sector).

Name and type of implementing organisation ⁵⁵	NGO, Civil Society
Aid type ⁵⁶	Project
Swedish strategy	Tanzania strategy 2013 - 2019

Information on the evaluation assignment	
Commissioning unit/Swedish Embassy	Development Cooperation Division
Contact person at unit/Swedish Embassy	Stephen Chimalo
Timing of evaluation (mid-term, end-of-programme, ex-post or other)	End Term/strategy Evaluation
ID no. in PLANIt (if other than above).	51170086

Annex C: Decentralised evaluation report template

Annex D: UTPC Strategy document

⁵⁵ Choose from the five OECD/DAC-categories: public sector institutions; NGO or civil society; public-private partnerships and networks; multilateral organisations; and other (e.g. universities, consultancy firms).

⁵⁶ Choose from the eight OECD/DAC-categories: budget/sector support; core contributions/pooled funds; project type; experts/technical assistance; scholarships/student costs in donor countries; debt relief; admin costs not included elsewhere; and other in-donor expenditures.]

Annex 2 - Evaluation Matrix

The evaluation matrix below lists the OECD/DAC criteria and the revised evaluation questions linked to these criteria. Sub-questions have been developed for most evaluation questions in order to provide further guidance as to the focus of data collection and analysis. Strategies for data collection and analysis are reflected on.

Criteria	Revised EQ	Sub-questions/issues	Data collection and analysis
Relevance	To which extent has the strategy conformed to the needs and priorities of press clubs and journalists.	<p>What are the primary needs of the press clubs?</p> <p>What are the primary needs of journalists?</p> <p>To what extent does the SP and the actual activities carried out conform to identified needs?</p>	Data collection will primarily focus on interviews with press club representatives and journalists, and on a review of UTPC documentation. It will look at both at UTPC's plans as set out in the SP and the actual activities carried out. It will not equate the needs of press clubs with the needs of journalists.
	To which extent has the strategy conformed to Sweden's strategy for development cooperation with Tanzania?	<p>To what extent does the SP conform to the Results Strategy for Sweden's Development Cooperation with Tanzania 2013-2019?</p> <p>To what extent does the SP conform to the Strategy for Sweden's Development Cooperation with Tanzania 2020-2024?</p>	As the SP stretches over two Swedish strategies, its relevance in relation to both of these strategies will be assessed.

	Is the strategic plan in line with media development policy/initiatives of the government of Tanzania?	What are the most significant Government of Tanzania media policies and initiatives? Are there aspects of UTPC's SP that are not in line with GoT's policies and initiatives? If so, what are these discrepancies and what is the rationale/explanation?	Answered through text analysis/ comparison of key Government of Tanzania (GoT) media policies and initiatives on the one hand and the UTPC's SP on the other. The extent to which the SP is in line with GoT's policies and initiatives will be assessed through KIIs.
	With current political context, how do donors, press clubs/journalists, and other media actors view Union of Tanzania Press Clubs' role?	How is UTPC's role viewed with regard to: i) safeguarding and development of the legal and regulatory framework for an independent media? ii) promoting an economically sustainable media? iii) contributing to a strong professional capacity?	
Efficiency	What is the general impression on value for money in relation to results achieved?	Are management costs reasonable (assessing for instance overall cost for managing the programme, salary levels; office rent). Are activities cost-effective (assessing for instance cost per participant in workshops and training courses).	Answered through KIIs and an assessment of UTPC's narrative and financial reporting.
	How flexible was the strategy in adapting to changing needs of the journalists, press clubs, UTPC as an institution and the community it serves?	Has the SP been sufficiently flexible to allow UTPC to adapt its approach to: (i) the changing needs of UTPC, press clubs and institutions; (ii) changes in the external environment in which the programme is implemented; (iii) other unexpected obstacles affecting programme implementation? To what extent has an adaptive approach been facilitated by UTPC' donors?	Answered through KIIs and document review.
	How did the strategy coordinate with similar interventions in the media	To what extent did UTPC effectively coordinate or cooperate with other media development initiatives and organisations?	Answered through KIIs and document review.

	sector and beyond to encourage synergy and avoid overlaps?	To what extent is UTPC complementing or duplicating interventions and activities implemented by other actors?	
	What is the added value of Union of Tanzania Press Clubs interventions relative to other Media CSO players?	How is UTPC different from other actors supporting media development? Does it have a different focus or different way of working? If so, to what extent are these differences adding value.	This will mainly be answered through key informant interviews with UTPC staff, staff of other Media CSO players and KIIs' with knowledge of both UTPC and other media actors.
Effectiveness	To which extent has UTPC contributed to intended outcomes? If so, why? If not, why not?	Describe and analyse the effects of UTPC's journey from an M&E system grounded in an LFA to a system based on OM. To what extent has the main activities set out in the UTPC SP been implemented in practice. To what extent have products (e.g. reports or manuals) related to human rights or gender equality been developed? To what extent has progress markers related (i) press clubs, (ii) journalists) and (iii) media owners been attained? Has there been an increase in number of stories, features and programmes promoting regional development? To what extent are the press clubs achieving increased gender equality in terms of activity participation and governance	The extent to which UTPC has carried out activities as planned and, more importantly, contributed to expected outcomes will be identified through an assessment of UTPC's monitoring data for the outcome mapping, as well as through KIIs. How UTPC has contributed or why it has not contributed will be identified through key informant interview and a review of documentation.
	To what extent has UTPC in place the systems and practices required for an effective, transparent and democratically governed organisation?	To what extent has UTPC in place a formalised and well-functioning democratic governance structure? Is there clear and effective division of responsibilities between the board of UTPC, the UTPC secretariat, and the press clubs?	Data will be partly be collected through an assessment of UTPC's own monitoring data, but also through a review of UTPC's documentation, internal regulations and operational manuals, as well as KIIs.

		<p>Has UTPC sufficient staffing and other capacities in relation to its tasks and responsibilities (technical expertise, monitoring and evaluation, financial management etc.)?</p> <p>How well developed are UTPC's strategic networks?</p> <p>To what extent is UTPC managing to get the press clubs to pay their UTPC membership fee?</p>	
	<p>To what extent has lessons learned from what works well and less well been used to improve and adjust strategy implementation?</p>	<p>To what extent has UTPC's monitoring and evaluation system delivered robust, accurate, relevant, gender disaggregated and HRBA related information and lessons that can be used to improve progress towards objectives?</p> <p>What are the lessons learned?</p> <p>To what extent have lessons learned influenced implementation of the 2016-2020 SP and development of the 2021-2025 SP.</p>	<p>Data will be collected through a review of UTPC's M&E system and its practical application. The processes for ensuring that the M&E system contributes to lessons being learned and programme implementation adjusted accordingly will be assessed through a desk review and KIIs.</p>
Impact	<p>What is the overall impact of the strategy in term of positive or negative, intended or unintended, higher-level results?</p>	<p>Has UTPC contributed to "A democratic Tanzania fully embracing a free, independent and strong media?"</p> <p>Has UTPC contributed to increased accountability amongst power holders and generally contributed to strengthen or defend freedom of expression?</p> <p>Have the press clubs been successful in promoting rights of information and regional development?</p> <p>Has the UTPC contributed to other positive or negative societal level changes?</p>	<p>Data on the extent to which extent there is contribution to the Impact/Goal and the Immediate objective of the SP will be obtained through and assessment of UTPC's own monitoring data. Data from KIIs and the literature review will be used to more generally assess contribution to higher-level results.</p>

	Did the UTPC act to avoid any unplanned negative impact? If so, what was the result of its actions?	N/A	Answered through KIIs and review of documentation.
Sustainability	How far was the strategy embedded in local press clubs and government institutional structures?	<p>To what extent were the press clubs:</p> <p>(i) involved in developing the strategy?</p> <p>(ii) consulted on and involved in implementation of the strategy?</p> <p>(iii) involved in following up/evaluating the strategy?</p> <p>To what extent do the press clubs perceive that they “own” the strategy?</p> <p>To what extent has UTPC and the strategy managed to engage government actors?</p>	Answered through KIIs and review of documentation
	Has the strategy leveraged knowledge and interventions to ensure sustainable impact?	To what extent are the main results attained sustainable?	The sustainability of each of UTPC’s main results (as identified under the review of Effectiveness and Impact) will be assessed. Data will be collected through a document review and KIIs.
	Is it likely that the benefits (outcomes) of the strategy are sustainable?	<p>To what extent are the results attained 2016-2020 likely to be sustainable?</p> <p>To what extent is UTPC as an institution sustainable? To what extent has UTPC the capacity to raise the funds needed for its operations?</p> <p>To what extent are the press clubs sustainable? How developed are their capacity to raise the funds needed for their operations?</p>	Data will be collected through a document review and key informant interviews.

	What major risks are there for the Union of Tanzania Press Clubs' future operations?	What major risks relating to the following interrelated factors is UTPC facing: <ul style="list-style-type: none">- Political developments- Human rights and freedom of expression developments- Legal developments- Media environment- Donor environment	This will be assessed through broad review of available documentation and legislation, and KIIs
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Annex 3 - Documentation

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Annex 4 - List of Interviewees

Name	Position	Organisation
Aboubakar Famau	PC Member	Dodoma Press Club
Abubakar Karsan	Executive Director	UTPC
Alhaji Haji Hamad	Pemba Press Club	Pemba PC
Ali Mbarouk Omary	PC Leader	Pemba PC
Andrew Marawiti	Acting Director and Finance	MISA-TAN
Chalila Kibuda	Vice Chairperson	Dar Press Club
Charles Kusaga	PC Coordinator	Coastal Press Club
Craig Ferla	Country Director	CiC
Deogratus Mfugale	Trainer	JET
Diana Rubanguka	Coordinator	Kigoma PC
Domiciana Mwalusito	Coordinator	Singida PC
Donald Kasongi	Trainer	Nile basing Discourse
Dotto Bulendu	Trainer	St Augustine University of Tanzania (SAUT)
Edwin Soko	PC Leader	Mwanza Press Club
Gloria Kiwia	PC Member	Mwanza PC
Graceana Damiano	Coordinator	Njombe PC
Hamisi Kasapa	PC Leader	Njombe Press Club
Hilda Kileo	Programme Officer	UTPC
Hussein Siyovelwa	General Secretary	Dar Press Club
Imani Duwe	Director	State University of Zanzibar
Irene Mark	Chairperson	Dar Press Club
Jackson Uisso		UTPC
Jamila Simai	Executive Director	Zanzibar Female Lawyers Association (ZAFELA)
Juliet Ngarabali	PC Member and Treasurer	Coastal Press Club
Kajubi Mukajanga	Executive Secretary	MCT
Kamugisha Muchunguzi	Member of Steering Committee	Dar Press Club
Katale Mbashiru	PC Member	Dodoma Press Club
Keneth Simbaya	Former President	UTPC
Maxence Mello	Founding Director	Jamii Forums

Mbeki Mbeki	PC Leader	Kagera Press club
Mussa Yusuph	PC Leader	Dodoma Press Club
Mwinyimvua Nzukwi	PC Leader	Zanzibar PC
Nancy Angulo	Programme Officer Communication and Information	UNESCO
Noami Godwin	PC Member	Dodoma Press Club
Patricia Kimelemeta	Accountant	Dar Press Club
Nickson Mkilanya	PC Leader	Morogoro PC
Rashweat Mkundu		IMS
Robson Mwangasu	PC Leader	Mara Press club
Rose Haji Mwalimu,	Founder Member	TAMWA
Rose Ngonyani	Dar Press Club member	Dar Press Club
Seif Mangwangi	Coordinator	Arusha PC
Shabani Boki	Coordinator	Iringa PC
Shaban Matutu	Member of Steering Committee	Dar Press Club
Shuffaa Said Hassan	Senior Program Officer	MCT
Stephen Chimalo	Programme Officer	Embassy of Sweden, Tanzania
Tausi Mbowe	Member of Steering Committee	Dar Press Club
Thadey Hafigwa	Coordinator	Morogoro PC
Umyy Mahofoudha	Stakeholder, Zanzibar	Member of Zanzibar Press Club
Victor Maleko	Programme Officer	UTPC
Wenceslaus Mushi	Media and Communications Advisor	Internews
Yusuf Musa		Dodoma Press Club



Evaluation of Union of Tanzania Press Clubs' (UTPC) Strategic Plan 2016–2020

This report covers the final evaluation of the Union of Tanzania Press Clubs' (UTPC) Strategic Plan 2016–2020 with the purpose to give information about its relevance, performance, and challenges, contribute to reflection and learning and provide recommendations for the future operations and serve as an input to its 2021–2025 strategy. Established in 1996, UTPC provides assistance to journalists and coordinates a network of 28 local press clubs. The evaluation found that the Strategic Plan was well in line with Sweden's overall development cooperation strategy with Tanzania. UTPC can further enhance its relevance through a revision of its thematic training focus and support tailored to individual needs. Regarding its impact, the implementation of trainings helped enhance journalistic standards. However, existing materials should be updated, and participants' usage of the skills and knowledge gained should be followed up. Also, Tanzania's shrinking civic space undermined UTPC's prospects of contributing to higher-level societal changes and freedom of expression. Sustainability aspects need to be strengthened as UTPC's work is not dependent on future programme implementation.

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