



2013:4

Sida Decentralised Evaluation

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Mid-term Review of the Institutional Strengthening Support to the Association of Local Authorities of Tanzania - ALAT

Final Report

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January 2013**

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

Sida Decentralised Evaluation 2013:4

Commissioned by the Embassy of Sweden in Tanzania

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Date of final report: January 2013

Published by Citat 2013

Art. no. Sida61572en

urn:nbn:se:sida-61572en

This publication can be downloaded from: <http://www.sida.se/publications>

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Abbreviations and Acronyms

AGM	Annual General Meeting
ALAT	Association of Local Authorities of Tanzania
CBNRM	Community-Based Natural Resource Management
CBO	Community-Based Organisation
CG	Central Government
D by D	Decentralisation by Devolution
DED	District Executive Director
ISP	Institutional Support Project
LAMP	Land Management Programme
LGA	Local Government Authority
LGRP	Local Government Reform Programme
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPG	General Purpose Grant
HR	Human Resources
NRM	Natural Resource Management
PMO RALG	Prime Minister's Office for Regional and Local Government
SEK	Swedish Krona
Sida	Swedish International Development Cooperation Agency
SG	Secretary General
TA	Technical Assistance
WMA	Wildlife Management Area
WUA	Water User Association

Preface

In November 2012, the Swedish embassy in Dar es Salaam contracted Indevelop to carry out a mid-term review of the institutional support to the Association of Local Authorities of Tanzania (ALAT). The field visits were carried out in Tanzania during November-December 2012 and, after receiving comments from ALAT and the Embassy of Sweden, the report was finalised in January 2013. The report will serve as an input for deciding how future assistance to ALAT could be shaped.

The review was carried out by Joakim Anger (Team Leader), Francis K. Kiwanga (National Consultant) and Camelia Dewan (Junior Consultant). Jessica Rothman managed the evaluation process and quality assurance was provided by Ian Christoplos.

Executive Summary

In August 2010, The Association of Local Authorities of Tanzania (ALAT) and the Embassy of Sweden signed an agreement regarding support to Institutional Development of ALAT, which covered the period 2010 –2013. The total estimated cost for the Swedish contribution is 20 MSEK. The project document contains two components: 1) Institutional support and 2) Support to Community-based Natural Resource Management (CBNRM) and the promotion of best practices. In November 2012, the Embassy of Sweden in Dar es Salaam contracted Indevelop to carry out a mid-term review of the institutional support to the Association of Local Authorities of Tanzania. The overall purpose of this mid-term review is to, based on findings and lesson learnt, provide feasible recommendations on how to work to achieve long-term and sustainable results.

One overall conclusion in this review is that ALAT can play a crucial role in promoting accountability as a voice for local governments. There is great potential for ALAT to grow into a champion of local governments and to act as a coordinator and disseminator of best practices. The organisation is strategically positioned and could, if it plays its cards right, be an important player in Tanzania's reform processes.

One of the most successful achievements of ALAT in support of its members is when it effectively lobbied the central government to reinstate the General Purpose Grant. Without these grants, the LGAs were nearly paralysed and could not perform their functions. This is an interesting example of the potential influence of ALAT and it shows that, with the right methods at the right time, it could exert significant influence. ALAT has recently embarked on the process of more systematic data collection and is putting in place a system of tracking issues. However the advocacy and lobbying activities of ALAT are still of a more ad hoc nature and resemble 'firefighting' rather than systematically-planned activities with clear goals. Yet at the same time, ALAT also needs to stay flexible and be able to take advantage of windows of opportunity as they open.

During the last two years, ALAT has improved as an organisation, has acquired many skills, and now has a better understanding of the realities of Local Government Authorities (LGAs) than in the past. One reason for this has been the integration of community-based natural resource management initiatives that seem to have made ALAT more aware about their clients' needs and challenges. The Chairman of the Executive Committee and the General Secretary have grand ambitions for the organisation and are committed to ensuring that the organisation fulfils its role as a key player in the political arena. However, according to our observations, there is a risk that ALAT will become overstretched in trying to perform all of the tasks and activities that they have decided to take on (according to the strategic plan and other steering docu-

ments). With the organisation's limited resources, there is a need to further prioritise what should be done first, what could be done later and what should not be done at all.

Though ALAT has achieved significant results through lobbying, much of the internal development work carried out by ALAT is largely performed by consultants. The technical advisors embedded within the organisation have carried a heavy burden and have been crucial for how the organisation has developed over the past two years. However, due to a lack of capacity within ALAT, the Technical Assistance (TA) has, at times, become a crucial resource in pushing strategic planning and budgetary issues in planning, rather than functioning more like a typical advisor to the organisation.

While the long-term (embedded) advisor functions seem to work rather well, ALAT has become overly reliant on external consultants to produce various internal documents, such as communication strategies, HR manuals and recruitments, etc. The procurement of short-term consultants has been contracted in a structured way to assist ALAT in carrying out activities in the Annual Work plan and, according to ALAT's internal regulations, every consultancy must be synchronised within the Management Team of ALAT before being contracted. However, procuring and managing sub-contracted consultants are difficult tasks, which, among many things, require clear strategic thinking on (exactly) what services are needed and how recommendations and ideas from consultants should be implemented, given the resources and capacity of the organisation. As a result, it appears that the management team of ALAT had little overview and understanding on how to make use of the many conclusions and recommendations presented by the consultants.

Except for some positions at the district level (District Executive Director (DEDs) and District Chairmen and Mayors, i.e. the ones that attend the Annual General Meeting), other persons working in the Local Government System (e.g. technical experts at district levels, ward representatives and village government) have a rather shallow understanding and awareness of ALAT's function and mandate. Most tend to see ALAT as a club for the privileged few at the district level. This is problematic because ALAT is mandated to be the voice of local governments, which includes both village governments and ward-level authorities, and it ultimately should work to improve the social services that local governments provide to the citizens of Tanzania. Without a channel to gather complaints, criticism and suggestions from its members from different levels of the grassroots, ALAT is an organisation without effective ears on the ground. In order to gain legitimacy in the long run, ALAT must find creative ways to better receive and provide information below the district level of the Local Government System (e.g. down to village/sub-village level).

Although ALAT's organisational culture is more service-oriented and professional than it was a few years ago, ALAT still exhibits traits of "government mentality". The capacity at some key staff positions of the organisations is still low. This significantly reduces the efficiency and ALAT's ability to develop according to the needs of its members.

1 Introduction

In November 2012, the Embassy of Sweden in Dar es Salaam contracted Indevelop to carry out a mid-term review of the institutional support to the Association of Local Authorities of Tanzania (ALAT). ALAT and the Embassy of Sweden signed an agreement regarding support to the institutional development of ALAT in November 2010. The agreement covers the period November 2010 – December 2013. In December 2010, after going through the procurement process assisted by Sida, ALAT engaged ORGUT Consulting AB regarding the provision of technical assistance. The advisor for the community-based natural resource management component of the support took up the position in mid-January 2011. The total estimated cost for the Swedish contribution is 20 MSEK.

The overall purpose with this mid-term review is to, *based on findings and lesson learnt, provide feasible recommendations on how to work to achieve long-term and sustainable results*. This mid-term review was originally planned to be carried out in late 2011 or early 2012, but was postponed until late 2012. A full evaluation of the Swedish support is, according to the contract between ALAT and the Embassy of Sweden in Dar es Salaam, to take place during 2013.

The review was undertaken by Joakim Anger (Team Leader), Francis K. Kiwanga (National Consultant) and Camelia Dewan (Junior Consultant).

1.1 THE ASSIGNMENT

According to the Terms of Reference the objectives of the mid-term review were to:

- a) Assess the project lessons learned and experience gained,
- b) Identify particular issues or problems in the design, implementation and management of the project,
- c) Identify initiatives that demonstrate the potential for success, and
- d) Provide recommendations for ALAT in their immediate planning on how sustainable results can best be achieved.

For more information on the specific review tasks agreed on the inception phase, see the inception report.¹

¹Indevelop Inception Report p.8-10, dated November 12, 2012.

This report covers the following sections:

- The approach and methodology of the review, including data collection methods and limitations. A brief description of the conditions under which ALAT is operating, as well as a background to the Swedish support.
- Main findings related to the review tasks and the objective of the review. This part consists of an assessment of the general relevance of the support. The bulk of the findings relate the extent to which ALAT has achieved its targets, including a brief gap analysis of what ALATs *wants* to do and what it *can* do with its current resources. The report also includes a discussion of the sustainability of Swedish support, as well as a collection of effects (on outcome level) of the community-based natural resource management initiatives supported by ALAT.
- The final section consists of overall conclusions and key recommendations to ALAT and Sida for the remaining project period. This section also includes tentative ideas on an improved results framework, making the project more oriented towards achieving effects (at the outcome level).

1.2 APPROACH AND METHODOLOGY

We have, in this review, tried to encourage an utilisation-focused approach with a clear learning and change management perspective. Without compromising our integrity as external consultants (assigned by the financier), we have, as far as possible, tried to engage ALAT in the process and have, for example, held continuous discussions with ALAT staff, which includes sharing our initial findings and recommendations. From our perspective, the open and frank dialogue with personnel at ALAT has been very valuable for us to understand the challenges for the future. Also, comprehensive feedback on the draft report has been very helpful in finalising this report.

Data for this review have primarily been collected through the following sources:

Desk review

The team has *reviewed documentation* focusing on organisational development, the strategic planning process and monitoring and evaluation efforts. For the list of documents reviewed, see Annex 2.

Interviews

Key informant interviews have been the main source of information for this evaluation. We have interviewed individuals working at the ALAT Secretariat, members of the Executive Committees, ALAT Members at district, ward and village levels, consultants, staff at the Embassy of Sweden and GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit). At the community level, we have conducted interviews with community leaders, local government officers, representatives from the communities, as well as the Executive Committee and leaders of CBNRM initiatives. In addition, experts with insight into the organisation have been interviewed, e.g. auditors and consultants who have reviewed and supported ALAT in the recent past. Initial interviews with ALAT personnel were open-ended, while interviews with communi-

ty-based natural resource management and district officials followed a semi-structured format. We have also carried out four *Focus Group Discussions*. One with beneficiaries identified by the village council and three with randomly selected villagers² to discuss changes in the community resulting from ALAT supported initiatives. See Annex 3 for a list of people consulted in this review.

We have, to the largest extent possible, verified all views and judgments through cross verification from more than two other sources. However a full-fledged triangulation³ for all review questions has not been possible within the framework of this study.

1.2.1 Limitations

The Sida-supported project is implemented both in Dar es Salaam and in four districts in northeast Tanzania. Given the fact that Sida primarily supports institutional support to ALAT, it was crucial to spend sufficient time in Dar es Salaam to interview the management of ALAT, selected ALAT members and all relevant stakeholders, including officials at the Embassy of Sweden. The team of evaluators also made field trips to the communities to assess Sida's support for component 2 (support to CBNRM). The long travel distances between the proposed sites made it difficult to cover all four districts within the set time limit. The team visited the following three districts during the field mission: Babati, Kiteto and Simanjiro. Singida District was covered through telephone interviews.

In this review we have interviewed a wide range of people who have varied relations with ALAT. However, interviews with members regarding their perceptions and opinions on ALAT have mostly been conducted within district villages and wards where ALAT is present through CBNRM implementation. Hence, the awareness of ALAT's function and role could be expected to be better and more positive in these districts in comparison with other districts that do not receive this support. On some evaluation questions/tasks, it has been possible to countercheck/verify from answers in the member survey that was recently carried out by ALAT (see section 2.4). However, some uncertainty about the representativeness of the persons consulted remains. More specifically, the limitations of evaluation questions in the Terms of Reference have been covered in the inception report.

² In practice, this was done by talking to a few villagers at the village centre. Some minutes later, a bigger crowd assembled to share their opinions about the effects of CBNRM initiatives in their respective villages.

³ *Triangulation* (in social science) is often used to indicate that more than two methods are used in a study with a view to double or triple check results. The idea is that by using *three data collection methods* to get at the answer to *one* question, the answer will be valid. However for this study, with many review questions and a limited time frame, triangulation of all results was not practically possible.

2 The Context

2.1 ASSOCIATION OF LOCAL AUTHORITIES OF TANZANIA

The Association of Local Authorities of Tanzania (ALAT) was established in 1984 as an association of all Local Government Authorities in mainland Tanzania. It is a membership association, which draws members from the Tanzania mainland. ALAT has its HQ in Dar es Salaam and operates throughout the Tanzania mainland by using the Regional Secretariat formed by its members. Currently, ALAT membership is comprised of a total of 133 local government authorities. This number will soon increase to 158 following the formation of new districts that were established March 2012. More specifically, members of ALAT are: 1) Chairpersons of District Councils and Town Councils, 2) Mayors of City Councils and Municipal Councils, 3) Directors of Urban Councils and District Executive Directors, 4) Members of Parliament, one from each region, and the 5) Secretary General who is the Secretary of the Annual General Assembly.

ALAT has a wide mandate in representing Local Government Authorities to the central government. According to its constitution, some of its functions include:

- (a) To act as a forum for exchanging views and experiences among its members
- (b) To lobby and advocate for policies and legislative matters which are likely to affect local government authorities
- (c) To disseminate information and expert advice to its members
- (d) To represent Local Government Authorities and their views in international forums.

The governance structure for ALAT is led by an Annual General Meeting (AGM), which is the supreme decision-making body. It is organised annually and attended by the District Executive Director (DED) and Chairperson of the District Council. The AGM has delegated the supervisory role to the Executive Committee, which consists of 18 members. The Chairman and Vice Chairman are elected by members at the AGM, Five Chairpersons representing district councils; Five Mayors and Chairpersons representing city council, municipal councils and town councils; four members elected among urban council directors and District Executive Directors, two members elected from Members of Parliament and the Secretary General who is the secretary of the Executive Committee. ALAT has a functional secretariat. The Secretary General (SG) heads the Secretariat and is responsible for day-to-day running of the associations. At the time of this review, the Secretariat is not fully staffed.

2.2 BACKGROUND LOCAL GOVERNMENT AUTHORITIES AND DECENTRALISATION IN TANZANIA

The Tanzanian mainland has a long and chequered history with local government authorities. Its history has evolved since colonial times⁴ when the British introduced indirect colonial rule by using local chieftaincies as administrative units in the local government system. Immediately after independence in 1962, the government under the leadership of Mwalimu J.K. Nyerere, embarked on major centralisation reforms that also intended to dispose of the British colonial legacy. The government deliberately began to take back administrative powers from the local government⁵ for the centre and abolished some administrative units that had been set up during the colonial period.⁶ The government then moved on to abolish all local government authorities in the country in 1972.⁷ For over ten years, the local government authorities remained abolished. During this time period, the central government took over all powers. The central government controlled revenue collection and the implementation of development projects, while political powers were confined to the regional level.

In 1982, the government reintroduced the Local Government Authorities in Tanzania. Since then, the main structure continued to be largely the same, with the exception of a few modifications that were mainly driven by reform initiatives undertaken by the government. Most of these reforms were backed by legal amendments to the main legislation that re-established local government under the slogan “Decentralisation by Devolution” or “D by D”. By this move, the government aimed to enhance accountability and the participation of people in the planning and implementation of development programmes. This would, in turn, create a sense of ownership. The first phase of LGRP (Local Government Reform Programme) lasted for eight years (2000 to 2008). In 2010, LGRP II commenced and will run through 2014. The Local Government Reform Programme (LGRP) is a core reform affecting all social service delivery sectors as well as other development efforts in both rural and urban areas. The aim is to strengthen capacity and accountability at the local level. Sweden has taken an active part in the reform, building on its extensive experience of rural development and ur-

⁴ The first legislation to recognise local government authorities in the Tanzanian mainland is the Native Authorities Ordinance of 1926. By then, Tanzania was known as Tanganyika and was the colony of the British, who introduced indirect rule by giving administrative and political powers to African Chiefs.

⁵ In 1970, the Central Government introduced major tax reform which abolished produce cess, which amounted about 60-70% of local government revenue.

⁶ E.g. African Chiefs as political and administrative units were abolished in 1963 by the Act of Parliament.

⁷ Government of Tanzania Circular No. 8 of 1972 and Decentralisation of Government Administration (Interim Provision) Act, No. 27 of 1972.

banisation. For many years, Sweden has also been closely involved in building administrative capacity in a number of districts and in strengthening the country's ability to generate income through the sustainable use of natural resources.

2.2.1 Power relation between Central and Local Governments in Tanzania

Despite the existence of the major policy documents formulated by the Government on local government reform, there is still considerable tension between the Central Government (CG) and Local Government Authorities. The demarcation of powers, roles and responsibilities of Central Government and Local Governments, especially from the regional level down to the village governments, is rather blurred. This is manifested in the following conditions in which local government operates:

- (a) *There are overlapping and conflicting structures between CG and the LGAs.* The Central Government continues to have presence at ministry, regional, and district and division levels, with an administrative role in ensuring “peace and tranquillity”, capacity building to LGAs and facilitating LGAs to perform their functions. In practice, this means both fiscal and administrative control and keeping LGAs under central government supervision.
- (b) *Lack of systematic consultation with LGAs when the Central Government is issuing directives and policy decisions.* There are several instances where the Central Government has passed several policies with severe negative consequences for the LGAs. For example, the Central Government revoked the General Purpose Grants to LGAs in 2011, which nearly paralysed the operations of LGAs.
- (c) *Appointments of District Executive Directors and Heads of Departments are still decided by the Central Government.* Decentralisation processes have not been able to delegate some of these powers to give the councils the mandate to “hire and fire”, a tool that would have enhanced accountability within LGAs.

For an overview of the rather complex relations between central and local government, see Annex 5.

2.3 SWEDISH SUPPORT TO ALAT

Sweden's regional strategy for development cooperation with Tanzania was originally adopted for 2006 to 2010 and has since been extended twice. Two of the major objectives of the strategy have been to (a) support an efficient, transparent and accountable state capable of delivering public services to the citizens and (b) ensure that civil society is able to serve as a watchdog of the state and to foster political participation, a democratic culture and the rule of law.

The LGA, in general, and ALAT, in particular, could play an important role for both of these objectives. The Embassy of Sweden therefore requested a pre-core funding assessment in 2009 prior to formalising cooperation with ALAT.⁸ The report recognised the relevance of ALAT, since it is the only body that has been set up by local government authorities and is uniquely positioned to seriously advocate for change within its widespread realm. However, the report observed that the main challenges facing ALAT at the time of the assessment were in the prioritised areas of strategic management, resource mobilisation and management, focus in terms of areas of operation, human resources management, basic values and identity. Based on this assessment, the Embassy decided to support ALAT through core support for institutional strengthening to empower the association to perform functions effectively, efficiently and to be accountable to its members.

ALAT has formulated a strategic plan covering the period 2010-2015. However, the plan was still not finalised when Sida decided to support the organisation. Instead of providing core support to ALAT to implement the strategic plan, the specific project document was elaborated to clarify the obligations between the Embassy of Sweden and ALAT. Swedish support is divided into two main components: (a) to strengthen the institutional capacity of ALAT and (b) to support four community-based natural resource management (CBNRM) institutions in four districts in Tanzania.

The evolution of the current Institutional Strengthening Project utilises lessons from the implementation of the Local Government Reform programme, which is an instrument of implementation of the Decentralisation by Devolution adopted by the Government in 1998. The LGRP programme phase I was implemented between 1998 and 2008. One of the weaknesses of LGRP I was the failure to follow the underlying policy principle of D by D from the Central Government to LGA, from higher levels of LGAs to lower LGAs and from lower LGAs to the people/citizens. This failure undermined the accountability of the people and created new problems of power relations between different government levels and overall involvement in the process of improving service deliveries to citizens. The government has adopted a second phase to address the challenge of devolution to lower levels. The support to ALAT seeks to provide an opportunity of practices and community knowledge and experiences that can be packaged to offer a solution to how devolution to lower levels can be approached.

The four CBNRM initiatives were supported under the Sida-financed project ‘Securing Sustainability of LAMP⁹ (Land Management Programme) Initiatives’. Between

⁸ Pre Core Funding assessment, elaborated by the consultant company PKF, 2009.

⁹ LAMP was a broad land management programme that was implemented from 1991-2007 and target-

2008-2010, ORGUT Consulting managed these projects under the coordination of the Prime Minister's Office for Regional and Local Government (PMO RALG) through respective councils where these communities are located.

The project document consists of two components and entails a number of sub-goals (foremost at the output level) that shall be accomplished within the framework of the project.

Component 1 Institutional support:

Institutional development support will be channelled towards strengthening the following goal areas:

1. *Enhance ALAT's internal and external identity* e.g. by obtaining members' commitment and support to ALAT roles, functions and activities and establish alliances with identified stakeholders.
2. *Strengthen ALAT's areas of operations* e.g. establish a programmes approach to operations reflective of sector areas and services provided by LGAs to their constituents and being an effective pressure group and think tank that is actively involved in policy analysis, research, decision-making and
3. *Have adequate and cost effective physical resources*
4. *Effective Financial Resource Management* e.g. Diversify financial resource base and ensure that revenues meet expenditure.
5. *Effective Human Resource Management.*
6. *Effective strategic Management* that facilitates effective planning, monitoring and self-assessment.

Component 2 Support to Community-Based Natural Resource Management and Promotion of Best Practices

- (1) *Support to Community-Based Natural Resources Management* e.g. sensitise LGAs.
- (2) *Promotion of Best Practices* e.g. actively promote best practices from four districts previously under the Swedish Land Management Programme (LAMP).

In practice, this component includes financial and capacity-building support to four CBNRM communities that were part of the previous Land Management Programme (LAMP) that has been financed by Sweden in Tanzania since the 1990s. These are: Burunge Wildlife Management Area (Babati District), SULEDO Village Land Forest Reserve (Kiteto District), Mwijita (Singida District) and Latema (Simanjiro District) Water User Associations. The Embassy of Sweden saw an opportunity for ALAT, through its relations with local government authorities, to be a forum and a mecha-

ed over 1 million persons in 300 villages. The programme was supported by Sida, coordinated by PMO RALG and local governments with technical support from ORGUT Consulting.

nism to share and disseminate the best practices of how communities can take care of their natural resources in a way that allows them to increase community incomes and spend them on investments or social services that the villages cannot currently afford with their regular incomes.¹⁰

The budget for the project 2010-2013 is 20 MSEK. According to the contract for Sida's support to ALAT, the payments have been made in tranches of 7 MSEK in 2010, 7 MSEK in 2011 and the last tranche of 6 MSEK was disbursed in August 2012. Approximately 50 % of the total budget has been allocated to the CBNRM, with the remainder going to ISPs (Institutional Support Projects).

2.3.1 Intervention logic of the project

As pointed out by the responsible programme officer at the Embassy of Sweden, the current results framework does not adequately adhere to current Sida standards. For example, the project document does not include clear outcomes (effects) regarding what ALAT aims to achieve through the Swedish support. Also, results are primarily reported at output and activity levels. Section 4.1 in this report provides a first attempt to revise the current results framework.

Furthermore, the project document did not clearly explain why and how the two seemingly different components should be forged into one project.

In accordance with ALATs own wording, the logic of including CBNRM in the institutional support has the following advantages¹¹:

- a) It provides an opportunity to provide reality check on the influence of LGRP II.
- b) It provides an opportunity to get critical issues that are necessary to feed into national policy and a chance that will be useful in implementing D by D through sectors.
- c) ALAT will be able to derive critical issues to feed into its lobbying strategy.
- d) ALAT has been able to build the foundation of a framework for local economic development and to provide best practices on revenue collection, employment and incomes and principles of good governance and accountability.
- e) ALAT has been able to gather best practices models and practices for sharing practices, knowledge and skills with all local governments in Tanzania and beyond.

¹⁰ This is of particular relevance to the Swedish strategy that identifies environmental degradation as an important constraint to pro-poor growth, since key economic sectors such as agriculture, tourism, wildlife, forestry and fisheries are, to a great extent, based on natural resources: see Swedish Development Cooperation Strategy with Tanzania, 2006-2010.

¹¹ This was clarified by ALAT during the implementation of the mid-term review.

2.3.2 Funding of ALAT

Sweden is the largest donor to ALAT and is the only donor that provides core support. Apart from support received via Sida's Institutional Strengthening Project, ALAT is also a recipient of the following support:

- Support from the Government of Canada (CIDA) through the Federation of Canadian Municipalities (FCM) to implement the Municipal Partners for Economic Development Project. The project has two major components. The municipal international cooperation is organised into two demonstration projects involving partnership between the Morogoro Municipal Council and Kitchner City Council and the Morogoro Region District Councils and the Capital Regional District of Victoria. The second component is association capacity building and involves a partnership between the Association of Local Authorities of Tanzania and the Local Government Management Association of British Columbia (LGMA-BC).
- ALAT also receives technical support from GIZ involving two major instruments: one is support to the salary of the National Expert on Communication and Knowledge Management and the Integrated Expert for Lobbying and Advocacy.
- Other support includes participation in the Arial Project that is financed by the European Union and is anchored in EALGA.

During the last couple of years, ALAT has only been able to collect a very limited amount from its own members, which in practice means that the organisation is currently very much dependent on financial resources from international donors. That being said, running costs are still being covered by the limited sums derived from membership fees and private investments.

2.4 THE ALAT MEMBER SURVEY

ALAT initiated a member survey in September 2011 to be able to improve internal and external identity, as a foundation for future planning, and moreover in accordance with previous recommendations in organisational reports and ALAT's work plan and budget. Sida and GIZ funded the study. The questionnaires were drafted by ALAT and external consultants (DPC) who evaluated and compiled the information into a report.¹²

¹² The survey was structured in two phases. In phase 1, ALAT collected facts and figures about each council (133) in order to establish a database at the Secretariat. This was delivered by post to each council at the time when DPC was contracted to collect the information through telephone interviews. In phase 2 of the survey, ALAT selected councils (one rural and one urban council in every region) across

The majority of the LGAs regard ALAT as the voice of local government authorities and they primarily interact with ALAT through the Annual General Meeting (AGM) and the Executive Committee. Members were largely positive about ALAT's role as their representative and a majority of members note that ALAT has successfully organised the AGM.

However, it was also mentioned that ALAT is weak with regard to capacity building of local governments and in its communication with local government staff. According to the respondents, the quarterly newsletter and the Annual General Meeting are the only sources of information that they receive from ALAT.

Another identified problem is that ALAT is not widely regarded to be "truly" independent from the Central Government (only 19 of 43 respondents felt that this way). 28 out of 40 LGAs responded that ALAT should finance itself by collaborating with development partners and 25 LGAs felt it should do so through sponsorship through the public and private sectors. The remaining 32 LGAs said ALAT should either borrow from the bank or be financed through increased membership fees.

the country (46) and carried out personal interviews with the mayor or the chairman and director of the respective councils. Topics in the questionnaire included, for example, issues of national and local politics, but also issues of ALAT's performance and future tasks. Major drawbacks of the survey were that only 43 out of 133 answered the survey and that it was limited to the DEDs and chairpersons of councils (and mayors), i.e. the senior level staff, rather than different levels of local government. The second phase of the survey had a 100% participation rate with responsiveness to almost all of the questions.

3 Key Findings

3.1 RELEVANCE

In this section we assess the general relevance of the provision of institutional support to ALAT. Specific issues related to the objectives in the project document are covered in section 3.2.

When discussing ALAT with stakeholders, one overall finding is that ALAT is a highly relevant organisation in the current political context of Tanzania. It has a wide network of members that grants it a strategic position as a pressure group and is a strong advocacy organisation for decentralisation in the country. Through the survey and in interviews, it has become clear that LGAs truly perceive ALAT to be an important *voice of LGAs*. Or as several respondents saw it, without ALAT as a collective voice of the LGAs and counterpart to the central government, it would be difficult to see how local government reform processes in the country could be possible. Such a voice is even more necessary in the current context of tensions between centrally-made decisions that affect the ability of LGAs to operate.

Tanzania is now in the process of reviewing its constitution. ALAT has a key role to play and has created a position that mainly reflects the wishes of local government authorities regarding the devolution of the government. ALAT is a highly relevant actor for ensuring a better position for LGAs in the new constitution. It is, for example, crucial that ALAT advocate that LGAs are empowered with legal rights in a devolved governance structure that, in turn, will be institutionalised under the new constitution.

Furthermore, *democratic accountability at the local level* will most likely be one of the four Swedish major so-called “results areas” for the forthcoming Swedish development cooperation strategy with Tanzania. The results area is perceived to focus on improved transparency and accountability mechanisms within the decision-making process of LGAs, as well as improved basic social services for individuals, e.g. water/sanitation, education and health.¹³ It is difficult to see how this area of support could be tackled (and supported) without a common voice for LGAs in the country.

¹³This is a results area, which was given by the Swedish Ministry of Foreign Affairs, that Sida has now transformed into a so-called results proposal, which was recently submitted to the Swedish Government. Yet the final decision on the new strategy has (as of January 2013) not been taken the Swedish

3.2 ACHIEVEMENTS, EFFECTIVENESS AND GAPS

This section takes the project document as its point of departure and it summarises the expected outputs and, according to ALAT's own assessment,¹⁴ the extent to which ALAT has been able to achieve these objectives. This description is followed by our own gap analysis of challenges for each specific objective.

As stated above, Swedish support to ALAT consists of 20 million SEK for the three-year period. According to the latest auditor report,¹⁵ the funds allocated to component 2, i.e. CBNRM including the international Technical Assistance, with its related and specific activities, constitute more than 50% of the total funds to be disbursed (591M TZS out of 1098M TZH). The remaining funds have been allocated for human resource management, financial management, physical resources, area operations (communication, lobbying) and strategic planning, i.e. institutional support that also includes salaries for two newly-appointed staff.

3.2.1 Component 1 Institutional Strengthening

1. *Strengthen the internal and external identity:*

- a) Obtain members' commitment and support to ALAT roles, functions and activities.
- b) Widen network and establish alliances with identified stakeholders and potential collaboration partners and create awareness of ALAT's functions.

Results reported

- Survey results have been distributed amongst ALAT members.
- Communication material on ALAT has been elaborated.
- The proposal of the revised ALAT constitution, based on member views, has been presented to the Executive Committee.
- Policy documents have been prepared regarding ALAT's opinions and lobbying activities for revising the national constitution. Although discussed in a meeting during local government week in Mwanza, these booklets have not yet been distributed.
- The draft members' charter has been prepared and presented to the Executive Committee.

Government.

¹⁴ According to the annual and semi-annual reports to Sida (the Swedish embassy).

¹⁵ Covering 2011 (Innovex) It has not been possible to receive more recent figures on disbursements of funds (on different budget lines) from ALAT's own accounting system.

Gap analysis: Identity unclear

The identity of ALAT is currently perceived to be unclear. The fundamental question is if they should be considered as a CSO and the voice of LGA or rather as a part of the local government system. This unclear identity could be traced back to vague, blurred roles and the division of responsibilities between central and local governments.

ALAT has for many years been treated as an extended department of PMO RALG to undertake certain responsibilities on its behalf. Since ALAT started its major transformation in 2008, this state of affairs has slowly been changing. ALAT has gradually started to assume an autonomous standing with the recent lobbying and advocacy for reinstatement of GPG (General Purpose Grant), which involved engagement with various ministries, departments and agencies without overly relying on the stand of PMO RALG to demonstrate a new direction towards independence.

ALAT is registered as an *association* and is thus, by law, supposed to enjoy independence from government and freedom to work without political interference and/or orders from the PMO RALG. At the same time, ALAT is an organisation that, on the one hand, represents the local government authorities and, on the other hand, is dependent on financial funds and political will from the Central Government. For example, the members of ALAT are represented by both the DEDs (who are appointed by the Central Government) and the chairman of the council or mayor (who are elected), and the members of ALAT are uncertain which position that has the strongest voice. To further complicate the picture, some of the staff at the Secretariat have been seconded by the PMO RALG and members of Parliament are also members of the Executive Committee of the organisation.¹⁶

Furthermore, the awareness of ALAT amongst LGAs, i.e. District Councillors, professionals, mid-management officials and village officials is low, if not non-existent. In our discussions with both the middle-management level (often educated and hard-working staff being key players on district level) as well as with elected councillors and appointed personnel at ward and village levels, there was very shallow knowledge about ALAT's mandate and functions. However, all of our interlocutors have clearly stated that they believe that ALAT is important as a common voice for the LGAs and that they want to both receive more information and to provide input to ALAT.

In sum, the performed activities and reported results do not clearly indicate how ALAT, in practice, plans to clarify its identity and widen its networks and alliances;

¹⁶These arguments were, for example, put forward in the member survey.

though there is significant potential for this. However, it should be noted that ALAT operates in a highly political environment and needs to exercise diplomatic skill, and balance many factors and stakeholders in order to achieve results and uphold its relevance. Hence, the findings, conclusions and recommendations of this review need to be understood in relation to the ambiguous reality in which ALAT operates.

2. *Strengthen areas of operation:*

- a) Establish a programme approach to operations reflective of sector areas and services provided by LGAs to their constituents (Social Services (Health, Education and Water), Infrastructure, Environment, Local Government Economic Development, Governance, Management and Administration.

Results reported

So far, there has not been focus on a programmes approach in the above categories.

Gap analysis: Spreading too thin too soon?

A programme approach has not been implemented; and it has been difficult to fully understand the programme approach in this context.¹⁷ However, based on discussions with LGAs, there is interest in some sort of advisory service for issues, such as legal support, project management, financial management procurements etc. However, as for now, the main focus of the members is that ALAT concentrate on being their voice towards the Central Government. Also, the project approach in CBNRM initiatives could assist ALAT to develop a broader programme approach into different sectors in the future.

- b) Be an effective pressure group fully aware of LGAs' interests and effective advocating and lobbying on their behalf
- c) Be an effective think tank actively involved in policy analysis, research for evidence-based advocacy, decision-making and evaluation

Results reported

ALAT has successfully reinstated the General Purpose Grant that is of high importance to the LGA ability to operate and deliver services to their constituents. ALAT has conducted a survey of members' needs, and has collected and compiled information to lobby with the relevant ministries.

Gap analysis: Advocacy and Lobbying have great potential

¹⁷ Programme approach is a term which is often used by donors as a way of engaging in development cooperation based on the principles of coordinated support for a locally-owned programme of development, such as a national development strategy, a sector programme, a thematic programme or a programme of a specific organisation.

Very few associations and CSOs systematically engage with advocacy for reforms in local government. At the moment, ALAT is engaging with decision makers on behalf of its members at different levels and, currently, ALAT has issued several papers that have been sent to stakeholders. Some examples of ALAT's effective lobbying on the behalf of LGAs include the reinstatement of the General Purpose Grant (GPG), the review and preparation of recommendations on bills to Parliament and the release of Local Government Development Grants on time. Also see Annex 6 for some of the lobbying and advocacy activities highlighted by ALAT.

The lobby campaign for the reinstallation of the GPG is of crucial importance to the LGA, since it makes up approximately 25% of the district council annual budget. ALAT has, several times, called for an extra-ordinary annual meeting of ALAT members, which the government effectively stopped in different ways. When ALAT, despite the government's attempts to stop it, *insisted* that it would carry on with its plan to assemble all 137 LGA for a meeting claiming their right to the GPG, the political pressure, appears to have become too great for the government. As a result, the GPG was reinstated soon after this campaign. This is a revealing example of the potential powers and political influence available to the organisations if they act strategically.

Although the reinstatement of GPG was an apparent success, according to our interviews with ALAT staff and members, systematic and strategic thinking is still lacking on *which issues to prioritise and how to do it*. Lately, there have been some improvements to make advocacy and lobbying work more systematic; yet the staff dedicated to lobbying and advocacy are few in number and therefore remain weak. Furthermore, lesson learnt from advocacy engagement and results achieved are not systematically documented by ALAT.

- d) Capture, utilise and share pertinent information through effective communication and knowledge management

Results reported

- ALAT's opinions on the national constitutional review have been shared with stakeholders through meetings to which ALAT has been invited.
- Resolutions from the AGM are shared to members through annual newsletters.
- ALAT regional branches normally meet prior to ALAT Annual General Assembly to treat issues that affect their councils within the regions and that they would want ALAT to treat the coming year. ALAT has put in place an internal communication system that reaches members (DED and Mayor) with regular information on ALAT; ToR for the development of a communication strategy have been prepared.
- ALAT website being developed.
- Ongoing networking with media and key officials in ministries.
- ToR for a computerised index of drafted ALAT library books.
- Ongoing development of media toolkits.
- Documenting two best practices at LGA level through providing input to PMO RALG, as well as participated in JICA and GIZ best practice capturing.

- Preparing for participation in Uhuru festivals.

Gap analysis: Communication and knowledge management can be more effective. In all interviews we have had with representatives with different stakeholders, it is apparent that information sharing between the ALAT Secretariat and members is limited to senior officials at the district level (chairmen of the councils and DED). At present, the main sources of information between ALAT and its members are the quarterly newsletters, the AGM, advocacy forums and other specific forums, capacity building efforts, website (under development) and blog, and electronic send lists for directing important information to LGAs. The information shall then be shared from the members to the lower levels of the LGAs.

According to ALAT HQ, information shall be communicated down from the the DED and chairmen of the district councils/mayors to lower levels of the LGA (ward and village level). Yet according to our interviews (and the survey carried out by ALAT), very little information comes through and there are no functional mechanisms in place to reach LGA representatives at ward and village levels, and/or for them to provide feedback to ALAT.

Using the DED (and to some extent chairmen/mayors) as a main channel of communication is problematic from many aspects. The persons having these positions are often overloaded with work and are transferred to different local councils and/or positions within the PMO RALG. Also, according to our observations, there seems to be little tradition among personnel in LGA to share information among colleagues and other stakeholders, if they are not specifically obliged to do it.

3. *Effective Human Resources Management*

- a) Recruit and retain suitable staff in terms of number and skill: Deputy Secretary General, Program Coordinator, Communication Officer, Program Officers in Economic Development, Social Services, Environment, Infrastructure and Governance and Administration
- b) Recruitment of staff through normally accepted procedures, hiring of best-suited candidates, crafting career paths, placing incentive packages and ensuring appropriate training of staff to perform their functions.

Results reported

- Research Officer was employed on the 1st October 2012 Programme Officer employed on the 1st November 2012.
- The Communication and Knowledge Management Advisor has been active in visiting the CBNRM project areas.
- Further job descriptions for all staff, and process and procedures for recruitment have been developed.

Gap analysis: Recruitment ambitions may have been overambitious

An organisational capacity assessment of ALAT was conducted in May 2012 to identify the priority capacity building requirements and provide short- and long-term rec-

ommendations to support organisational development.¹⁸ At the time of assessment, the report recognised that ALAT had many capacity building needs; especially urgent was the need to implement actions concerning human resources. The report strongly recommended ALAT to implement a capacity building plan.

Due to budgetary constraints, many positions in the (ideal) organisational chart presented in the project document have not been filled. In fact, many of the positions of ALAT's organisational chart are still vacant. There are currently about a handful persons whereof two were just recruited (research and programme officer), who are actually working full-time at the ALAT Secretariat. For example, many of the so-called departments consist of only one or two staff members.

Yet the proposed staff hiring (according to the human resource management plan) is rather costly and there is a risk that is overambitious. ALAT is potentially most effective at lobbying and advocacy, and should consequently focus its resources on this area, rather than on general management or on sector specific operations. For example, the executive committee's decision to not recruit a Deputy Secretary General at ALAT seems logical and wise, since under current circumstances this position will cost (financially and via increased bureaucracy) more than the potential gains.

- c) Establish a Human Resource manual and implement it through a HR Coordinator.

Results reported

- Human resources manual and policies has been elaborated.
- HR transition consultant is advising on the revision of salary structure for ALAT.
- The new organisational structure and development has been approved.
- Capacity building strategy.
- Job descriptions for the ALAT Secretariat staff developed.

Gap analysis: Human resources strengthening through consultants?

ALAT has two long-term advisors in its organisation, one supported by the GIZ (Communication and Knowledge Management Advisor) and one supported by Sweden (Institutional Support/CBNRM Advisor). Both of these advisors are embedded and work within the hierarchy of the organisations. According to interviews with stakeholders, these functions work well and with flexibility. For example, the Swedish-funded TA was originally recruited to work, more or less, exclusively with the

¹⁸ Organisational assessment of ALAT by Kazi consultant services, 2012.

CRNM. The CBNRM consultants (International TA with two field advisers)¹⁹ have acted as part of an executive institution, funding project elements, capacity building and equipment. However, given the needs of ALAT and the capacity of the TA, the work description has been extended. During the last year, the current TA was able to refocus her functions to work more broadly on institutional development and management support. The TA has, for example, been involved in strategic meetings, such as management meetings, as well as in the development of various instruments. Other strategic undertakings include support to the finalisation of the strategic plan, the preparation of annual plans and budgets as well as providing advice on issues of accountability, financial management, auditing etc. Thanks to the endurance of the TA, this has been essential for the development of the organisation. Nevertheless, ALAT has at times become too dependent on TA and on where the advisors (because of capacity deficiencies) become gap fillers for ALAT.

In addition to the long-term TA consultants, substantial funds are spent on short-term consultants. Normally, short-term consultants have been contracted to assist ALAT in carrying out activities in the Annual Work plan. According to ALAT, every consultancy must be synchronised within the management team of ALAT before being contracted. ALAT has procured about 15 short-term consultants to perform different tasks, e.g. organisational capacity assessment, human resource plans capacity development plan, a new accounting system, web page etc. Consultants have been engaged in areas where ALAT does not have in-house expertise and which are considered by ALAT to be crucial for the development of the organisation. Most of the consultants have been procured to provide specialist support to the CBNRM communities.

Also, within the area of human resource management, ALAT relies heavily on consultants in the process of institutional capacity building. Policies, human resource manual and HR transitions are all handled through external consultants. In addition, ALAT has faced problems in recruiting best-suited candidates due to comparatively low wages.

If a consultancy input is combined with capacity building of the staff to ensure future use of the system, a short-term consultancy input could often be justified. However, the interviews with ALAT staff and the management team indicate that it is rather unclear how the analysis, proposals and specific recommendations from the commissioned consultancies should be used to improve the organisation and how they are connected to the overall vision and goals of ALAT.

4. *Effective Financial Resource Management*

¹⁹ The two field advisors are short-term consultants who were hired by ALAT as any other short-term consultants would be.

- a) Acquisition and installation of a computerised accounting system and training to relevant staff on use of the accounting package.

Results reported

- Acquisition and installation of a computerised accounting system has been completed.
- Depending on approval of the work plan, two additional modules may also be procured.
- ALAT has submitted an audit report to Sida.

Gap analysis: technology procured for transparent accounting

A significant achievement is that ALAT has taken a step towards becoming a more transparent accounting system. Previous audit reports have²⁰ criticised ALAT's accounting to be flawed and of poor quality. An improved accounting system has therefore been an important tool to improve ALAT's credibility as an institution.

Last year ALAT embarked on a journey to install a new accounting system; a consultant was procured and suggested an expensive and complicated system that was not suitable for ALAT's needs. The procurement of the consultant was eventually stopped and ALAT has, since July 2012, installed a much simpler accounting system. According to the finance officer, the system is working well and has improved the ability to determine how money is spent by the organisation. Still, according to our observations, there seem to be difficulties to regularly (e.g. monthly or quarterly) following disbursements on specific budget lines in the Swedish-funded project.

- b) Diversification of revenue sources to ensure sustainability.
 c) Development of a fund raising policy to provide guidance with respect to solicitation, acceptance, recording, use of funds and reporting.

Results reported

- ToR have been developed for ALAT policies on financial mobilisation.
- ToR for a fundraising policy and strategy are being developed.

Gap analysis: Diversification not yet achieved

For the last two years – 2011 and 2012 – ALAT has only been able to receive contributions from very few of its members. The main reason is that before 2010, members' contributions were collected through the treasury under the Ministry of Finance. However, the abolition of the General Purpose Grant meant that the Ministry of Finance could not deduct the contribution of LGAs to ALAT. So for two years now,

²⁰See Innvoex audit report that covered the financial year 2011.

ALAT has been struggling to obtain resources to run its operations and activities. Although ALAT has tried to push members to pay directly, most members have (for financial reasons) been hesitant to pay their membership fees directly to ALAT.

In June 2012, the Government of Tanzania reinstated the General Purpose Grant. This has given ALAT hope that it will once more receive contributions from its members (via the Ministry of Finance). Efforts are underway to encourage the Ministry of Finance to deduct the contribution and send the money to ALAT, as it did before the abolition of the General Purpose Grant. Yet so far, the funds (about 1,500,000,000 TSh or 6,3 Million SEK) have not been received from the Government.

In order to ensure sustainability, ALAT has decided to contact external consultants (and has developed ToR) to help them with a strategy and plan for fundraising and financial mobilisation. As we see it, these issues are clearly connected to the organisation's identity and should, as far as possible, be driven by ALAT's personal leadership. With ALAT's relevance in the current political context, there is potential for ALAT to take the lead to organise a meeting with potential and existing donors, e.g. GIZ and Sida.

5. *Adequate physical resources*

- a) Secure cost-effective office space that meets staffing needs
- b) Procure fixed assets to meet operational needs

Results reported

- All furniture ordered in the last financial year has been delivered.
- There are computers, printers and photocopiers, as well as a functioning generator. There is also a furnished conference room where the ALAT Executive Committee, for the first time, can hold its meetings.

Gap analysis: Physical resources acquired

Based on interviews and interaction with ALAT staff, and visits to their new office, ALAT has been fully able to meet the outputs for adequate physical resources. Consultants working with ALAT over time have also expressed that their new office makes them appear to be more professional than they previously had.

6. *Effective Strategic Management*

- a) Develop a strategic planning policy that facilitates effective planning, monitoring and self-assessment

A strategic plan, derived from the organisation's mission context that encompasses short-, medium- and long-term goals/objectives that address cross-functional decisions, should be finalised, implemented and evaluated.

Results reported

- Drafting of ALAT's Strategic plan. Finalisation, printing and dissemination

- remain to be done.
- Research Officer to develop research and development policy for ALAT.
- Programme Officer has started to establish the M&E system and to revise planning processes so that they become more realistic.

Our observations and comments

There are several different documents which guide ALAT's work, and it is uncertain which documents are valid (and which documents supersede one another). As mentioned above, the strategic plan was approved by the Ex-Com, but it contains some gaps, which need to be finalised. Similarly, ALAT has in place a project document, Annual Work plan, the budget and other specific work plans such as MPED. The presence of many such guiding documents within ALAT may bring confusion to ALAT staff when implementing activities.

The recently-recruited Programme Officer has now started to elaborate a M&E system, since the current M&E officer has not been able to deliver as expected. Recommendations from this mid-term review may also serve as inputs into the prioritisation of ALAT activities in the Strategic Plan and M&E system.

3.2.2 Component 2 Support to CBNRM

1. Support to 4 CBNRM projects for self-sustainability

- a) Identify and procure expert services of a Technical Advisor and local Programme officer
- b) Conduct a familiarisation tour of the 4 districts
- c) Project monitoring
- d) Establish/conduct exchange forum

Results reported

These are activities that ALAT reports to have carried out with the assistance of the short-term field advisors and TA.

Gap analysis: Activities have been carried out

Our interviews indicated an active and valuable presence of the TA and the so-called field advisers that were contracted (as consultants) by ALAT. They are contracted by ALAT, but are not a part of ALAT's in-house expertise. The short-term field advisors (in Babati and Kiteto) have their main competencies within the field of natural resource management (forestry) and have been an appreciated asset for the communities within their field of NRM. Both the TA and the short-term field advisors have

previous experience of the activities in the four CBNRM, through involvement in LAMP and post-LAMP.²¹

Communities mentioned that TA and the field advisor visit them regularly to follow up on their progress, challenges and needs. It was also mentioned that in the last round of visits, the Communication and Knowledge Management Advisor should work with the CBOs (Community-Based Organisations) on communication material on best practices. Regular project monitoring takes place and has been part of the work of the CBNRM TA. In every field visit carried out during the project (since January 2011), ALAT staff have participated (with two ALAT professionals for each visit).

The three visited communities mentioned the manner in which they met the other community projects that had previously been funded by LAMP. This has, according to our interviews, been conducted through communities that visit each other to exchange ideas and experiences.

e) Capacity-building at community level

Results reported

- The CBNRM institutions now turn to ALAT for legal advice according to the interim report.
- Financial management training to the CBO executive committees and village councils has been carried out throughout the project.
- Suledo Village Land Forest Reserve members have received training on bee-keeping.
- Health, water, hygiene and sanitation awareness training have been held in Sughana, Singida and Londoto, Latema.
- Training of WUA (Water User Association) technicians from Latema and Singida has been conducted.
- Latema WUA also received training on soil erosion.

Gap analysis – training taking place during project, but what happens after elections to the Executive Committees of the CBNRM initiatives?

Capacity-building activities have taken place with the assistance of ALAT-contracted short-term experts. Training has been conducted in the following fields: beekeeping, health, hygiene, water and sanitation, financial management and soil conservation. The village councils and executive committees change through regular elections, which endangers the sustainability of the project. As a response, ALAT has since the 2nd year of implementation, started to encourage confidence and the tradition of shar-

²¹Or more specifically, Securing Sustainability of the LAMP Initiatives, 2008-2010.

ing experiences, handing over duties and responsibilities through trainings. However, according to our interviews, in reality, there seems to be little tradition to share experiences to newcomers in the executive committees.

f) General support activities

Results reported

- Suledo Village Land Forest Reserve: ToR on a feasibility study for a saw mill being prepared; to be submitted to the Embassy.
- Burunge WMA (Wildlife Management Area): CBO preparing a budget on support to new beacons. The WMA has requested that ALAT support them in lobbying and advocating in order to regain the responsibility of revenue collection. The Ministry of Natural Resources and Tourism has taken over revenue collection between the WMA and the tourist operators, and the money has not reached the WMA.
- Singida WUA: WUA have signed a MoU on the rehabilitation and extension of system. The repairs have been completed.

Gap analysis: Not clear how this is linked to ALAT's mandate

These activities are linked to infrastructure solutions in specific communities. Even though they do indeed support the communities in practice, it is not clear (except with revenue collection issues) how they are linked to ALAT's mandate.

2. Promotion of Best Practices

a) Actively promote best practices from Suledo Forest Reserve, Burunge Wildlife Management Area and Mwitija and Latema Water User Associations

Results reported

- ALAT shared information on CBNRM to LGAs through the quarterly newsletter.
- Study visits related to beekeeping and soil conservation have involved LGAs in learning about CBNRM in other geographical areas.
- ALAT has informed stakeholders about their support to CBNRM in meetings and seminars they have attended, which has resulted in different organisations approaching ALAT for cooperation and advice – according to the interim report.
- Participation of CBNRM in Sabasaba. Inputs to project and programme developments, through cooperation with other organisations, government etc.

Gap analysis: Promotion taken place

We have, in our interviews, clearly seen that ALAT has promoted these projects in accordance with their reporting. There has also been dissemination of material, such as the Wildlife Management Area Handbook, booklets, the plan for cooperation with SNV and ongoing publication of the SULEDO experience targeted to communities and LGAs.

3.3 SUSTAINABILITY

In this section we discuss ALAT's overall sustainability and if ALAT has been able to sustain its "multiple roles" after Sweden has phased out its support.

The organisation is undoubtedly highly relevant in the future political context of Tanzania. However, as described above, the sustainability of the organisation ultimately depends on ALAT's ability to make itself useful and to attract funding from its members. Furthermore, in the current political context, ALAT also needs a "blessing" from the Central Government to operate effectively.

According to our interviews, the overall challenges to (financial and institutional) sustainability include the following:

- The overall aim of the Swedish support is to make sure that ALAT has a good foundation to carry out its tasks. One key challenge for ALAT is its attempt to strengthen its identity and to obtain funding. This is also a priority objective in the Sida-financed project plan. A main aim is to obtain members' commitment and support. Currently, ALAT is struggling to secure membership fees and to widen its resource base. As mentioned above, very little of ALAT's funding comes from its own members. Today, ALAT is overly dependent on Swedish core support and greatly needs to secure other funding.
- As mentioned above, one factor affecting the sustainability of ALAT is over-dependence on external consultants to undertake its activities. Not having in-house staff, who would contribute to developing the organisation, affects both the ownership and, ultimately, the sustainability of capacity building efforts in the long run.
- 3 years is a short period of time for institutional strengthening. Institutional development projects often require 5-7 years to achieve their aims. With focused work and leadership, ALAT may deliver in the long term. In its current fledgling state, ALAT will most likely not be sustainable without external funding and TA.
- Being a project partner/implementer (or financier) is not one of ALATs natural functions. Although the CBNRM activities have given ALAT competence within this field (which could be valuable for internal organisational development), it is questionable if the organisation should try to take on and develop such a role in the future.

3.4 OPPORTUNITIES, CHALLENGES AND EFFECTS OF THE CBNRM

Based on the ToR agreed upon by Indevelop and Sida, the mid-term review would assess the extent to which Swedish "support to CBNRM has increased the *awareness* of CBNRM among the beneficiaries interviewed and if lessons learnt from the projects has been disseminated to other communities". It should be mentioned that the effects (outcomes) that have been detected are difficult or even impossible to entirely attribute to support through ALAT. Most likely, they have emerged due to the previous LAMP project(s), the current ALAT project as well as other external factors.

Several capacity-building sessions have been organised along with annual exchange tours between the different post-LAMP communities. CBNRM advisors have mentioned that ALAT has been requested to provide inputs on natural resource management on several different occasions and that it is feeding into other projects. The communities under the CBNRM component, especially the **Burunge Wildlife Management Area and SULEDO Village Land Forest Reserve**, have attracted both international (mainly from students at US and European universities) and national interest in how they have incentivised communities to engage in conservation while substantially increasing local incomes. ALAT is also a partner of GIZ and PMO RALG in their Local Governance Support project, and is able to disseminate best practices in a wide variety of fields that are relevant to local governments. The formally interviewed beneficiaries were well aware of the LAMP project and its effects, as well as the importance of managing natural resources responsibly. Many of them belong to the executive committees of the community-based organisations that are focal points for community interest, or are part of the village councils. They have frequent contact with the Technical Advisor in Dar es Salaam and field advisors who act as channels to the ALAT Secretariat. They would very much like if, before ALAT's support ends, they are given financial support for various physical investments (borehole-Kiruani, sawmill-Suledo), or alternatively for lobbying support, e.g. that ALAT pressure the Central Government to advocate for revenue collection at the local level (through district councils and communities alike), rather than funds being collected by the Central Government.

However, the distribution of awareness and potential positive effects is uneven. In **Latema Water User Association**, the Msitu wa Tembo village clearly received more benefits from the intervention than the neighbouring Kiruani village. The former has access to several domestic water points and the collection of fees and minor maintenance is taking place. However, in Kiruani, the villagers still take water from open pits. The given reason is that there is not enough water to be shared, while interviews with respondents suggest that the problem is related to power and politics, where Msitu wa Tembo holds control of the distribution of water and has few incentives to share with a village further away. For example, the project document for Latema mentioned that water should be shared between the two villages, the morning distribution for Msitu wa Tembo and the evening distribution for Kiruani. However, villagers in Msitu wa Tembo stated that they receive water twice a day and that the water is not sufficient to be shared, while at the same time there is no regulation on excessive water usage.

In the **Burunge Wildlife Management Area**, 24M TZS was distributed to each participating village last year alone. We spoke to Mwada villagers who were not members of the Executive Committee on their perception of the use of funds on social services. Villagers claim, for example, that they know who is responsible for the allocated funds and that most of them now have (thanks to the extra incomes) a bigger interest in participating in village meetings. The District Council mentioned that there were irregularities in how the concerned village councils used their funds, where it is

not clear how the prioritisation of village services take place. Out of ten villages, one village is trying to opt out of the WMA, but has, as such, lost its share of the income, while its land is still used by the WMA.

Discrepancies between villages became evident in **SULEDO Village Land Forest Reserve**. Sunya village is the main hub of the Zonal Executive Committee managing the community initiative. When the evaluation team visited a nearby village within this initiative, the villagers stated that they knew of the community forest, but did not feel that they were deriving any benefits from it, in stark contrast with the views in Sunya village. They pointed out that rather than conservation, they require farm land to sustain their livelihoods – something which is increasingly difficult to acquire as outside people are encroaching on their territory, purportedly through bribes to the village council. Only 1 participant out of 20 was aware of ALAT and their beekeeping training, stating that he had applied, but had not been selected. He suggested that beekeeping training be expanded to involve more people from all the different villages. The funds from harvesting the forest were smaller than planned, with less than 1M TZS per village. In addition to funds from the Suledo Forest, the District Council allocates annual funds for local development projects.

Mwitija WUA is an association that was formed in 2002. It is comprised of three villages: Sunghana, Mkola and Mgori villages in Singida Rural District. The initiative is beneficial to the communities as the major source of safe water for communities in this area.

Since its establishment, Mwitija WUA has recorded a significant achievement. Communities have access to safe water, which is used for domestic purposes, schools, dispensaries and domestic animals. Communities participate directly in decision-making, such as the election of representatives and the price for water distributed by the association. It has a management committee with representatives who are democratically elected by the communities in place. It collects an average income of Tshs 400,000 per month from water users. The collected money is instrumental, and is used by, for example, the maintenance of the water distribution network and the allowance of payment for volunteer technicians who were recruited to do minor repairs on the water distribution system.

With support from ALAT, the Association has been able to conduct capacity-building sessions (e.g. within areas such land management, environmental conservation, hygiene and sanitation, management and financial accounting). The management team has conducted study visits to other water users associations to learn best practices. Similarly, the Association has received study visits from other communities from (Simanjoro and Singida Districts) who came to learn about water users association.

The Association is aware that, at some point, ALAT will end cooperation and technical support to the association. Before that happens, they would like to see that ALAT facilitates major maintenance of the water distribution network and expansion

to two new centres and to the secondary schools that have been recently constructed by the communities.

Another part of the ToR was to “*describe examples of outcomes of the support to gender equality, youth and marginalised groups as well as the environmental issues*”. In Burunge, the youth have participated as game scouts in Burunge and mechanic training in Latema and Mwitija. In Suledo Community Forest, the beekeeping training under component 2 has been immensely popular as an income-generating activity. Half of the 80 participants were women, and it seemed to have increased both their incomes and voice. In both Burunge and Suledo, the women Executive Committee members were vocal and active, thus showing the effects of empowerment. However, this is more likely attributed to the comprehensive trainings under LAMP, rather than recent ALAT support.²² It should be added that targeting women, youth, marginalised groups or the poorest of the poor was not part of the project objectives, despite being Swedish development goals.

3.4.1 Main challenges and risk of the support CBNRM (scenarios)

In this section, we will briefly describe results and constraints of the support to the community-based natural resource-based initiatives.

CBNRM and Sustainability

In terms of outcome, it is not possible to overstate the importance of long-term and continuous support from LAMP, which was then continued via ALAT. A substantial amount of funds, capacity building and resources have gone into the four initiatives. When promoting these as best practices to LGAs, it must also be emphasised that successful CBNRM requires substantial time and resources; results will not happen overnight. Lessons from water management organisations in other parts of the world²³ also revealed that, for CBNRM initiatives to be sustainable, mechanisms need to be in place to counter the elite capture of income-generating activities, deferred maintenance and training. If such mechanisms are not in place, there is a risk that vested interests may take over profits (a risk in Burunge), that new committees will not have the same training and capacity as their predecessors, the infrastructure collapses without funds for major maintenance (WUAs) or that interest will collapse without project presence. A study by Mukherji et al. on CBNRM in irrigation, for example, found that most interventions tended to collapse within two years after project funding had

²² Final Evaluation of Land Management Programme II, 2008.

²³ Mukherji, A. et al (2009) Irrigation reform in Asia, a review of 108 cases of irrigation management transfer), Asian Development Bank and Dewan (2012); Dewan, C. (forthcoming) The Imposition of Participation: Community-based Water Management in Bangladesh. Journal article.

stopped,²⁴ In essence, sustainability lies in project design and the institutionalisation of support among concerned implementing agencies.

As we see it, the risks and possible scenarios look rather diverse for the various CBNRM supported under the project, and are heavily reliant on the response and commitment of both district councils and the relevant ministries. Hence, the *risk management strategies* should for example reflect the following:

- For the *Water User Associations*, it is important to note that this structure is part of the National Water Policy and Water Act. Yet there has been little institutionalisation of this concept into government agencies and their budgets, or where the Act bestows maintenance responsibility to communities. However, for WUAs to be sustainable, there must be a regular maintenance fund and technical resources (owned by the communities) available in the effort to provide safe water.²⁵ ALAT could play an important role in advocating more effective and institutionalised CBNRM with the Ministry of Water to deliver safe and accessible water, as well as to find appropriate project linkages between donors and water-scarce areas where LGAs express that they are in acute need of water.
- For *Wildlife Management Areas* – *Burunge* shows how conservation can be successful in improving local revenue sources, while maintaining the environment and fauna. Tanzania possesses great potential for sustainable tourism. There is scope for increasing community involvement to experience ownership of the natural resources they live with, especially since many tourist spots in Tanzania often do not pay a share of their profits to the nearby villagers. Financial incentives in Burunge have reduced poaching and have made villagers more proactive in conserving and keeping the tourism industry accountable. The Burunge WMA themselves stated that the current trend of centralising revenue collection was lowering their morale and increasing their fear that collection rates will drop. A clear result would be that conservation in the area would again be endangered. Lobbying and advocacy could counter this; and ALAT has an opportunity to take part in this. However, ALAT's ability to do so will be dependent on its alliances outside the Central Government to delicately manage its quasi-autonomous status, i.e. not directly in the government system, but consisting of members directly dependent on the Government.

²⁴ Mukherji, A. et al (2009) Irrigation reform in Asia, a review of 108 cases of irrigation management transfer), Asian Development Bank.

²⁵ This should, according to law, be done by communities.

For Suledo Village Land Reserve, a saw mill for the community would significantly reduce the risk of outside harvesters that cherry-pick trees, and may lead to higher dividends for the community. Due to this potential, the planned feasibility study is an important indicator of the sustainability after the purchase of such an investment. Beekeeping also holds potential as an income-generating activity and if targeting women, the youth, the marginalised and the poor.

4 Conclusions and Recommendations

One overall conclusion in this review is that ALAT can play a crucial role in promoting accountability as a voice for local governments. There is great potential for ALAT to grow into a champion of local governments and to act as a coordinator and disseminator of best practices. The organisation is strategically positioned and could, if it plays its cards well, be an important player in the reform processes taking place in Tanzania. As already mentioned, ALAT's most successful achievement in support of its members is that it had effectively lobbied the Central Government to reinstate the GPG. Without these grants, the LGAs were nearly paralysed and could not perform their functions. This is an interesting example of the potential influence of ALAT and shows that, with the right methods at the right time, it could exert significant influence.

However, in evoking its mandate as a civil society organisation and as an advocacy body, ALAT needs to cautiously ensure that it does *not* adversely aggravate its members, who are a part of the government structure. Based on this experience a general **recommendation** is that ALAT should continue testing and challenging the invisible (political) boundaries, while at the same time not "letting the ideal become the enemy of the possible."

Another overall conclusion is that ALAT has potential to become much more effective if it acts more strategically. In fact, the key recommendations in this report are intended to assist ALAT to become more results-oriented, and to enhance its value for money by extracting more out of its comparative advantages.

During the last two years, ALAT has developed as an organisation, has acquired many skills, and now has a better understanding of the realities of LGA than it previously had. One reason for this has been the integration of CBNRM initiatives, which seem to have worked both as a pedagogical tool and as on-the-job training for the personnel at ALAT. The Chairman of the Executive Committee and the General Secretary have grand ambitions for the organisation and are committed to ensuring that the organisation fulfils its role as a key player in the political arena. However, there is a risk that ALAT becomes overstretched in trying to perform all tasks and activities that they have decided to take on. We therefore **recommend** that ALAT clearly define where it holds a competitive edge and prioritise its time and resources where it can truly instigate change.

The technical advisors (TA) embedded within the organisation have carried a heavy burden and have been crucial to how the organisation has developed during the past two years. However, due to a lack of capacity within ALAT, the TA has, at times and to a certain extent, become a 'gap-filler' rather than an advisor to the organisation.

We can also conclude that ALAT is still in need of additional support from long-term TAs in the near future and therefore **recommend** that the Swedish-financed TA function also continue during 2013 and even more clearly distinguish the roles and responsibilities between staff, advisors (TA) and consultants. We also **recommend** that ALAT, for the next year, ensure that TAs become even more focused on capacity building and the mentoring of the Secretariat to fulfil its core functions (lobbying/advocacy and communication with members).

Both external services and internal development work at ALAT rely, to a large extent, on sub-contracted short-term consultants. ALAT has spent substantial sources to develop certain aspects of the organisation. While the long-term (embedded) advisor functions seem to work rather well, ALAT has become overly reliant on external consultants to produce various internal documents, such as communication strategies, HR manuals and recruitment, etc. The procurement of short-term consultants has been carried out by the different departments of ALAT and does not appear to be aligned with strategic thinking on what is needed, and how it should be implemented, given the resources and capacity of the organisation. As a result, it appears that there is little overview and understanding by the management team on how to make use of the many conclusions and recommendations presented by the consultants. We therefore **recommend** that ALAT make clear priorities on how, and in what order, to deal with all these suggestions and proposals. It is equally important, when priorities are made, to also clearly pinpoint what ALAT should postpone and what it should *not* do at all.

Except for the DEDs and District Chairpersons, other levels of LGA have a rather shallow understanding and awareness of ALAT's function and mandate. Most tend to see ALAT as a club for the privileged few at the district level. This is problematic since ALAT is mandated as the voice of local governments, which includes both village governments and ward-level structures, and that it ultimately shall work to improve the social services that local governments provide to the citizens of Tanzania. Without open channels to gather complaints, criticism and suggestions from different levels of the LGA, ALAT will risk becoming less relevant.

In order to gain legitimacy in the long run, ALAT must find creative ways to better receive and provide information below the DED (down to village/sub-village levels). We therefore **recommend** that the Secretariat of ALAT try to find new ways to communicate with members to receive unfiltered information about their actual needs, complaints and suggestions from village and ward levels. This could, for example, be done through ALAT's website that is about to be set up, by having a mobile number that members could text messages etc. New ways of communicating directly with members could, for example, be achieved through SMS alerts and through TV/radio at the local level.

As mentioned above, ALAT is carrying out advocacy and lobbying work; some has been successful. The reinstallation of the General Purpose Grant is one of the most successful lobbying campaigns of ALAT, most likely thanks to the organisation's threat and pressure call for an extra Annual General Meeting of LGAs, which con-

tributed to the CG revoking its previous decision. However, the advocacy and lobbying activities of ALAT are more ad hoc and resemble ‘fire fighting’ rather than systematically planned activities with clear goals. Yet at the same time, ALAT also needs to stay flexible and be able to take advantage of windows of opportunity as they open.

We therefore **recommend** that ALAT more systematically plan lobbying and advocacy campaigns, where it can clearly voice the concerns of local governments. This would include issues that ALAT knows are in the pipeline and that are shaped based on the needs of local governments, from the DED and below. Ultimately, ALAT must remember that it shall help LGAs to deliver services to its citizens and that advocacy and lobbying activities are tools for this.

Currently, ALAT is overly dependent on financial support from international donors and the Central Government. In the long-run ALAT needs to, as other equivalent associations around the world do, make it itself useful for its members in order to expect them to pay membership fees to the organisation. It is **recommended** that ALAT, as soon as possible, start receiving contributions directly from its members to ensure a higher degree of independence from donors and the Government. This is a key issue that should be discussed and decided upon in the next AGM. Arguably, increased contributions are a viable indicator of ALAT’s overall performance and service delivery to its members.

Although its organisational culture is more service-oriented and professional than it was a few years ago, ALAT still exhibits traits of “government mentality”. The capacity at some key staff positions of the organisations is still low. This significantly reduces the efficiency and ALAT’s ability to develop according to the needs of its members. We **recommend** that the Secretary General promote an organisational culture that is more supportive to the needs and requests of its members. In relation to this, we **recommend** that ALAT clarify its actual/concrete need of HR competences and, as far as possible, dismiss and recruit staff according to the needs of the organisation.

Since January 2011, ALAT has offered technical support to four community-based natural resource management initiatives, previously under LAMP. Approximately 40% of the budget has been allocated to support to CBNRM. There are many lessons learnt and best practices from these community initiatives on decentralisation and people’s participation in democracy and governance. The support to CBNRM has helped ALAT to better understand the realities (possibilities and constraints) of LGA. For example ALAT has, through CBNRM, received practical input to the decentralisation (D-by-D) discussions and has put NRM on the agenda for the LGAs. Furthermore, support to the CBNRM has helped ALAT build concrete skills capacity within the Secretariat, e.g. project management, financial management, procurement etc. It should be noted that the added value of using ALAT as an implementer has been the natural connection to the LGA at the district level, which was missing during the implementation of the post-LAMP project, 2008-2010. It is **recommended** that ALAT,

both in writing and in practice, make use of the potential linkages between the two components in the project.

In order to become more relevant for its members, we **recommend** that ALAT, for the remaining part of the project, strengthen the links between the lessons learnt (both good and bad) to other LGAs that are not a part of the CBNRM activities. The next project year, 2013, should be used to systematically analyse and disseminate lessons learnt that are relevant for the members of ALAT. This could, for example, be done through different workshops organised at the district (or regional) level, where representatives from districts, wards and villages meet. The conclusions from these workshops could, for example, be compiled with and presented at a seminar during the next AGM.

The four CBNRM have received considerable support for a long time and are now largely self-sustainable. We therefore **recommend** that Sida and ALAT, in a responsible manner, phase out their support, by considering the concrete investments proposal from the involved communities. According to information we have received from the Embassy of Sweden in Dar es Salaam, a responsible phase-out could realistically be performed in about 16-18 months.

Several different documents currently guide ALAT's work, and it is uncertain which documents are valid (and which documents supersede one another). Such priorities ought to be ranked and reflected upon in the results framework and the annual plans of the organisation. Furthermore, the results reported from ALAT to Sida mainly focus on what ALAT has done (outputs) rather than what it has achieved (outcomes). We **recommend** that ALAT, based on the recommendations in this report, revise the current project document to become more outcome oriented. This is also an opportunity to more clearly explain the linkages between the two components and thus the intervention logic of the support.

4.1 PROPOSED RESULTS FRAMEWORK

One of the tasks in this assignment is to, based on the analysis, provide a draft results framework. Yet it is important to note that it is not our role as consultants to elaborate and write the results framework for the organisation. The proposed results framework should, thus, be considered as a first attempt to provide a framework for the Swedish institutional support to ALAT for the remaining time of the project. But it could also be used as an inspiration for the next strategy period, if Sida decides to continue its support to ALAT.

This tentative results framework needs to, needless to say, be thoroughly discussed with ALAT and the Embassy of Sweden and be further elaborated upon and clarified in order to become operational. Also, the results framework needs to clearly correspond with both the mandate and function of ALAT, as well as to the financial resources available and the “real” operational capacity of the organisation.²⁶

As a general approach, we **recommend** that ALAT take on a *step-by-step* approach in making its priorities. To our understanding, advocacy and lobbying on issues of need for its members and the opening up the information flow from, and to, its members are of the utmost importance for the future legitimacy of ALAT. As we see it, other ambitions should be postponed until ALAT has considerably strengthened its capacity within these areas.

Tentatively the results framework could look like the following:

Expected overall effect (impact level)

Contribute to improved ability of local governments to deliver social services to citizens through enhanced accountability on local level in Tanzania.

Given the current political context and the priorities of the forthcoming Swedish strategy, this is what makes the support to ALAT highly relevant. Normally, it is not necessary to “measure” and report the effects on this level.

Examples of expected outcome (in the short term within the framework of the Swedish support)

ALAT could contribute to the overall goal by achieving the following outcomes:

A) Central Government listens and takes action on local government priorities.

This outcome could be followed up by assessing the extent to which advocacy campaigns have had an effect on changing policies and regulations. This requires systematic collection and a compilation of quantitative and qualitative data, and should be visible in about a year from now.

²⁶ According to current Sida standards, the focus of the project should be on the effects (outcomes) that ALAT has the ability to influence (but does not necessarily have full control over). Furthermore, in projects aiming to enhance capacity, it is often difficult to find clear-cut quantitative verifiable indicators that show progress. Instead, it is often necessary to make a qualified assessment of the extent to which the outcomes have been achieved.

- B) Other LGAs (than those that have been targeted in the CBNRM initiatives) have started their own similar initiatives which promote community based income generation (or self-governance.)*

This outcome should be visible during the remaining time of the current project and it should be a rather straightforward collection of both quantitative and qualitative data on this outcome.

If Sweden continues to support ALAT for the next strategy period, it would also be natural if ALAT, in coordination with PMORALG and the regional offices, starts to play a role as an expert resource (e.g. think tank and perhaps a help desk) on different LGA needs. This could, for example, be support/advice to the LGAs on *legal issues, financial management, project management, procurement*, etc. The capacity needs among LGA within these and other areas are, according to our interviewees, more or less infinite. If ALAT is able to provide valuable services within needed areas, the members would most likely be more willing to contribute with funds and to secure the long-term sustainability of the organisation.

Examples of outputs

There are a number of outputs and activities that need to be carried out to achieve these outcomes. ALAT needs, for example, to make prioritisations in its strategic plan. Moreover, annual plans with outputs that are clearly linked to the expected outcomes need to be prepared. It is also crucial that these plans are matched with the financial and personnel resources available at that particular time.

Yet, the two proposed outcomes could tentatively be achieved by reaching the following outputs:²⁷

- A1. Improved communication between ALAT HQ and its members, to better capture the real needs and complaints from local government.*
- A2. Improved lobbying and advocacy skills of the organisation.*
- B1. Systematic collection of lessons learnt and best practices from the CBNRM initiatives and analyses of what this implies for other LGAs which would like to promote similar activities.*
- B2. Systematic dissemination (through training sessions) of best practices and lessons learnt (good and bad) to other LGAs not targeted on CBNRM.*

²⁷These results should (more or less) be within the sphere of the organisation's control, yet they are affected by activities carried out by the organisation. In modern Sida language, these are sometimes labeled as "bridging outcomes". Indicators for these outputs need to be further elaborated.

Annex 1 – Terms of Reference

Ref. no.:
UF2009/67834

Date:
30 August 2012

Review of the Institutional strengthening support to the Association of Local Authorities of Tanzania –ALAT

1. Background

1.1 Information about Sweden

Sweden, Swedish International Development Cooperation Agency, is a government agency. Our goal is to contribute to make it possible for poor people to improve their living conditions.

As other Swedish government agencies, Sweden works independently within the framework laid down by the Swedish Parliament and the Government. They specify the budgets, the countries which Sweden – and thereby Sweden – will cooperate with, and determine the focus of Swedish international development cooperation.

For more information, please see Sweden's homepage: www.Sweden.se

1.2 Information about the Embassy of Sweden/Sweden

The Embassy of Sweden/Sweden is governed by the Swedish Strategy for Development Cooperation with Tanzania 2006 – 2011. In November 2010, the Embassy of Sweden signed agreement with the Association of Local Government of Tanzania (ALAT) to provide support for institutional development with total of 20,000,000 Swedish Kronor.

The objective of the project is to strengthen ALATs institutional capacity in all its aspects and empower the association to perform its functions effectively, efficiently, responsively and be accountable to members.

There are two main specific components with specific goals to achieve seven main output areas as defined as follows:

1. **Component One:** To strengthen the institutional capacity of ALAT with five expected output: Strengthened human resource management; improved financial resource management systems; improved physical resources; Enhanced Strategic management with improved Internal and external identity.
2. **Component Two:** To support four community-based natural resource management institutions and promote best practices with two main expected outputs, - support to four community-based natural resource management institutions and promotion of best practices of community based in natural resources.

1.3 Co-operation Partner - The Association of Local Authorities of Tanzania – (ALAT)

The Association of Local Authorities of Tanzania – (ALAT) was established on 13 December, 1984 after the re-establishment of the Local Government system in Tanzania with the following Goals:

- To foster and promote smooth Local Government development in Tanzania;
- To maintain and further the interests, rights and values of Local Authorities in the country; and
- To represent Local Authorities views at the national and international fora

In order for the Association to achieve the above goals, the following are its main objectives:

- To provide forum for exchanging of views and experiences amongst its members;
- To lobby and advocate for policy and legislative changes on matters which are likely to affect Local Authorities;
- To disseminate relevant information and best practices, experiences and lessons to its members;
- To make representations and proposals to the Government on behalf of its members;
- To provide services such as expertise advice to its members. This includes facilitation of south-south and south-north cooperation programmes.

Membership

The membership of ALAT is composed of all Local Authorities in the country (Districts, Towns, Municipalities and Cities) which are currently 133.

The Structure of the ALAT is as follows:

- The Annual Congress as the highest policy and decision-making body is attended by all Chairpersons/Mayors and Directors of the Local Authorities and Members of Parliament one from each Region (21). There is also Regional Branches of ALAT; Council Level Branches and Ward Level Branches. While Regional Level are already functioning; Council and Ward level branches were recently established and they are not yet operational;
- The Executive Committee which comprises of 18 representatives elected by the Congress from amongst Chairpersons/Mayors and Directors and 2 Members of Parliament
- Sub-Committees on the following main areas: Finance and Administration
- Research and Development, Publicity and Legal matters, Social Services
- Specific and Special Urban issues

The Secretariat comprises the Secretary General as the Chief Executive and assisted by line officers and support staff.

2. Objective

The objectives of the mid-term review are to: (a) Assess the project lessons learned and experience gained, (b) Identify particular issues or problems in design, implementation and management of the project, (c) Identify initiatives that demonstrate the potential for success, and (d) Provide recommendations on how best results can be achieved sustainably.

3. The scope of work

The mid-term review shall assess the two years of Swedish support to ALAT both the institutional support and the community based in natural resources.

1. Assess and review documentation through the analysis of the documents listed in section 6.
2. Conduct interviews with key stakeholders in ALAT secretariat, Executive Committee mem-

bers, the management of the four communities managing (Suledo Village Land Forest Reserve, Burunge Wildlife Management Area, Latema and Mwitija Water User Associations, Embassy of Sweden and relevant Development Partners e.g. GIZ.

3. Provide recommendations as suggest in the specific Tasks.
4. Make a field visit to the four CBNRM initiatives Babati, Kiteto, Simanjiro and Singida districts.

Task 1 Assessment of the institutional support at ALAT

-Review the overall results of the Swedish support in relation to stated objectives and the reasons for any deviations.

-Review the relevance and realism of the targets and objectives in view of shortcomings still facing ALAT and implementation of the project.

- Assess whether the funding provided by Sweden has been satisfactory.
- Assess if the support has improved public awareness of ALAT and members
- Assess the impact of the Sweden support in terms of improved overall management structure, systems, performance and service delivery of ALAT.
- Assess the multiple roles of ALAT as organisation, its structure and functions.
- Assess and analyse the training interventions to the ALAT secretariat, Executive board and their relevance to specific objectives.

Task 2 Assessment of CBNRM performance

1. Assess the role and the functions of the Technical Assistance to the assist ALAT in institutional development, the opportunities and constraints and provide recommendations.
2. Assess the role of the function of the Technical Assistance in supporting the CBNRM and provide recommendations
3. Establish whether there have been any self-initiatives in particular to the four communities managing Mwitija WUA, Burunge WMA, SULEDO VLFR and Latema WUA and if there is any sustainability in activities carried out.
4. Recommend a scenario on how the CBNM can sustain without Swedish support in relations to the proposed planned capital investments for income generations and development in their respective areas. It is a fact Sweden needs to finally phase out its financial support.
5. Assess whether the utilisation of funds has been in accordance with approved activities/budgets as specified in the agreements with respect to the CBNRM
6. Assess if the support to CBNRM has increased the awareness of CBNRM in the country.
7. Assess the impact of support to gender, youth and marginalised groups as well as the environmental issues.

1.3.3 Outputs

1. A mid-term review report of the Sweden support to ALAT, including lessons learnt and considering the opportunities and constraints. The report shall contain the results of the tasks as stated above.
2. Provide recommendations and a draft results framework for better results reporting.
3. Make a presentation to key stakeholders. Discussions arising from this presentation may identify on the way forward as stakeholders recommendations.

4. Logistics and timing

It is anticipated that the assignment will take an estimated six weeks, starting on October 2012 and be finalised by December 2012. A field visit of two week(s) to Suledo, Burunge, Latema and Mwitija is necessary. Before the start of the assignment the Consultant shall interview responsible officers at the Embassy of Sweden, Dar es Salaam.

5. Reporting and Documentation

The report shall be written in English language and the draft shall be submitted in 3 copies. The team shall submit a draft report within after completing the field visits. A final report shall be illustrated and include an executive summary, within two weeks of receiving the comments from ALAT and the Embassy/Sweden to the draft report. It shall be submitted one original and 10 bound copy in the English language.

The reports shall be written in Word for Windows and a CD-ROM shall be submitted together with the final report should be presented in a way that enables publication without editing. This CD may contain also other related documents.

6. Consultant Profile

There shall be one international consultant who will be assisted with a national consultant. The consultants shall organise their required logistics, international traveling and accommodation in Dar es Salaam. ALAT shall provide support with respect to travel, contacts and other logistics when the consultants visit the four communities in Mwitija, Latema, Burunge and Suledo. ALAT will also provide office space make available and all the reports listed in Section 8 and introduce the consultant to authorities and organisations of relevance.

Compulsory

The team shall have knowledge and skills in the following areas:

- Institutional and Organisation management
- Knowledge of the local government authorities in Sub Sahara Africa or in Tanzania.
- Project monitoring, evaluation and results based management
- General financial management
- Community based in natural resources management is an advantage
- Excellent writing skills and good communication skills in English
- Knowledge in Kiswahili is necessary at least for the national consultant

7. Budget

The budget will include fees and reimbursable cost. The reimbursable cost will include daily allowance (according to Sweden's rate), travel cost, communication and printing of report.

Annex 2 – Selected Literature

- Pre-core funding assessment of Association of Local Government Authorities of Tanzania (ALAT), PKF Consulting Ltd, 2010
- Institution Support Project Document, ALAT, 2010
- Annual results progress report Institutional support project December 2010 – June 2011, ALAT
- Semi -Annual results progress report, Institutional support project July – December 2011, ALAT
- Annual results progress report Institutional support project, July 2011 – June 2012, ALAT
- Audit report Institutional Support project, December 2010 - 31st of August 2011, Innovex
- Audit report FY 2010/2011, CAG
- Report on Findings from the ALAT Member Survey, DPC, 2012
- Organisational capacity assessment report, Kazi Services Ltd, 2012
- ALAT Human Resources policies and procedures manual, Kazi Services Ltd, 2012
- UCLG Position Paper on Local Government Aid Effectiveness.

Annex 3 – List of Persons Consulted

ALAT Secretariat

Habraham, Shamumoyo

Fogelberg, Karin

Hassan, Seif

Manyangu, Cleophas

Rugano, Elisia

Karuesa, Agnes

Linuma, Theresia

Kimaro, Celestine

Secretary General, ALAT

Technical Advisor CBNRM, ORGUT/ALAT
Communication and Knowledge Management

Advisor, ALAT/GIZ

Legal Officer/Acting Secretary General,
ALAT

Finance and Administrative Officer, ALAT

Programme Officer, ALAT

Research Officer, ALAT

Programme Coordinator, ALAT

Local Government Authorities

Dar-es-Salaam

Didas, Masaburi

Mayor, Dar es Salaam City Council

Moshi

Kombe, Viane

Head of Department for Urban Cleaning and
Environment, Moshi Township

Boteka, Alex

Head of Department for Urban Planning,
Moshi Township

Simanjiro

Paulo, Wilfred

Village Executive Officer, Msitu wa Tembo
village - Latema WUA

Sinjari, Michael

Ward Councillor, Msitu wa Tembo village -
Latema WUA

Leseo, Isack

Village Chairman, Kiruani village - Latema
WUA

Yahaya, Yusuf

Village Council member, Kiruani village -
Latema WUA

Babati

Mujwahuzi, Ignace K.

Administrative Secretary, Regional Secretariat
Manyara

Kweka, Dominic

District Executive Director, Babati District
Council

Nashaon,, Macokecha

District Game Officer, Babati District Council
District Planning Officer , Babati District

Msemo, Stanley

Council

Kakozi, Ibrahim

District Cooperatives Officer, Babati District

Pascal, Stella	Council Babati Town Council Director
Gwandu, Nikodemus	Ward Executive Officer, Mwada ward, Babati District
IpingikaH, Adam	Ward Councillor, Mwada ward, Babati District
Levava Kigiri, Ayubu	Village Executive Officer, Mwada village, Babati District
Omari, Bakari Sainga	Village Chairperson, Mwada village, Babati District
Francis, Verendiana	Chair of Peace and Security, Mwada village, Babati District
Wilbrod, Theresia	Planning and Finance, Mwada village, Babati District
<i>Kiteto</i>	
Mutagurwa, Jane	District Executive Director, Kiteto District Council
Ngalala, Nswima	District Natural Resource Officer, Kiteto District Council
Sebastian, Nkini	District Forest Officer, Kiteto District Council
Mussa, Brighton	Ward Councillor, Sunya ward, Kiteto District
Pupoto Omar, Abdi	Village Chairman, Sunya village, Kiteto District
CBNRM Stakeholders (CBOs)	
<i>Latema WUA, Simanjiro District</i>	
Msangi, Rasuli	Chairperson, Latema Water User Association
Yohanaa, Vitalis	Secretary, Latema Water User Association
Macha, Benjamin	Manager, Latema Water User Association
Rashidi, Waziri	WUA member, Keruani village - Latema WUA
<i>Burunge WMA Babati District</i>	
Ismail, Ramadan	Speaker/Chairperson, Burunge WMA Executive Committee
Lemetei, Edward	Vice Chairperson, Burunge WMA Executive Committee
Rashid, Tatu	Treasurer, Burunge WMA Executive Committee
George, Mary	Treasurer, Burunge WMA Executive Committee
Mareja, Makrina	Head of ExCom, Burunge WMA Executive Committee
Songay, Prisca	Deputy Speaker Secretary, Burunge WMA Executive Committee
Mollet, Jersu	Officer, African Wildlife Foundation, Arusha
<i>Suledo Community Forest, Kiteto</i>	

District

Lemanda, Sharifu	Chairman, Suledo Zonal Executive Committee
Ramadhan, Mbota	Treasurer, Suledo Zonal Executive Committee
Neema, Laizer	Treasurer, Suledo Zonal Executive Committee
Hemedi, Bakari	Secretary, Suledo Zonal Executive Committee
Nangoro, Alais	Manager, Suledo Zonal Executive Committee
<i>Mwitija WUA</i>	
Sadick Chakka	District water Engineer- Singida rural District
Abdallah Selemani	Chairman of Mwitija WUA

CBNRM Beneficiaries

Omben, Elsifa	Msitu wa Tembo village, Latema, Simanjiro
Bashir, Afman	Msitu wa Tembo village, Latema, Simanjiro
Ernest, Samuel	Msitu wa Tembo village, Latema, Simanjiro
Zainabo	Suledo Forest, Sunya village, Kiteto
Rokiya	Suledo Forest, Sunya village, Kiteto
Popoto	Suledo Forest, Sunya village, Kiteto

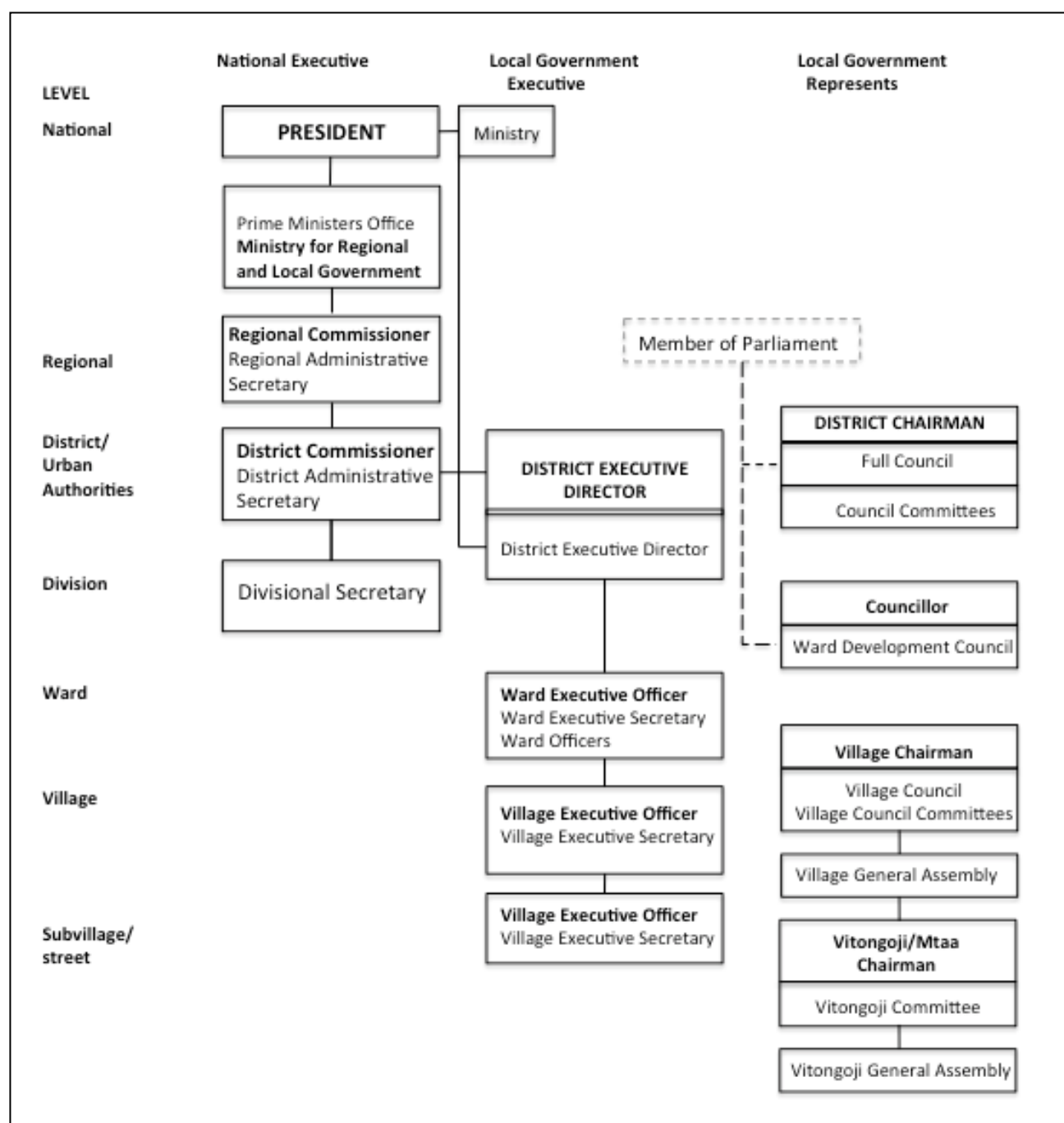
Donors, central government and consultants

Matafu, Jennifer	Programme Officer, Embassy of Sweden
Emanuel, Anders	Programme Officer, Embassy of Sweden
Schattenmann, Philip	Manager for Local Governance Support, GiZ
	Principal Legal Officer, Directorate of Legal Services, PMO RALG
Johnson, Jason	Administrative Secretary, Regional Secretariat
Mujwahuzi, Ignace K.	Manyara
	Short-term Field advisor for Mwitija, Burunge and Latema
Kavishe, Calyst	Short-term Field advisor for Suledo Community Forest, Kiteto
Minja, Maleack	Managing Director, Kazi Services
Muru, Suhura	HR Consultant, Kazi Services
Minja, Kristos	
Manning, Irving	Innovex Auditing

Annex 4 – Field Work Schedule

Date and Location	Activity
22nd Nov 2012 Dar-es-Salaam	Embassy of Sweden ALAT Secretariat
23rd Nov 2012 Dar-es-Salaam	District officials ALAT management team
26th Nov 2012 Moshi	Moshi Municipal Council
27th Nov 2012 Simanjiro	Latema WUA Msitwatembo village council Keruani village council
28th Nov 2012 Arusha Babati	African Wildlife Foundation Regional Administrative Secretariate, Manyara Field advisor for Mwitija, Burunge and Latema
29th Nov 2012 Babati	District Council, Babati Burunge WMO CBO Mwada village council Mwada ward leadership
30th Nov 2012 Babati	Babati District Council Officers Babati Town Council
3rd Dec 2012 Kibaya	Kiteto District Council Suledo CBO
4th Dec 2012 Sunya village	Suledo CBO zonal committee Beekeepers Sunya village and ward leadership
5th Dec 2012 Dar-es-Salaam	ALAT Secretariat
6th Dec 2012 Dar-es-Salaam	GIZ HR Transition - Kazi Services PMO-RALG Legal Services Auditors – Innovex
7th Dec 2012 Dar-es-Salaam	Embassy of Sweden

Annex 5 – Local Government Structure of Tanzania



Annex 6 – Key Issues Lobbied and Advocated for by ALAT

KEY ISSUES ADVOCATED AND LOBBIED FOR 2011/12 TO 2012/13

S/N	Key Issues Advocated and lobbies 2011/2012-2012/13	Status
1	Reinstatement of the General Purpose Grant to Local Authorities	Presented to the Government and the General Purpose Grant was reinstated
2	Position Paper for Constitutional Review to embed the Principles of Decentralisation by Devolution in the forthcoming United Republic of Tanzania Constitution 1977	Presented before the Constitutional Review Commission
3	Position paper to Propose for Enhancement of Local Revenues and Introduction of New Own Local Sources to the Local Government Authorities	Presented before the Parliamentary Committee responsible for local revenue
4	Position Paper on the Export and Economic Processing Zone Amendment Bill 2012	Presented to Parliament Committee and the Ministry of Trade and Industry
5	Decentralisation of Human Resources to Local Government Authorities	Presented before the Government and the Government has accepted to decentralise HR starting with the Local Cadres such Mtaa, Village and Ward Executive Officers, Drivers, Office Attendants, Personal Secretaries
6	Position Paper on the Public Procurement Bill 2011	Presented to the Parliament Committee and Ministry of Finance and Economic Affairs
7	Position Paper on the increase of the councilors incentives from Tshs 60,000 – 120,000 to Tshs 250,000/= to Tshs 300,000/= per month	Presented to the Government and the Government has accepted increase councilors allowances from from Tshs 60,000 – 120,000 to Tshs 250,000/= to Tshs 300,000/= per month
8	Position Paper on the National Gas Policy 2012 and National Public Procurement Policy 2012 are under preparation. ALAT is still collecting views from our members	

Annex 7 – Inception Report

Assessment of the Scope of the Evaluation

Introduction

The purpose of the inception report is to clarify the purpose of the assignment and to propose an approach that would explain the focus of the mid term-review and suggest methods and concrete data collection tasks required to answer the review questions.

This inception report is based upon an initial review of documentation (for a list of reviewed documents, see Annex 2). It is also based on introductory discussions (on telephone and Skype) with the responsible programme officer at the Embassy of Sweden (Jennifer Matafu), as well as the Secretary General of ALAT (Habraham J. Shamumoyo) and the Swedish advisor working at the ALAT Secretariat in Dar es Saalam (Karin Fogelberg, ORGUT).

As stated in the first response to this assignment, we consider this assignment to be straightforward. The inception report is therefore rather brief and covers the following sections:

- Brief background information on the project and ALAT and the intervention logic of the project. This section also includes main findings from other organisational assessments and reviews recently carried out by ALAT.
- A brief discussion on our understanding of the scope of the assignment and the evaluability of the questions in the ToR.
- A proposed methodology, including how we propose to collect data and the respondents to be interviewed by the evaluators in this assignment.

The assignment will be performed by Joakim Anger (Team Leader), Francis K. Kiwanga (Advocate and Legal Consultant) and Camelia Dewan (Junior Consultant).

Background

The Association of Local Authorities of Tanzania (ALAT)

The Association of Local Authorities of Tanzania (ALAT) was founded in 1984 to promote local government in Tanzania. The local government system in Tanzania was re-introduced in 1982. In 1998, the policy of decentralisation by devolution was established to devolve powers, responsibilities, functions and resources to the local government authorities from the Central Government. ALAT works within this context to support and safeguard the rights and interests of the local government authorities in Tanzania.

ALAT is a member-based organisation composed of all local authorities in Tanzania mainland: 108 districts, 4 towns, 17 municipalities and 4 cities, altogether 133 members.

Since its start, ALAT has been perceived as the voice of local authorities of Tanzania, and has played a key role in the promotion of meaningful, democratic, local government and people-centred development. In the past ten years, ALAT has implemented two strategic plans, the medium-term plan, 1997-2002, and the strategic plan 2005/2006-2007/2008. However, due to organisational weaknesses, these strategies had unsatisfactory performances with implementation rates of 37% and 36%.

ALAT is now guided by a new strategic plan (2011-2015), where the vision is to see “*responsible and autonomous local governments that effectively and efficiently deliver quality services responding to the needs and priorities of people.*” To achieve this vision, ALAT has the mission to serve as a recognised representative body and a united voice of local governments in Tanzania by providing professional and technical services to them. ALAT also works to lobby and advocate for policy changes on matters that are likely to affect local authorities, as well as information dissemination and the provision of expert advice to its members. The key strategic objectives for ALAT for the plan period are:

- 1) ALAT is well established membership organisation
- 2) Lobbying and Advocacy for Tanzania Local Authorities
- 3) Capacity Building for Local Government in Tanzania
- 4) ALAT to be an effective membership organisation

The overall project is funded by the Embassy of Sweden in Tanzania to strengthen ALAT’s institutional capacity in all its aspects and to empower the association to perform functions effectively, efficiently and be accountable to its members. The support totals 20 MSEK for three years. According to Sida’s assessment memo, the support to ALAT is relevant for the following two main reasons:

- First, local governments are the main implementers of the national strategy for growth and reduction for poverty (Mkukuta). In implementing this strategy, ALAT constitutes an important link to local governments around the country and ultimately to people living in poverty.
- Secondly, the local governments need a strong common voice in relation to Central Government in the ongoing local government reform process.

The Embassy supports ALAT through core support for institutional strengthening. Sida support is divided into two main components: to strengthen the institutional capacity of ALAT and to support four community-based natural resource management (CBNRM) institutions in four districts in Tanzania.

Component 1 Institutional support

Institutional development support will be channeled towards strengthening the following goal areas:

- *Enhance the internal and external identity e.g.* by obtaining members’ commitment and support to ALAT roles, functions and activities and establishing alliances with identified stakeholders
- *Strengthen areas of operations* by, for example, establishing a programmes approach to operations that are reflective of sector areas and services provided

- by LGAs to their constituents, and being an effective pressure group and think tank that is actively involved in policy analysis, research and decision-making.
- *Have an Effective Financial Resource Management e.g. by diversifying the financial resource base and ensuring that revenues meet expenditure.*
- *Have an adequate and cost-effective physical resource.*
- *Effective strategic Management that facilitates effective planning, monitoring and self-assessment.*

Component 2

Support to community-based natural resource management and the promotion of best practices.

This component basically includes supporting four community-based natural resource management institutions: Burunge Wildlife Management Area, SULEDO forest, Mwijita and Latema Water user associations. The best practices from this support are also expected to be disseminated to other local governments. Besides building ALAT's internal capacity within the area of natural resource management and the environment, the underlying idea is that best practices produced from component 2 of the project will be replicated in other areas and be used as a vehicle to enhance the legitimacy of ALAT.

Previous External Assessments of ALAT: The 2009 pre-core funding assessment and 2012 organisational capacity assessment

The pre-core funding assessment from 2009 was requested by the Embassy of Sweden before its cooperation with ALAT. The report recognised the relevance of ALAT, since it is the only body set up by local government authorities and is uniquely positioned to seriously effect change within its widespread realm. However, the report observed that the main challenges facing ALAT at the time of the assessment were in the prioritised areas of strategic management, resources mobilisation and management, focus in terms of areas of operation, human resources management, basic values and identity. The report also noted areas where things were working reasonably well, for example operational management, general management, financial management and control, external relations and organisational structure. The report recommended ALAT to strengthen its strategic management and develop a strategic plan. ALAT followed the recommendation and now has a strategic plan for 2011-2015.

The purpose of the organisational capacity assessment of ALAT from September 2012 was to identify the priority capacity-building requirements and to provide short- and long-term recommendations to support organisational development. At the time of the assessment, the report recognised that ALAT had many capacity-building needs, with special urgency to implement actions concerning human resources. The report strongly recommended ALAT to implement a capacity building plan. However, it was recommended to implement the plan in different steps according to a prioritised order, due to the number of issues to be addressed.

Understanding of the intended scope and purpose of the assignment

According to the ToR, the objectives of the mid-term review are to:

- a) Assess the project lessons learned and experience gained,
- b) Identify particular issues or problems in design, implementation and management of the project,
- c) Identify initiatives that demonstrate the potential for success, and
- d) Provide recommendations on how results can be best achieved sustainably.

Based on the initial discussions with the Embassy of Sweden and ALAT, we understand that the overall purpose with the review is to: *based on findings and lesson learnt, provide feasible recommendations on how to work to achieve long-term and sustainable results.*

The principal intended users of the report and process are: ALAT, the CBNRM institutions receiving support, other stakeholders depending on support, as well as the Embassy of Sweden.

Scope and Timing

Given the fact that Sida contributes a large amount of funds for institutional support at ALAT, it is crucial that we spend sufficient time in Dar es Salaam to meet the officials at the Embassy of Sweden, the management of ALAT, selected ALAT members and all relevant stakeholders. The team of consultants will be required to make field trips to the communities to assess Sida support. The long travel distances between the proposed sites will make it difficult to cover them all within the set time limit. Also, in order to be able to interview stakeholders from regional, municipal and village levels, as well as direct beneficiaries, we propose that we allow adequate time (so as not to spread ourselves thin) to the following three districts in this mission; Babati, Kiteto and Simanjiro.

See proposed programme in section 4 for further information on the logistic set up of the mission.

Relevance and Evaluability of Evaluation Questions

Comments on the evaluation questions in the Terms of Reference

As stated in the first proposal, we generally find the evaluation questions (i.e. tasks) of the ToR to be clear and feasible. Indevelop's proposal for this review includes a few requests for clarification of the evaluation questions. Based on introductory interviews there are three review questions that need to be further clarified, i.e.:

- a) Assess if the support has improved *public awareness* of ALAT and members,
- b) Assess if the support to CBNRM has increased the *awareness* of CBNRM in the *country* and,

- c) Assess the *impact* of support to gender, youth and marginalised groups as well as environmental issues.

Assessing effects is inherently difficult, since there is lack of baseline data and it is problematic to explicitly link effects to the activities carried out within the framework of the project.²⁸ Yet with these methodological constraints in mind, we have, based on discussions with the Embassy of Sweden and ALAT, come to the following understanding.

We will *not* be able to assess the extent to which Swedish support has led to increased public awareness of ALAT and its members; but we will be able to give examples of how the awareness of ALAT has changed over the last few years.

We will *not* be able to do an assessment of the increased awareness of CBNRM in the *country*. However, it will be possible to give examples of whether the involved communities have greater awareness about what they can do to improve their NRM (Natural Resource Management).

We will *not* be able to assess the *impact* of the support. First of all, the project has only been carried out for a few years; impact results are often more long-term. However, it will be possible to assess possible *outcomes* of the projects, i.e. effects closer to the source (of activities)²⁹ that could be attributed to Swedish support. We also need to take into consideration that support to the CBNRM has not been done in isolation, but is in fact a continuation of the long Swedish engagement in the LAMP programme.

Recommendations regarding evaluation questions

We suggest that the above evaluation questions be reformulated according to the following:

- a) Assess if the support has improved awareness about ALAT functions and its role among its members.

²⁸ Generally, we see three fundamental problems, the so called *effect problem*, *the contribution problem* and *the lack of proper baseline data*. *Effect problem* refers to the difficulty of assessing the counterfactual reality (what would have happened if the interventions had not been implemented). The *attribution problem* refers to the difficulty of being certain of the extent to which the intervention contributed to the measured changes. Most interventions do not have clear-cut *baseline data* (reference situation); that makes it rather challenging to measure change and carry out an outcome or impact assessment.

²⁹ Outcome and impact are both referring to *effects* or *changes* caused by an intervention. One way to make a distinction between impact and outcome is that the outcome is more clearly connected to the intervention, as such, while impact refers to more long-term effects that the interventions *may* have contributed (but not so clearly attributed) to.

- b) Assess if the support to CBNRM has increased the *awareness* of CBNRM among the interviewed beneficiaries and if lessons learnt from the projects have been disseminated to other communities.
- c) Describe examples of *outcomes* of support on gender equality, youth and marginalised groups.

Proposed Approach and Methodology

One initial finding, based on interviews, the review of project documents and progress reports, is that the current results framework is not adequate according to current Sida standards, e.g. results are predominantly reported at the output level. Our starting point will be to investigate how expected results (effects at the outcome level) are expected to be achieved. I.e. what is the intervention logic/theory of change of the support? As pointed out in the ToR, one expected output of this consultancy assignment is to provide draft recommendations on improved results framework. As we see it, a revised results framework will be one step in the right direction. However, we will also make suggestions regarding which changes ALAT needs to make in order for work with a revised framework to be more focused on outcomes (outputs).

As stated in the proposal, gender issues will be particularly highlighted in the review. We will, for example, assess how and to what extent ALAT has worked with gender equality regarding both capacity building within the organisation and in communication with its members, e.g. in terms of awareness-raising, specific gender training, integration of gender indicators etc.

Data will primarily be collected through the following sources:

Interviews

Key informant interviews will constitute a major source of information for this evaluation. We will interview persons working at the ALAT Secretariat, members of the Executive Committee, ALAT Members, staff at the Embassy of Sweden and other donors. At the communities, we will conduct interviews with community leaders, local government officers, and representatives of the people at the communities and CBNRM institutions. Also, those experts that have insight into the organisation will be interviewed, e.g. auditors and consultants that have reviewed and supported ALAT in the recent past. See Annex 2 for a list of possible persons to meet.

Desk review

The team will review documentation that focuses on organisational development, the strategic planning process and monitoring and evaluation efforts. See list of documents reviewed in the ToR. Additional documents will be reviewed.

Focus group interviews

Gathering a relatively homogenous group of 6-8 individuals together, and leading a structured discussion about their experiences and opinions, can spark a dynamic process among the participants and allow for a deeper discussion of issues, such as ex-

pectations and satisfaction, than individual interviews may provoke. It also has the advantage of providing information from several informants at the same time.

When applicable, focus group interviews will be carried out with boundary partners and beneficiaries during the field visits.

We will, to the largest extent possible, verify all views and judgments through cross verification from more than two other sources. However a full-fledged triangulation³⁰ of all evaluation questions will not be possible within the framework of this study.

Review framework sources and methods on tasks in ToR

More specifically, questions/tasks formulated in the ToR are expected to be answered in the following way. Please note that the evaluation questions have been slightly rephrased and merged to fit under the traditional OECD/DAC³¹ criteria.

Assessment of the institutional support at ALAT

Evaluation questions/tasks	Data collection methods and sources
<i>Effectiveness</i>	
Review the overall results of Swedish support in relation to the stated objectives (in the project document) and the reasons for any deviations.	The assessment will be done based on the goals set in the project document and will be compared with results reported in the annual and semi-annual progress reports. The claimed results will be counterchecked with interviews.
Assess the results of Swedish support in terms of improved overall management structure, systems, performance and service delivery of ALAT.	This question will be answered mainly through interviews with personnel working at ALAT. Also (to substantiate the answers from personnel), we will interview external consultants that have worked to support the organisation for longer periods of time as well as representatives from the donor community.
Describe whether the Swedish support has improved awareness about ALATs role and functions among its members.	This assessment will be based on the member survey recently carried out by ALAT. This data will be enriched by info from interviews with representatives from different levels of local

³⁰ *Triangulation* (in social science) is often used to indicate that more than two methods are used in a study with a view to double (or triple) checking results. The idea is that by using *three data collection methods* to get at the answer to *one* question, the answer will be valid. However, for this study with many review questions and a limited time frame, the triangulation of all results will not be practically possible.

³¹ In accordance to the framework agreement with Sida on evaluations and results framework.

	government (during the field visits).
Assess and analyse the training interventions to the ALAT Secretariat, Executive Board and their relevance to reach specific objectives in the strategic plan.	This will mainly be assessed through interviews with staff, representatives from the Executive Board and the consultants performing the training.
Relevance	
Review the relevance and realism of the targets and objectives in view of shortcomings still facing ALAT and the implementation of the project.	This analysis will be done based on the findings of the organisation's capacity and the mission and targets of ALAT. One important point of departure for performing this task will be the recently-carried-out organisational assessment (by Kazi Services, 2012). We will carry out a brief gap analysis assessing the discrepancy between what the organisation <i>wants to do and can do</i> with its existing resources (e.g. financial, personal and managerial resources).
Assess whether the funding provided by Sweden has been relevant in relation to the needs of the organisation and overall policies on local government.	Based on the gap analysis suggested above, it will be possible to perform an overall assessment on whether (and in what way) Swedish support has (or has not) been relevant to the overall policies on national government.
Sustainability	
Assess if the “multiple roles” of ALAT could be sustained after Swedish support is phased out.	Based on documents and interviews with both internal and external actors, we will identify if, and in which way, the multiple roles constitute constraints and opportunities for ALAT.

Support to CBNRM performance

Evaluation questions/tasks	Data collection methods and sources
Effectiveness	
Assess the role and the functions of technical assistance to assist ALAT in institutional development, opportunities and constraints, and to provide recommendations.	This assessment will mainly be done based on contractual obligations between ALAT and the Swedish consultancy firm providing the TA services and interviews with personnel at different levels of ALAT. The discussion will be forward-looking and will provide recommendations on how to improve the effectiveness and efficiency of support.
Assess the role of the function of	See above.

technical assistance in supporting the CBNRM and provide recommendations.	
Relevance	
Assess how funds have been utilised in accordance with approved activities/budgets as specified in the agreements with respect to the CBNRM.	We will compare activity reports with disbursed funds and, based on this information, make additional interviews with accountants and responsible officers at ALAT. Also, we will interview the programme officer at Sida and external actors (if necessary, the external auditor).
Sustainability	
Recommend one scenario on how the CBNM can sustain itself without Swedish support.	Considering external opportunities and risks, as well as internal comparative advantages and constraints, we will present the circumstances under which CBNM is likely to sustain itself without Swedish support. The analysis will be done in relation to the planned capital investments for income generations and development.
Establish whether there have been any self-initiatives, in particular to the four communities managing CBNRM, and assess the sustainability in activities carried out.	Interviews with representatives of the communities about what they have done with their new knowledge and competence, and how they plan to utilise it in the future. We suggest that some of these interviews utilise focus group methodology.
Effects (outcomes/impact)	
Assess if support to CBNRM has increased the <i>awareness</i> of CBNRM among the interviewed beneficiaries, and if lessons learnt from the projects have been disseminated to other communities.	Since there seems to be a lack of baseline data, this assessment will mainly be done by interviewing natural resource users in the districts about their current awareness (what they know) and what they claim to have known when the project started in 2010. Also, we will make stops in some neighboring communities to assess their awareness of the CBNRM practices promoted by the project.
Describe examples of <i>outcomes</i> of the support to gender equality, youth and marginalised groups as well as environmental issues.	These goals are not explicitly part of the project document. Still we will, through discussions with different focus groups and individual interviews, be able to pick up anecdotal illustrations on the indirect effects (at the outcome level) of Swedish support.

Proposed programme

This is a draft programme for the field visit in Tanzania.

Date	Location	Activity
Nov 21	Tanzania	Arrival of Consultants in Dar es salaam
Nov 22	Dar es Salaam	Meetings at the Embassy of Sweden officials/stakeholders
Nov 23	Dar es Salaam	Meetings at the ALAT HQ (Management and stakeholders) - Dar es salaam
Nov 26	Moshi	Interviews with Moshi District Director
Nov 27	Simanjiro	Meetings with Latema WUA management
Nov 28	Simanjiro	Meetings and Visits (Management and Communities) Latema Water Users Association-Meeting with DED Simanjiro
Nov 29	Travel to Babati	
Nov 29	Babati	Meeting with District Executive Director- Babati
Nov 30	Babati	Consultation and visits to beneficiaries of Burunge Wildlife Management Area- Babati
1 Dec	Babati/Kiteto	Meetings with communities at Burunge WMA
Dec 2	Kiteto	Trip to Kiteto
Dec 3		Meetings with DED Kiteto Meetings and Consultations Suledo Community Forest in Kiteto
Dec 4	Kiteto	Visits to the communities and beneficiaries of Suledo Community Forest
Dec 5	Kiteto Dar	Trip to Dar es salaam
Dec 6		Additional interviews with stakeholders Debriefing meeting with Embassy of Sweden and stakeholders meeting to share initial findings and recommendations
Dec 7	Dar es salaam	

Reporting

A draft report will be delivered to the Embassy of Sweden (electronically) on December 18. Feedback from the embassy and ALAT on the draft report is expected not later than January 8, 2013. The final report will be submitted no later than January 23.

Annex 8 – Interview Templates

In in-depth interviews, the team of experts will collect data and views from informants on the following set of questions;

A: Key questions on institutional support to ALAT

1. To what extent are you familiar with ALAT?
2. In your Assessment, how do you assess ALAT's progress towards its objective?
3. What has ALAT achieved in human resource management, financial management and its service delivery?
4. How do you assess the level of awareness on the ALAT's activities?
5. What is the relevancy of SIDA's support to ALAT and how is the support assisting ALAT to transform?
6. What is the impact created by SIDA's support to ALAT?
7. To what extent is ALAT considered relevant to the public and its members?
8. Are there other external donors supporting ALAT and in which other areas is ALAT supported by external funding?

B: Key questions in support to CBNRM

1. What are area of support does the community initiative enjoy support from the Embassy of Sweden?
2. How have the funds been utilised by the communities?
3. What has been achieved with support from the Embassy of Sweden?
4. How do you assess the awareness of the communities created by the project?
5. What are the plans for sustainability of the project in the event that the Embassy stop funding the community?
6. Are there lessons learnt from the project?
7. What are the best practices that could be drawn from the community project?
8. What are recommendations for the sustainability of the project?



Mid-term Review of the Institutional Strengthening Support to the Association of Local Authorities of Tanzania - ALAT

The Association of Local Authorities of Tanzania (ALAT) was established in 1984 in mainland Tanzania. The Embassy of Sweden in Tanzania has provided institutional development support to ALAT, divided into two components: 1) Institutional support and 2) Support to Community-based Natural Resource Management and the promotion of best practices. The project covers the period 2010–2013 and the total estimated cost for the Swedish contribution is 20 MSEK.

This mid-term review concludes that ALAT can play a crucial role in promoting accountability as a voice for local governments. The organisation is strategically positioned and could, if it plays its cards right, be an important player in Tanzania's local government reform process. Still, many challenges remain for the organisation, including improving communication with their members, clarifying the roles and responsibilities with the Government and securing long-term financial funding.

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