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Sida Decentralised Evaluation

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Evaluation of the Tanzania Gender Networking Programme Strategic Plan

Final Report

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February 2014**

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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.

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Acronyms

ACT	Accountability in Tanzania
AGM	Annual General Meeting
ALC	Activism, Lobbying and Coalition Building
ARP	Analysis, Research and Publications
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Community Society Organisation
DANIDA	Danish International Development Agency
DFID	Department for International Development
ED	Executive Director
FBO	Faith Based Organisation
FemAct	Feminist Activism Coalition
GBV	Gender Based Violence
GDSS	Gender Development Seminar Series
GF	Gender Festival
GRB	Gender Responsive Budgeting
GTI	Gender Training Institute
IC	Information & Communication
ICTS	Information Communication and Technology services
IGN	Intermediary Gender Networks
IMBC	Intensive Movement Building Cycle
KGA	Knowledge Generation & Analysis
KIC	Knowledge and Information Centres
LGBTI	Lesbian Gay Bi-sexual Trans Intersex
M&E	Monitoring and Evaluation
MoCDGC	Ministry of Community Development, Gender and Children
MoF	Ministry of Finance
MTR	Mid-Term Review
NGO	Non-Governmental Organisation
OMB	Organizing & Movement Building
PAR	Participatory Action Research
PETS	Public Expenditure Tracking System
PSM	Programme Support and Management
SGBV	Sexual and Gender Based Violence
SP	Strategic Plan
TAMWA	Tanzania Media Women Association
TFF	Tanzania Feminist Forum
TFMB	Transformative Feminist Movement Building
TGNP	Tanzania Gender Network Program
Tzs	Tanzanian Shillings
UN	United Nations
UNFPA	United Nations Population Fund
USD	United States of America Dollars
VICOPA	Village Community Bank

Preface

In September 2013, the Embassy of Sweden in Dar es Salaam commissioned Indevelop (www.indevelop.se) to carry out an evaluation of Tanzania Gender Network Programme (TGNP), through Sida's framework agreement for reviews and evaluations. The evaluation report will serve as input for the Embassy's decision on how future assistance to TGNP could be shaped, and to be used by TGNP as an input to their current strategy.

Field visits were carried out in Tanzania during November-December 2013. The evaluation report was finalized in February 2014 after feedback from TGNP and the Embassy on the draft report.

The review was carried out by Dr Chris Coulter (team leader and gender expert) Joakim Anger (member of Indevelop's core team of professional evaluators), and Francis K. Kiwanga (national consultant). Quality assurance was provided by Ian Christoplos while Jessica Rothman provided project management to the entire process.

Executive Summary

Introduction

The purpose of this evaluation is to “review and analyse Tanzania Gender Network Program’s (TGNP) relevance, effectiveness, efficiency, sustainability and impact (on outcome level) during the period of the 2008 to 2012 Strategic Plan. The principal and overarching questions in this evaluation were the following: 1) what has TGNP achieved during the period, and, 2) how has TGNP worked towards these achievements? The evaluation is intended to inform the Swedish embassy in Dar es Salaam about TGNP’s results as well as challenges and opportunities, and to be used by TGNP as an input to their current strategy. The assignment was carried out by Dr Chris Coulter (team leader), Joakim Anger (evaluation expert), and Francis Kiwanga (local expert) between November 2013 and January 2014. In total we have consulted more than 135 individuals representing various stakeholders, who were all given an opportunity to provide their perspective on the work and performance of the organisation.

TGNP

The TGNP, founded in 1993, is an old and well-established organisation in Tanzania and works closely with likeminded human rights groups and CSOs, grassroots groups, government, Development Partners and other allies. As a member of several networks and coalitions TGNP is well placed to monitor and respond to current events in the country. TGNP has received basket (core) funding for the period 2008-2012 to the order of 10,5 billion Tzs from the Swedish Embassy, DANIDA, Irish Aid, Norwegian Embassy, UNFPA, UNWOMEN, and DFID. Sweden has been the largest donor during this period, funding around 50 per cent of the budget.

TGNP’s vision is to transform Tanzanian society towards gender equality and social justice. In the Strategic Plan for the period 2008-2012, TGNP underwent restructuring and made a strategic shift to focus on its *catalyst role* in transformative feminist movement building (TFMB), and on “going to scale” country-wide through a network of Knowledge Centres. This was based on lessons learned from the previous implementation period where, despite successes on policy and advocacy, TGNP identified gaps in grassroots engagement. Furthermore, in 2011 TGNP undertook a Mid-Term Review to review and assess achievements, capture lessons learnt, determine relevance and evaluate outcome as well as to propose improvements and focus for the two remaining years of the implementation period of the Strategic Plan. TGNP is currently developing their new Strategic Plan for the next four years.

Key findings and conclusions

Effectiveness and outcomes

Interviews with beneficiaries as well as politicians and civil servants on village, ward and district levels demonstrate that TGNP activities have *contributed* to several significant effects and changes in behaviour and actions on local/village level. For example,

increased villagers' possibility to hold decision-makers accountable and responsible for the provision of social services and the allocation of funds, increased awareness among women of their rights, more women are openly raising women's issues, especially marginalised women, and some women are now more confident and politically active. Trained villagers are aware of and engaged in current and ongoing political and constitutional processes in the country, such as local and national elections and the constitutional reform processes. People in villages who have been trained gather in groups and work together towards achieving their own identified goals. Interviews with individuals and other CSOs that participated in TGNP conducted seminars in Dar es Salaam confirmed that the knowledge and self-confidence on matters to do with gender equality, accountability, rights and citizenship have increased. The Knowledge and Information Centres (KIC) that were established in 2012 and 2013, albeit to a low cost, seem not to be very well known among the public and have not yet been used to the extent that TGNP anticipated.

On a national level TGNP has engaged in lobbying, expert consultations with government and development partners, and has also produced various training and information activities. As a result TGNP is perceived as a natural hub and resource centre on women/gender issues in Tanzania. According to a representative of UNWOMEN, TGNP is considered to be *the* key organisation for gender issues in the country. TGNP is regularly invited by government to all meetings that concern gender equality. TGNP is very vocal in national media. Some of the key concepts used by TGNP, for example "*Mfumo Dume*" (patriarchy) and "*Ukombozi wa Wanawake Kimapinduzi*" (Transformative Feminism) are known and are used in public dialogues, debates, and the media. Furthermore, several ministries and also parliamentarians look at TGNP as a valuable resource for information on various gender related issues, such as Gender Responsive Budgeting.

TGNP has worked to increase the participation of women in decision-making processes and in elections. For example, the campaign 50/50 and the Voter's Manifesto, had a nationwide spread. According to development partners and other CSOs, these have positively influenced the debate about women's political participation. Currently TGNP is one of the main organisations involved in the work on the current constitutional reform process and collaborates with several different NGOs on this issue. The Gender and Development Seminar Series (GDSS) and the Gender Festival (GF) constitute two core activities of TGNP and have both during the period in question gained in popularity and reach. All types of participants are attracted to these events, from staff at government ministries and magistrate courts to journalists and even village men and women who travel great distances to attend. The seminars and the festival address concerns of ordinary people and provide solutions to some of the dilemmas facing the country today. A major added value of TGNP, and by some considered as its niche, is its link between grassroots and policy. This was confirmed by all interviewed stakeholders.

Hence, our overall assessment is that TGNP has been influential on many different levels, both on local and on national government levels, as well as in the wider NGO community and TGNP has to some extent been able to move the agenda towards a more transformative feminist movement building.

Relevance

TGNP is working in line with its vision. This is very clear through interviews with both staff and stakeholders. TGNP is relevant because there exists a need to challenge existing gender and power structures, and there is also a need for an organisation that can operate on both grassroots and policy levels, and TGNP has been consistent in their focus on exposing the links between gender equality/social justice and governance on the micro and macro levels. The organisation, although by some considered a bit too radical, still manages to balance this with having high credibility among various government ministries as well as in Parliament, much thanks to their grassroots engagement. TGNP has an explicit feminist, anti-patriarchal and anti neo-liberal agenda on which it does not compromise. Yet, terminology and abbreviations such as transformative feminist movement building (TFMB), intensive movement building cycles (IMBC), anti neo-liberalism, are perceived as advanced and even at times obscure and radical. In interviews with several different types of stakeholders on national and local level it was evident that although TGNP's work is appreciated, the terminology used is not always understood, neither by grassroots organisations nor by stakeholders on national level. Although some efforts have been made, TGNP still has not been able to adapt to different types of communication for different types of target groups.

Overall, the Swedish support to TGNP for the period has been in line with the Swedish strategy for development cooperation with Tanzania (2006-2010). Gender equality is especially highlighted under democracy as one of the focus areas although the fight against the neo-liberal agenda is not something which has been prioritised by the Swedish government during recent years.

Furthermore TGNP has clearly and consistently spoken out for minority groups, whether LGBTI or sex workers, and as such is one of the few organisations in the country to take a stand on these issues. However, the lack of a strategy on where and how to address these culturally sensitive issues, has led to a backlash that has affected the whole organisation. Also, until recently the organisation has not had a risk management strategy which has also exposed not only certain staff but also some LGBTI/sex worker activists to unnecessary risks. TGNP lacks a clear perspective on how and how much they want to engage on LGBTI rights.

Our general assessment is that TGNP stands in high repute among most development partners, and also has an international and regional influence. Advocacy work on the national arena is an area that TGNP has comparative advantage and provides most value, given their background and vision. Activities on the grassroots level are indeed relevant and have had effect in the targeted areas. Yet, TGNP cannot be in every part of Tanzania and these interventions must foremost be seen as islands of success that provide legitimacy and learning opportunities for the organisation.

Efficiency

In general, TGNP is using its funds in a responsible and cost efficient way. Yet, there are some costs that seem difficult to justify given the results achieved. For example, the extensive use of external consultants in strategic processes have, according to our assessment, not been well invested funds since the documents have been overly com-

plex and not user friendly with the result that key staff has not felt sufficient ownership of the strategic plan and the revised strategic plan. TGNP also has significant costs for the production of information materials (about 40% of the budget). However, there does not seem to be a clear strategy for optimal use of resources to achieve communication aims, for example, the people responsible for the Knowledge and Information Centres have a rather vague understanding of the use of the materials. Also, TGNP headquarters has not done any real follow-up study on how and to what extent the printed material is used and what outcomes it may have led to.

Regarding reporting of results TGNP has focused more on what has been done (activities and outputs) rather than what has been achieved, i.e. what changes/effects their activities have contributed to. Also, the M&E officer (who was recruited in late 2011) has not been utilised in an efficient manner, as focus has been on collecting and receiving raw data rather than focusing on maintaining and developing the M&E system. Hence, our overall assessment is that TGNP in its current form is not adequately structured and organised to report on its outcomes in an efficient way

In general TGNP is a rather reactive organisation and has difficulties in making clear prioritisations and the organisation has a tendency to rush into new projects without finalising reporting for previous projects. On the one hand, as TGNP is considered a resource on gender in the country this has implications on the demands and expectations from various actors. On the other hand, TGNP also has a tendency to try to please many stakeholders by doing as many things as possible, thereby risking spreading itself too thin.

Sustainability

TGNP is one of the oldest and well-funded NGOs working on gender equality and social justice in Tanzania, and has as such a solid reputation and are deemed credible. TGNP has been considered a ‘donor darling’, and has been assured continuous support through basket funding. Despite overall economic hardships in the country during the past decade, due to the overall global economic crisis, TGNP has shown resilience and has managed to continue to implement its programmes, and has even increased its number of staff. However, the financial situation, with a decrease in basket funding, has also led the organisation to move on to new projects quickly, while at the same time increasing the need for reporting on each individual project, thus putting even more pressure on staff.

Recommendations

Based on our findings and conclusions we *recommend* that:

- TGNP continue to work where they have most leverage, that is, on national and policy levels. In order for TGNP to retain its credibility and legitimacy the organisation should indeed also continue to work on the grassroots level. If TGNP persists in going to scale, we recommend that they do so together with other organisations. To expect that TGNP should cover all of Tanzania is not feasible. How and to what extent these partnerships should be formed is an issue to be dealt with in dialogue between TGNP and stakeholders, development partners and local organisations.
- To be able to deliver their message more effectively, TGNP needs to develop its communication strategy accordingly. For example, terminology needs to be on the level of the recipients. Follow-up studies should be done on the use and

effects of their printed materials; publications, booklets, pamphlets, calendars and so on. Furthermore, the impact of the Knowledge and Information Centres on the local communities must be evaluated.

- TGNP should restructure its programme organisation to correspond with the proposed outcome areas presented in the new Strategic Plan (2013-2017). Further, we recommend that each area is headed by a designated programme manager that should be responsible for processing and reporting changes on that specific outcome.
- Our recommendation is that TGNP continues to support GTI during this bridging process but that the two organisations more clearly define and regulate their working relationships and financial transactions.
- In order for key stakeholders to understand the governance structure, and to avoid ambiguity, we recommend that TGNP follow their internal policies and clearly communicates the different roles and responsibilities of Board, members, management and staff.
- The M&E officer's work description should be clarified and focused on developing and maintaining the M&E system, rather than being involved in data collection.
- TGNP should take responsibility for developing a relevant M&E system that caters to their specific needs, based on the new SP. This means that consultants should only be used sparingly and as facilitators, not leading the process on the M&E system and other strategic documents.
- TGNP should develop a strategy for how to best handle culturally sensitive issues, which leads to minimum backlash. Further, TGNP should monitor the implementation of their recent risk management strategy to make sure it is utilised.

1 Introduction

1.1 INTRODUCTION

Founded in 1993, the Tanzania Gender Network Program (TGNP) is a non-governmental organisation (NGO) working in the civil society sector, focusing on the practical promotion and application of gender equality and equity objectives at all levels in the Tanzanian society, including the public and governmental sectors. TGNP also serves as a convener and Secretariat of the Feminist Activist Coalition (FemAct) a coalition of over 40 NGOs in Tanzania. Since its inception, TGNP has grown into a significant actor in the country with the vision to transform Tanzanian society towards gender equality and social justice. TGNP's mission is to promote and strengthen a transformative feminist movement grounded at grassroots level but reaching national, regional and international levels.

Sweden has been a lead donor to TGNP since its inception with support to both basket funding and programme funding. The Embassy of Sweden funded the Strategic Plan 2008-2012 with 27,5 million SEK and has also funded TGNPs programme to address gender and social justice issues in local government elections in 2009 with 1,1 million SEK.

1.2 THE ASSIGNMENT

The Terms of Reference (ToR) specifies that this evaluation will “assess TGNP’s approaches and strategies for relevance, effectiveness, impact, programme performance and organizational growth”. The purpose is to “review and analyse TGNPs relevance, effectiveness, efficiency, sustainability and impact (on outcome level) in line with transformative feminism and social justice principles during the period of the 2008 to 2012 Strategic Plan. The evaluation will also assess the programme’s rationale and identify and make recommendations on possible alternatives.

Our interpretation of the assignment, as stated in the ToR and described in the Inception Report is that our principal and overarching questions will be: 1) what has TGNP achieved during the period, and 2) how has TGNP worked towards these achievements?

Considering the objectives and specific questions in the ToR, in the inception phase it was agreed that the evaluation questions would be rephrased as specific tasks according to the OECD DAC’s evaluation criteria.¹

¹ OECD DAC Evaluation Criteria: 1) Effectiveness – defined as a measure of the extent to which an aid activity attains its objectives, 2) Efficiency – defined as a measure of how economically resources/input (funds, expertise, time etc.) are converted into results, 3) Sustainability – the continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows

Evaluation Criteria	What (tasks)
Effectiveness and Impact/Outcome	Assess to what extent the goals and objectives of the 2008 -2012 strategic plan have been met.
	Assess to what extent TGNP activities have contributed in building a transformative feminist movement in Tanzania.
	Identify and analyse the main unexpected/unintended outcomes.
Efficiency	Assess of to what extent the programme could be considered to be cost efficient and identify and analyse the gaps, challenges and opportunities.
	Provide conclusions and recommendations on how to improve the cost efficiency of TGNP operations.
Relevance	Assess whether TGNP was capable of contributing in a meaningful way to the achievement of its overall vision.
	Assess the potential added value to Tanzanian society of the TGNP activities.
Sustainability	Assess in what way the adequacy of the organisational structure (management and governance) of TGNP contributes to the achievements of its (movement building) objectives, and make recommendations for future implementation.
	Assess and make recommendations on how to sustain the implementation and management of TGNP activities in the long run.

1.3 INTENDED USE AND USERS

The evaluation is intended to inform the Swedish embassy in Dar es Salaam about TGNPs results on outcome level as well as challenges and opportunities, and it is also clear that it will be used by TGNP as an input to their current strategy. Furthermore, as TGNP is an important gender equality organisation in the country and engages with a number of other development partners, there is a wider interest in the evaluation results among these donors as well.

1.4 APPROACH AND METHODOLOGY

1.4.1 Research Methods

In order to strengthen the utilisation of this evaluation we have worked in a participatory manner, meaning that we have engaged in dialogue with TGNP, the Embassy and different key stakeholders/boundary partners, as well as beneficiaries.²

over time. 4) Relevance is defined as the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor. In addition gender equality – a cross-cutting priority for Sweden – will be a focus of the evaluation beyond the specific activities in under the seven sector aims specified in the results framework.

² Boundary partners refers to those “individuals, groups, or organisations with whom the programme interacts directly and with whom the programme can anticipate opportunities for influence”

In total we have consulted more than 135 individuals, all having an opportunity to provide their perspective on the work and performance of the organisation. In our work we have incorporated a mix of methods that have allowed us to analyse the information in a variety of ways. We have analysed available documentation, held interviews with key staff, key stakeholders and beneficiaries. The team used different interview techniques depending on the type of interview and information collected.

Stakeholder interviews were undertaken with representatives from the Ministry of Community Development, Gender and Children, the Ministry of Finance, as well as with Local Governments, and District and Village Offices. Among development partners interviews were made with representatives of the Danish Embassy, DFID/ACT, Irish Aid, UNWOMEN, and UNFPA. In addition, interviews were also made with a number of local organisations.³

Focus Group Interviews (FGI) were held with board, selected staff, selected stakeholders, and beneficiaries. Workshops were held with staff and stakeholders such as FemAct members.

Workshops with several stakeholders were carried out, where participants had the opportunity to discuss and answer key questions and issues related to the work of TGNP.

Visual observations were used as another source of information during field visits in order to ascertain for example availability and volume of printed materials, the existence of Knowledge and Information Centres etc.

Verification: The approach of this evaluation was to seek to triangulate and verify findings and analysis wherever possible, both by using several different data collection methods as well as making sure data was confirmed by independent sources. For instance, the views and conclusions of TGNP interviewees regarding contribution and/or attribution to results were checked against those of other stakeholders. As is usual practice in evaluations, individual views and statements will not be attributed in the report.

Selection of field visits: The team conducted field visits to activities in Dar es Salaam, Coast, Morogoro, and Mwanza regions. The selection criteria that have been used are: a) That the interventions were implemented during the period 2008-2012, b) that there were diversified activities within the different programme clusters, and c) practical/logistical considerations.

www.outcomemapping.ca. In this evaluation, we will interview a selected number of boundary partners, as identified by TGNP.

³ For a list of interviews, see Annex 2.

1.4.2 Methodological limitations

Although we have been able to consult many stakeholders, the work of TGNP is vast and diverse, and has also shifted focus during the last few years. As stated in the Inception report, the point of departure for this evaluation was the revised Strategic Plan that was put into implementation in late 2011. Also, a great majority of the people interviewed have interacted with TGNP only during the last two years. Hence, this means that the work carried out 2008-2010 has been described but not analysed to the same extent as the work carried out in the last two years.

As stated in the Inception report the assessment of effects is inherently challenging mainly because of the so called *effect problem*, *the contribution problem* and *the lack of proper baseline data*.⁴ With these methodological constraints in mind, we have tried to find a meaningful way to assess which effects the programme has had on the surrounding environment. Monitoring data on outcome level has not been available.

Also, due to time constraints and the long travel distances during field visits, we were mainly able to speak with persons that had been invited by TGNP for the meetings. The inherent risk with this is of course that beneficiaries will feel too dependent on TGNP to be able to talk freely. However, in order to get a more balanced view the evaluation team made sure to take the opportunity to also speak to random villagers at the food stalls, tea houses, shops and other locations.

⁴ *Effect problem* refers to the difficulty to assess the counterfactual reality (what would have happened if the interventions had not been implemented). The *attribution problem* refers to the difficulty to be certain to what extent 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.

2 The TGNP strategic plan 2008-2012

2.1 CONTEXT

Tanzania is experiencing an unprecedented rate of economic growth, averaging around 7 per cent, despite the global financial crisis. Participation in education has increased, health indicators have improved and there has been a reduction in under-five mortality. Despite this progress, poverty remains a problem for the majority of the population, with some 63% of the population living on 1 USD or less per day, and more than one third (33.6%) of Tanzanian households living below the basic needs poverty line, showing hardly any change since 2001 (35.7%).⁵ In the past years Tanzania has also experienced large-scale commercialisation of land and natural resources that has had adverse effects on significant segments of the poorest segment of the rural population.

In terms of gender equality there has been some progress in the past decade. National policies, strategies and reforms are now gender sensitive, amendments have been made in the Constitution to increase women's representation in Parliament. Women's representation in the last national elections increased from 29.9% to 36%, and the first woman was nominated as Speaker in the national Assembly.⁶ However, despite these improvements the levels of implementation are still low. Gender Based Violence is pervasive, the poverty gap has widened and poverty negatively affects rural women to a larger extent than the rest of the population.⁷ In the past five years there have been some indications that the environment for human rights defenders has worsened, with harassment and physical abuse of journalists and human rights activists, including LGBTI activists.

This is the context and working environment for TGNP, one of the major NGOs working on gender equality in the country, and also a member of several networks and coalitions actively involved in promoting human rights and social justice in Tanzania.

⁵ Gender, Inequality and Neoliberalism: Policy Challenges in Tanzania. TGNP Context Report 2013 by Professor Maia Green.

⁶ Gender in the Tanzania 2010 Elections. Gender Links: <http://www.genderlinks.org.za/>

⁷ According to the 2007 House Budget Survey, about 33.6% of mainland Tanzanians live below the basic needs poverty line, while 16.6% live below the food poverty line (Legal and Human Rights Centre (LHRC), Tanzania Human Rights Report 2009). The number of poor people has increased in recent years by 1.3 million (World Bank, Tanzania: Country Brief, <go.worldbank.org/7SUHE823V0>), and moreover the gap between the poor and the rich is getting wider (Trading Economics, Gini Index in Tanzania, <www.tradingeconomics.com/tanzania/gini-index-wb-data.html>).

2.2 KEY STAKEHOLDERS

TGNP, founded in 1993, is an old and well-established organization in Tanzania and works closely with development partners, government ministries, international NGOs, local CSOs as well as with grassroots organisations. As a member of several networks and coalitions TGNP is well placed to monitor and respond to current events in the country. Through a UNWOMEN supported programme TGNP has trained staff of Ministry of Community Development, Gender and Children (MoCDGC) and Ministry of Finance (MoF), on Gender Responsive Budgeting (GRB), and through a programme supported by Sweden they were actively involved in lobbying and training activities involving parliamentarians and women running for office during the National and Local Elections. Tanzania's biggest and most influential NGOs working on human rights and social justice have been involved in the network FemAct of which TGNP is the secretariat, and TGNP has also initiated the Tanzania Feminist Forum (TFF) bringing those organisations working explicitly on women's rights together.

2.2.1 Financial resources

TGNP has received basket (core) funding for the period 2008-2012 to the order of 10,5 billion Tzs from the Swedish Embassy, DANIDA, Irish Aid, Norwegian Embassy, UNFPA, UNWOMEN, and DFID. Sweden has been the largest donor during this period, funding around 50 per cent of the budget. Basket funding increased from 2008 to 2011 but decreased with approximately one third in 2012. TGNP's own contribution to revenue has increased in the period from 70 million Tzs in 2008 to 435 million in 2012. Project funding during the same period has been around 500 million Tzs per year.

External funding 2008-2012, in thousands Tzs⁸

	2008	2009	2010	2011	2012
Basket funding	1 036 207'	2 183 818'	2 484 365'	2 972 205'	1 733 049'
Project funding	541 632'	364 350'	585 481'	499 376'	507 466'
Total funding	1 577 839'	2 548 168'	3 069 846'	3 471 581'	2 240 515'

2.3 STRATEGIC PLAN AND THEORY OF CHANGE

TGNP's vision is to transform Tanzanian society towards gender equality and social justice, and with the mission to promote and strengthen a transformative feminist movement grounded at grassroots level but reaching national, regional and international levels. In the SP for the period 2008-2012, TGNP underwent restructuring and made a strategic shift to focus on its *catalyst role* in transformative feminist movement building

⁸ Data based on information in annual financial reports the years 2008-2012.

(TFMB)⁹, and on “going to scale” country-wide through a network of Knowledge Centres. This was based on lessons learned from the previous implementation period where, despite successes on policy and advocacy, TGNP identified gaps in grassroots engagement. Therefore, the new strategy was to “stimulate Organised action among marginalised women and men aimed at empowering them and their societies to transform gender and other oppressive relations and structures of power”.¹⁰

In 2011 TGNP undertook a Mid-Term Review to review and assess achievements, capture lessons learnt, determine relevance and evaluate outcome as well as to propose improvements and focus for the two remaining years of the period of the SP. The MTR highlighted the achievements and challenges from the first three years of implementation of the SP 2008-2012, and provided recommendations. This work resulted in a revised SP in 2011 covering the two remaining years of implementation. The revised SP was also heavily influenced by the 2008 Transformative Feminist Movement Building study and the 2009 “Recommendations for Improving M&E Framework”.

The programme goal of the revised 2008-2012 SP was to “contribute to the building of a vibrant transformative feminist movement that challenges patriarchy and neo-liberalism at all levels, grounded locally and advocating for gender equality/equity, women’s empowerment, social justice and social transformation in Tanzania and beyond”.¹¹ The programme outcomes increased from five to eight, the major differences being the level of detail expressed in the proposed programme outcomes but also a clearer ideological stance.¹² The previous five sub-programmes were changed to four programme clusters to better correspond to the revised programme outcomes. It was also decided that the Gender Training Institute (GTI) was to become an independent organisation. In order to achieve the overall objective of the revised SP, TGNP identified eleven main objectives divided among the programme clusters.¹³ Out of these three referred to internal processes within the organisation whereas the rest were externally oriented. The main suggestion of the revised SP was that TGNP shift its focus from policy analysis at national level to an intensification and expansion of its work on grassroots level.¹⁴

In the original SP 2008-2012, the need for a comprehensive results framework is highlighted, to a certain regard in response to needs of development partners, but also with the aim of capturing results on the achievements of the TGNP outcomes.

The 2009 “M&E Framework report” attempted to come to grips with the particular M&E needs of an organisation moving from being an activist organisation to one fo-

⁹ TFMB, or Transformative Feminist Movement Building, is a struggle that aims to eliminate all forms of discrimination against women and other marginalised groups, whether due to class, sex, gender, age, ethnicity, disability, geographical and nationality locations; and urban/rural differences.

¹⁰ TGNP SP 2008-2012:25.

¹¹ Revised Strategic Plan 2008-2012: 16.

¹² See Annex 5.

¹³ Only slightly modified from the objectives of the original Strategic Plan 2008-2012.

¹⁴ Revised SP 2008-2012:13.

cused on movement building. It was proposed there that the organisation move away from conventional indicators and the Logical Framework Approach to two sets of Outcome Mapping inspired “Shifts” to assess progress.¹⁵ The shifts were to be achieved through the implementation of strategies as outlined in the M&E Framework report and in the revised SP 2008-2012.

TGNP is currently developing their new Strategic Plan for the next four years. This SP differs substantially from the previous in terms of both language and scope, for example, it covers only three *outcome areas* and as such it is more accessible.¹⁶ Although this SP is outside of the scope of this evaluation, our recommendations will take the draft of the new SP into account in order to be more relevant and feed into the ongoing work of TGNP.

2.4 ORGANISATIONAL STRUCTURE OF TGNP

TGNP is a membership organisation that is governed by the Annual General Meeting (AGM).¹⁷ The AGM selects members for the Board who can be members of TGNP or external individuals. The Executive Director (ED) is in charge of operations for TGNP which includes various departments, such as M&E, Finance and Human Resources, as well as programme clusters. TGNP has undergone a number of reorganisations since it began. Just prior to the SP 2008-2012 it was realised that in order to manage growth and enhance efficient programme implementation and impact tracking, a restructuring of the institutional frameworks was necessary. This resulted into the formation of five core sub programmes.¹⁸ The aim was also to set up the Gender Training Institute as a semi-autonomous income generating institution within this period. After the revised SP from 2011 TGNP again reorganised its programme clusters.¹⁹ This process of restructuring is still ongoing.

¹⁵ These two sets of shifts were based on the baseline survey: (1) Those that relate to TGNP transforming from an activist NGO to a movement building organisation; and (2) Shifts based on transforming what grassroots women/feminists and activists groups identify as key issues.¹⁵ Four main shifts were identified that would indicate transformation at grassroots level: 1) Shifts in behavior, 2) Shifts in engagement, 3) Shifts in definitions, and 4) Shifts in policy. Ten main shifts were identified that would indicate transformation within TGNP itself.

¹⁶ The three outcome areas are 1) Women and Marginalized grassroots groups organize and demand for positive policy, structural change and accountability; 2) Public debate and popular pressure for structural and policy change informed by TGNP's position on the agenda of Transformative Feminism; and 3) Institutional capacity of TGNP to support performance of program results built. All the outcomes contribute to the long term Impact result, which is: Increased engagement of grassroots women and other marginalized groups in gender transformation and social justice issues informed by Transformative Feminist agenda.

¹⁷ TGNP Mtandao Trust is a Holding Company of the TGNP-Mtandao and the GTI. TGNP- Mtandao and GTI have their own boards who answer to the Trust.

¹⁸ Analysis, Research and Publications (ARP), Activism, Lobbying and Coalition Building (ALC), Gender Training Institute (GTI), Information Communication and Technology services (ICTS), and Programme Support and Management (PSM).

¹⁹ The new clusters are the following: 1) Organizing & Movement, Building (OMB), 2) Knowledge Generation & Analysis (KGA), and 3) Information & Communication (IC).

3 Key findings

3.1 EFFECTIVENESS AND OUTCOMES

In this section we will account for the changes that TGNP has contributed to on three different levels, local/village, organisational and national/policy level. The changes that are described and the findings shared below are those that have been confirmed and verified.

3.1.1 Changes in behaviour and actions on local/village level

According to the Strategic Plan 2008-2012 TGNP emphasised that it would “go to scale” on the grassroots level. In line with this, programmes targeting local level “change agents” have been implemented in five different locations. 20 Interviews with beneficiaries as well as politicians and administrative personnel on village, ward and district levels show that TGNP activities have contributed to:

- Bridging the gap between the between local politicians and local people. There are a number of examples where villagers, together with officials from the village and/or ward level, claim their rights towards decision makers on higher administrative level (i.e., District level). One concrete method that has been widely used in all villages visited is the Public Expenditure Tracking System (PETS). This has had an immediate effect on rights holders on village level, making them aware of the governance system and how it works. There are several examples where politicians and civil servants on village level have used the information tracked to make more accurate demands upwards and more effectively demand accountability in the system.
- Visited ward and village level representatives explained that a consequence of the use of the PETS method has also been that ordinary villagers now increasingly cooperate with them, as opposed to before when villagers directed most of their critique onto them.
- People who have been trained by TGNP in the villages seem to be able to make tangible changes possible, concrete examples are the use of public funds for the construction of a dispensary in one village and a maternity ward in another. One ward also managed to influence the district level to resume operations of an ambulance service which had previously been cancelled.
- Women that have been involved in TGNP training are more aware of their rights. TGNP staff claims that the reporting of GBV cases has gone up, but as yet this has not been possible to verify. There are also a number of cases where women have managed to claim their rights in court, in particular land and property rights, in inheritance and divorce cases.

²⁰ Dar es Salaam, Kisarawe, Songwa, Morogoro rural, and Mbeya rural.

- According to the villagers themselves and also the village councils, after TGNP training more women are speaking up in village meetings, raising women's issues, and some women are now more confident and politically active, for example by running for local elections.
- Trained villagers are aware of and engaged in current and ongoing political and constitutional processes in the country, such as local and national elections and the constitutional reform processes.
- People in villages who have been trained gather in groups and work together towards achieving their own identified goals. Villagers in the same ward in close proximity to one another also seem to work together, but those in villages at some distance from each other often experience problems covering transportation costs constricting their ability to work together.
- A large part of TGNP's trainings focus on budget planning and tracking in order to empower citizens. In interviews with both participants of these trainings and District Officers it was clear that those who have participated in the trainings are involved in both the planning stages but more importantly are engaged in and use the PETS to monitor and follow up on budget allocations, holding local government accountable.
- The Gender and Development Seminar Series (GDSS) takes place in the capital for the most part, there are a few exceptions, but attempts to reach citizens of all ages and from all walks of life. One aim of the GDSS is to focus on current events but with a gender equality/social justice perspective. Interviewed GDSS participants and other CSOs confirmed that the topics of the seminars are often very timely and also emphasised that by participating in the seminar series people have increased knowledge and self-confidence on matters to do with gender equality, accountability, rights and citizenship. The number of men attending the seminars is also reported by staff and participants to steadily increase.
- The Knowledge and Information Centres (KIC) that were established in 2012 and 2013 were said to be frequently used. During field visits this was not possible to verify. One centre was staffed but claimed to have no more than a few visits per month. Random informants approached in villages who had not been trained by TGNP were not always aware of the existence of the centres. However, the cost of the Knowledge and Information Centres is low as most are housed in pre-existing structures such as local savings and loans associations (so called VICOBA) and were not primarily identified as a Knowledge and Information Centre. Those centres visited had printed materials from TGNP, posters on display, booklets and calendars and two also had computers.

To summarise, field visits show that there is an increase villagers' possibilities to hold decision-makers accountable and responsible for the provision of social services and the allocation of funds. However, most of the verifiable effects presented above occurred during the last year of the Strategic Plan, 2012.

3.1.2 Changes in behaviour and actions on policy and national level

According to interviews, TGNP has an exclusive position in relation to both development partners and government compared to all other Tanzanian CSOs working on gender equality issues. It is the oldest organisation working on gender in the country, and according to sources it has the widest reach.

On national and policy level TGNP has engaged in lobbying, expert consultations with government and development partners, and also produce various training and information activities. As a result of TGNP's work, the following outcomes were identified:

- According to development partners, CSOs and government ministries, TGNP is perceived as a natural hub and resource centre on women/gender issues in Tanzania.
- According to a representative of UNWOMEN, TGNP is considered to be *the* key organisation for gender. TGNP is regularly invited by government to all meetings that concern gender equality, and another indicator of their expertise is that TGNP also often represent Tanzania in global or regional gender conferences such as those organised by the African Union, European Union and the UN.²¹
- TGNP is very vocal in national media. Development partners mentioned that TGNP's press conferences on the national level are well visited and monitored by key stakeholders: development partners, other NGOs as well as government. There are several examples of ministries responding to and addressing issues raised by TGNP in media, for example the Loliondo.²²
- Some of the key concepts used by TGNP, for example "*Mfumo Dume*" (patriarchy) and "*Ukombozi wa Wanawake Kimapinduzi*" (Transformative Feminism) are known and are used in public dialogues, debates, and the media.
- Several ministries and also parliamentarians look at TGNP as a valuable resource for information on gender related issues. For example, selected TGNP staff are consulted as expert gender advisors and have in this capacity advised the government on gender issues. Another example is that TGNP is asked to give input to the government on the official CEDAW report, while also being the key organisation in preparing the shadow report on CEDAW.
- TGNP is the leading organisation in the country on Gender Responsive Budgeting (GRB). Through interviews with representatives from two ministries and development partners it is clear that the change in national policies on the use of GRB can clearly be attributed to TGNP. It was mentioned, however, that at times ministries did not always openly want to advertise their collaboration with TGNP as it is considered radical by some, but engaging individuals from this organisation was not seen as a problem.
- TGNP has worked to increase the participation of women in decision-making processes and in elections. For example, for the Local and National Elections in 2009 and 2010 respectively, TGNP initiated the programme "Women Participation in Politics and Election Process in Tanzania" where they launched the campaign 50/50 and the Voter's Manifesto, which had a nationwide spread. According to development partners and other CSOs, these have positively influenced the debate about women's political participation.

²¹ Interviews with representatives from UNWOMEN and MoCDGC.

²² TGNP alerted the media to an ongoing land-grabbing case in Loliondo. The media attention made the government send a team to Loliondo to inquire into the case and launch an investigation.

- TGNP is one of the main organisations involved in the work on the current constitutional reform process and collaborates with several different NGOs on this issue. TGNP partners confirmed that the printed material on the constitutional reform that TGNP has developed is widely used throughout the country and village councillors verified that the material has increased public participation in the process.
- TGNP's training of journalists has contributed to an increase in the number of gender aware journalists, and representatives from TAMWA also claim that this has led to an increase in the reporting of and engagement in gender related issues in the media.
- TGNP acts as the secretariat for the network FemAct. Due to specific events during the 2011 Gender Festival, see below, this network was largely dormant at the time of the evaluation in October 2013. A number of members have left and there seems to be some confusion among other members as to when TGNP acts as FemAct and when as TGNP, both in terms of fundraising and lobbying. On the one hand, critique has been voiced against TGNP's dominant position in FemAct, but on the other, the added advantage for the other members was also raised, namely the fact that as a well-established, recognised and respected organisation TGNP offers opportunities of exposure for other smaller organisations that do not have the same reach.
- TGNP has actively been involved in the establishment of the member network Tanzania Feminist Forum (TFF).
- TGNP, in collaboration with partner organisations from the network organisation FemAct, has successfully organised bi-annual Gender Festivals that have attracted large attention from both the public and the press.

An added value of TGNP, and by some considered as its niche, is its link between grassroots and policy. This was confirmed by all interviewed stakeholders.

3.1.3 Cooperation with other development actors (NGOs, donors, state)

Respondents confirm that on a national level TGNP works effectively together with partner organisations on different issues, such as elections, the constitutional reform process, as well as with media in covering a multitude of gender issues, from GBV to the gendered and class implications of large-scale land grabbing. TGNP has also worked well with different levels of the government, from Ministries to Ward and Village levels, on issues ranging from water management to budget tracking. In the rural areas they have engaged with grassroots organisations, but only to a limited extent with other national NGOs with activities in the same area.²³ TGNP's Gender Training Institute and the weekly Gender Development Seminar Series are open to all types of participants and are appreciated fora for knowledge on contemporary issues by both government representatives and ordinary citizens, rural as well as urban.

²³ For example, MVIWATA in Morogoro, LHRC paralegals & Human Rights Defenders in Mbeya (source TGNP).

TGNP enjoys a very high reputation among development partners and staff are frequently invited to comment on and give input to strategies and policies, keeping each other abreast of current events in the country. TGNP's position in the country as the lead NGO on gender equality makes them the natural choice of partner for many donors. Throughout the period TGNP has managed to effectively influence government decisions on a number of issues, elections, constitution, gender quotas, and not least the introduction of Gender Responsive Budgeting (GRB). Although considered somewhat radical on certain issues, TGNP is still frequently invited to high-level meetings by several government ministries and is also relied upon to provide trainings for government staff which leads to increased synergy effects.

According to sources, TGNP also has a difficulty to prioritise and a tendency to “do everything”. More than two informants referred to TGNP as an “octopus” with its arms everywhere.

3.1.4 Unexpected and unintended effects

Beside the outcomes presented above, which all somehow relate to the expected outcomes of the strategic plan, the work of TGNP has also led to some unintended and unexpected effects, the most important one concerns LGBTI issues.

TGNP is clear about its position on minority groups, as is evident in the organisation's values and policies. TGNP is one of few organisations in the country to take a stand on human rights violations of minority groups, especially LGBTI and sex workers.

During the 2011 Gender Festival a group of LGBTI activists were invited to participate in one of the seminars. This event led to an unprecedented backlash for TGNP's relations with other civil society organisations, in particular FemAct members, the effects of which are still visible today. The opinions around what took place and how it was handled in the aftermath vary immensely depending on who is asked, but there was a fracas of sorts where the LGBTI activists felt threatened and left the seminar with TGNP staff. Other FemAct members have described in interviews that they felt abandoned in facing a hostile crowd and the press. Although this happened a couple of years ago, the event still haunts TGNP's reputation and has created some problems of legitimacy of the gender movement in general and credibility particularly on the local level. For example, some organisations are unwilling to associate with TGNP or publicly downplay their involvement or cooperation, and some TGNP members have even been asked to downplay their affiliation to TGNP when acting as individual experts. Faith Based Organisations in particular took considerable offence. Some TGNP staff also left the organisation due to this, and some informants among the FemAct network expressed the sentiment that TGNP is an organisation that advocates for homosexuality.

It is clear from interviews that in Tanzania today, LGBTI rights is still an extremely contentious and delicate issue. Although not a core activity of TGNP, as a feminist and rights based organisation it supports a number of culturally sensitive issues such as LGBTI rights, sex workers rights and abortion, on which they frequently speak out. However, this time, the event led to what has been described by stakeholders and FemAct members as “the incident”. TGNP realises that it has not been able to successfully communicate its standpoint on LGBTI, and furthermore that it did not employ

sufficient communication or risk management strategies leading up to, during, and after the Gender Festival 2011. One indicator pointing to the fact that TGNP did not understand the level of contention surrounding LGBTI rights, was that it underestimated the massive negative public sentiment. “We acted prematurely”, said one member of the Board. As LGBTI rights is still a sensitive issue in Tanzanian society, the incident is interpreted in many different ways depending on position. TGNP leadership sees the incidence as an opportunity to break the silence on this contentious issue as well as to promote public awareness and debate. Other, in particular Faith Based Organisations with more negative attitudes about LGBTI rights described that they had not been involved in the planning and felt that it caused concern for them and their membership. Yet other organisations, in principle not negative towards LGBTI rights, still felt concern for how it was planned and executed.

Another issue that was raised by several informants, both from grassroots and from development partners, is the terminology used by TGNP, in particular the difference between the language used in academic context analyses and the lived realities of grassroots Tanzanians. There was an awareness that TGNP communicates different types of messages to different types of audiences, but nevertheless, both informants from grassroots and partners on national level, emphasised that the language is perceived as a barrier to the efficient delivery of TGNP’s message. TGNP sees the use of this specific discourse and terminology as “a process of developing language and generating new concepts for the movement, derived from the experiences of marginalised women and other groups.” They note however, that there is a need to continue to popularise these terminologies and concepts.

TGNP has had a penchant for using rather academic language and terminology that at times have been perceived as alienating to the grassroots. This is recognised by the leadership of the organisation.

Some development partners raised the issue that TGNP’s approach to criticising neo-liberalism and refusal to engage in certain activities, for example as expert gender advisors, makes it miss out on opportunities to influence ongoing development. Some development partners indicated that if TGNP were more pragmatic and a little less radical, but still ideological, the organisation would be able to have a larger impact on society.

3.2 RELEVANCE

In this section we assess the extent to which TGNP’s work is in line with its own overall vision, according to the needs of Tanzania and in relation the Swedish Country Strategy for Tanzania 2008-2012.

3.2.1 Works in line with TGNP overall vision?

TGNP is working in line with its vision. This is very clear through interviews with both staff and stakeholders. TGNP has an explicit feminist, anti-patriarchal and anti neo-liberal agenda on which it does not compromise. Based on interviews with TGNP staff and external stakeholders it is evident that the organisation frequently reflects on whether the vision is still relevant in relation to ongoing changes in the society at large.

TGNP produces large volumes of printed material, context reports for internal and external use, policy briefs for government level, and songs, poems and cartoons for the grassroots level. Although efforts have been taken to adjust the language and terminology depending on the audience, in interviews it is clear that terminology is still an issue, in particular at grassroots level, where for example, terminology and abbreviations such as transformative feminist movement building (TFMB), intensive movement building cycles (IMBC), anti neo-liberalism, are perceived as advanced and even at times obscure. In interviews with several different types of stakeholders on national and local level it was evident that although TGNP's work is appreciated, the terminology used is not always understood. In fact, even representatives of UN agencies and donors dealing with the issues claim that they have difficulties in understanding the meaning of some of the key concepts used by TGNP.

3.2.2 Works according to the needs of Tanzania?

According to independent analyses as well as analyses made by TGNP affiliated researchers, the key problems related to gender equality in Tanzania are poverty, GBV, employment and livelihood, and land and property rights. As stated in the strategic plan and annual plans, TGNP work in all these areas.

Interviews with particular stakeholders and experts on national level confirm that TGNP is relevant and needed. The main reason according to the respondents is that there is no other organisation that has the ability to systematically challenge existing gender and class structures. TGNP has also according to respondents been consistent in their focus on exposing the links between gender equality/social justice and governance on the micro and macro levels.

TGNP is relevant because there exists a need to challenge existing gender structures, and there is also a need for an organisation that can operate on both grassroots and policy levels, according to development partners. TGNP has been consistent in their focus on exposing the links between gender equality/social justice and governance on the micro and macro levels. This is confirmed by all interviews.

TGNP contributes in a meaningful way to the achievement of its overall vision. In interviews with all types of stakeholders, it became apparent that no other organisation working with gender equality has the same visibility and leverage on policy level as TGNP. However, other organisations work with similar issues on grassroots level. TGNP's work on the grassroots level, albeit in very few locations, serves two purposes. On the one hand grassroots participants, and by extension their communities, benefit from TGNP activities in that they become active and engaged citizens holding decision-makers accountable, and on the other hand this linkage with the grassroots provides TGNP with legitimacy on national and policy levels. According to respondents on national level, TGNP is widely seen as an organisation that "knows what it is talking about". The latter has also the added benefit of protecting TGNP from criticism of just being an organisation of "urban elite women", as is otherwise often the case, informants said.

TGNP is often invited to high-level meetings, regional and regional conferences which indicates that that TGNP has a very high credibility among policy and decision makers, nationally and regionally as well as internationally. Also TGNP staff often acts as advisors to the government and as trainers of several ministries in the government on gender related issues.

3.2.3 In relation the Swedish strategy to Tanzania 2006-2010

The Swedish support to TGNP for the period has been in line with the Swedish strategy for development cooperation with Tanzania (2006-2010).²⁴ The focus of the Swedish strategy has been on pro-poor growth, human development and democracy. Gender Equality is especially highlighted under democracy as one of the focus areas, however, the explicit challenge of the neo-liberal agenda is not something which has been highlighted in the recent Swedish strategies for the development cooperation with Tanzania. TGNP's focus on gender equality and social justice answers well to Swedish priorities. TGNP's programme on strengthening and empowering rights holders in the budgetary process and its contribution to capacity building within Local Government Authorities also speaks to Swedish priorities, such as the larger framework of the national Local Government Reform Programme (LGRP).

3.3 EFFICIENCY

As stated in the Inception Report, due to scarce data, efficiency has mainly been assessed by assessing whether TGNP has focused on the activities where the organisation has leverage and used their resources in the most efficient way to achieve results. More specifically the following issues have been assessed in this section:

- Has the Strategic Plan been implemented in an effective and cost efficient way in relation to where TGNP has most leverage?
- Has the organisational set-up of TGNP been conducive to supporting the achievement of programme outcomes?
- What is the assessment of TGNP's capacity to coordinate and cooperate with other development actors (NGOs, donors, state) in Tanzania at different levels to maximise synergies?

3.3.1 Organisational challenges of implementing the Strategic Plan

According to the Strategic Plan, TGNP would during the period 2008-2012 undergo a restructuring process to be able to increase the capacity of the organisation "to innovatively and efficiently enhance the development and delivery and sustainability of its programs".²⁵

The revised Strategic Plan (from 2011) proposed two significant changes to the original plan in establishing a Special Projects Management Unit to be responsible for coordinating the innovation-oriented tasks associated with restructuring, leaving the coordination of more routine TGNP operations to the current PSM staff and secondly introducing an integrated performance management information 'scorecard' system

²⁴ This strategy was extended for two years to cover the period until the new strategy (2013-2019).

²⁵ Strategic Plan (original) 2008-2012, page 33.

that enables all TGNP clusters to contribute more cohesively to the TGNP mission and strategic objectives.²⁶

Interviews with TGNP members, Board, staff as well as stakeholders and programme beneficiaries demonstrate the following changes in the organisation:

- During the period, TGNP programmes have been reorganised, once at the beginning of the SP period, and once after the Mid-Term Review following the Revised Strategic Plan. However, the proposed Special Projects Management Unit has not been established.
- Although the organisation has a clearly differentiated and defined governance and executive structure, in reality there is some ambiguity with some individuals in many different roles and with overlapping responsibilities. For example, there are cases where individuals are members, board members and also staff. This in itself does not need to constitute a problem, but situations like these requires a clear definition of roles and responsibility for the sake of clarity. According to TGNP, they have a policy guiding the organisation on these matters.
- One thing that was mentioned by staff as both an advantage and as an obstacle to efficiency was that “everyone has an opinion about everything”, a consensus culture or what is sometimes referred to as “dada culture” in Tanzania.
- GTI has been separated from TGNP and is now an independent entity, but is not yet financially independent and is to a large extent reliant on TGNP for financial, staff and M&E support.
- During the period of the SP 2008-2012, TGNP has spent a lot of time and effort on trying to improve its results framework and more importantly its capacity to capture results. The Board as well as staff have been involved in discussions on how to best capture results and several external consultants have been commissioned with this task. The SP was revised and in the same process a “Recommendations for improving the M&E Framework” was produced towards the end of 2011. In terms of M&E, towards the end of 2012, the DFID programme Accountability in Tanzania (ACT) also became involved with TGNP assisting them with capturing results using the Outcome Mapping/Harvesting method.
- According to interviews with donors, in particular ACT and UNWOMEN, TGNP’s efforts to improve its Results Framework and reporting have initially been enthusiastic but they have not been able to deliver accordingly.
- There have been problems hiring and retaining M&E staff. The current M&E officer was recruited in 2012 and has hence only been in place for the last year of the SP. M&E has been a problematic issue during the period, with a shortage of staff and the restructuring and changing of M&E systems.

²⁶ Revised Strategic Plan 2008-2012, page 6.

- The Annual Reports produced during the period of the Strategic Plan 2008-2012 are stronger on context analyses and reporting on output level, but remain weak on outcome levels.

3.3.2 Use of funds

According to interviews with both key staff and stakeholders several issues have been raised with regards to the use of funds. Through observations and discussions with key staff the overall finding is that the culture of the organisation promotes an appropriate and prudent management of funds. For example, procurements of goods and services are always done by asking at least three firms, participants at the Gender Training Institute pay for training courses, and although number of staff has increased slightly, it falls within the budget. The cost of salaries had until recently increased considerably, almost doubled in 2009, but has since remained relatively stable.²⁷

As TGNP now owns its own premises, substantial savings have been made on rent. As shown in section 2.1.1., funding increased steadily from 2008 to 2011, but there was a decrease in 2012 which put pressure on the organisation to be more cost effective. Yet, according to both staff and persons with insight into the operations of TGNP, there are some costs that seem difficult to justify given the results achieved. There are mainly two areas that have been highlighted:

1. *The extensive use of external consultants*

TGNP has contracted different types of consultants during the period in question, both on context and content issues, as well as on organisational and strategic issues. The hiring of external and internal consultants for context analyses as well as for strategic development has during the last years increased, and came to at most 10% of total expenditure in 2010. The use of consultants for context analyses has, according to the organisation, been done in order to enrich their work and build knowledge and avoid TGNP being too inward looking. In interviews with key staff it is however unclear how the context analyses have been used in operational planning. Furthermore, different external consultants have been used to write the original Strategic Plan, the Mid-term Review, the M&E improved framework, the revised Strategic Plan, several additional M&E tools, and now the new Strategic Plan for the next period. In interviews with key staff of TGNP it has become evident that these consultants have had different agendas and methods that have not always been consistent, and more acutely, have been too complicated. The result has been that staff, already busy with implementation, have not felt ownership of the process.

2. *The cost of information material*

TGNP has significant costs for the production of information materials, (about 40% of the budget). There does not seem to be a clear strategy for optimal use of resources to achieve communication aims, for example, the people responsible for the Knowledge and Information Centres have a rather vague understanding of the use of the material.

²⁷ For further information on expenditure see Annex 4.

They receive books, pamphlets, calendars, and also sometimes electronic equipment such as computers from TGNP and thus become points of distribution. In some centres visited there were piles of unused material, whereas in others there were only posters left. More importantly, TGNP headquarters has not done any real follow-up study on how and to what extent the printed material is used.

3.3.3 Results framework and reporting on results

TGNP has spent substantial time and resources during the period of the SP on producing M&E strategies, tools and in finding and retaining an M&E officer, but has struggled with this during almost the whole period of implementation. Desk reviews showed that the strategic documents (SP, M&E framework report, revised SP) lack coherence and clarity, not only in the use of terminology but also in the purposes of the different programme clusters, the strategic shifts, key concepts, programme objectives, LFA matrix, and score card priorities. According to interviews this has created a lot of confusion for staff.

Since 2004 TGNP recognised the need to have a competent and qualified M&E Officer, and has since then struggled to find and retain them.²⁸ The current M&E officer began his position in 2011. In interviews it was highlighted that the M&E officer has to shoulder the responsibility of the processing data and reporting on results. According to interviews, although staff collects and analyses data and writes reports, the M&E Officer still receives a substantial amount of unanalysed and unprocessed information. It was also reported that the M&E officer has been drawn into administrative matters rather than focusing on strategically elaborating and maintain a functional monitoring and reporting system.

Furthermore, the diminishing basket funding and increased project funding has, according to several TGNP staff, led to an inefficient use of time since much more resources need to be put into responding to several different types of report formats and requirements from many different donors.

The desk review shows that reporting is mainly done on activity and output level rather than on outcome level. For example, TGNP is perceived by its donors on the one hand as a very relevant and committed partner, but on the other hand one that has not been able to show and present the results or changes that their activities lead to. However, during the field visits and in the workshops several clear cut effects were identified.²⁹

Based on information provided in interviews it is apparent that reporting according to Balance Score Cards and Matrices has not been actively used until recently, in particu-

²⁸ The first officer was hired in August 2004 but left the organisation in June 2007. In July 2007 TGNP hired another officer, who stayed with TGNP for only one year, and left in August 2008. The current M&E officer was hired on 1st April 2011, he is assisted by a PO with monitoring and evaluation skills.

²⁹ The results on outcome level in this evaluation report have not been presented in the Annual Reports but are a result of this evaluation.

lar the score cards. The reason for this given was that the Results Framework has been overly complicated and has not been properly understood by management and staff, which have also been overburdened with the implementation of projects.

3.4 SUSTAINABILITY

3.4.1 Organisational sustainability

This section provides findings on how the organisation has developed during the period in question.

TGNP is one of the oldest and best funded NGOs working on gender equality and social justice in Tanzania, and have as such a solid reputation and are deemed credible. Despite overall economic hardships in the country during the past decade, due to the overall global economic crisis, TGNP have shown resilience and have managed to continue to implement their programmes, and have even increased number of staff. Many representatives of the development community referred to the fact that TGNP has been considered a ‘donor darling’, and have been assured continuous support through basket funding by a handful of donors, that has enabled the organisation to expand and also to focus on issues that might have been too sensitive otherwise. This continuous support has also allowed the organisation to invest time on competence building of staff and others on feminism, globalisation and governance theories. One of TGNP’s strength is the commitment of its members, of the Board and of the staff. The staff however, are facing a generational shift and most members have been there since the start. That the organisation needs to include younger members and staff as well as the need for organisational change to keep up with the changes of time is something that is discussed on different levels of the organisation and plans have been put in place to insure a regeneration.

The past period has been characterised by comprehensive changes in TGNP’s focus, from primarily working on the national level to “going to scale” in the rural areas, and although TGNP now works in selected rural areas the organisation cannot be said to have ‘gone to scale’. There have also been several internal reorganisations to improve delivery and learning. These changes have improved some aspects of operations, whereas others are still facing problems. Some of the issues that have been identified concern the different roles and responsibilities management and staff have.

As an activist organisation TGNP is very keen on initiating new projects, and responding to current events in the country, which is considered as a strength. But, the shortage of key staff (namely an M&E officer) and the organisational culture of focusing on implementation and not on results reporting has made it difficult for them to capture or follow-up on the results that have been achieved.

3.4.2 Programme sustainability

TGNP has been consistent in its focus on raising awareness about feminism and social justice and their programmes follow these ideals. TGNP’s long-term focus has been on the campaign on economic justice: ‘Making resources work for marginalised women’ with the multiple intents of transforming women’s lives at grassroots level *and* leading to critical public debate and growing popular pressure for structural and policy change

informed by TGNP's transformative feminist agenda. This programme targets grass-roots activists and links local groups/organisations/networks at local and national levels.

TGNP has had the financial flexibility during this period to also be able to react and respond to current events not addressed in usual programming. Examples of this are events such as a doctors' strike and a land-grabbing case which both received wide-spread media attention in the country and to which the government was also compelled to respond.

TGNP's programmes have been in line with many of the development partners' priority areas for Tanzania, democracy, gender equality, economic justice, poverty reduction, etc., and as such TGNP has had many opportunities for programme funding. Their position as a key gender organisation has also made them an attractive partner for donors. However, TGNP is very intent on preserving its independence and has declared that they prefer basket funding, and at times even to one donor expressed a disinterest for programme funding. However, the organisation is aware of the current trend among development partners on program funding, and expressed that the restructuring of the organisation and the establishment of a finance and fundraising department is a response to this aid modality.

3.4.3 Financial sustainability

As most NGOs in the country, TGNP is largely dependent on donor aid. As noted in the introduction, basket funding first increased from 2008 to 2011 but then decreased in 2012. Project funding during the period has been consistent over the years. As opposed to many other NGO's they are also in a position to increase their own revenue in the future, and TGNP's own contribution to revenue actually increased during the period, due in part to their ownership of the Gender Resource Center Building. TGNP has also used some of its expert staff as consultants and this is a niche that is planned to be expanded in the future. The Gender Training Institute has not been able to generate a surplus yet, but TGNP expects that this will be the case in the future. Also, due to organisational difficulties and a work overload, the role of fundraiser has been forced to be divided onto several people in the organisation, from the Executive Director to the individual programme managers.

The financial situation, with a decrease in basket funding, seems to have led the organisation to move on to new projects quickly, while at the same time increasing the need for reporting on each individual project, thus putting pressure on staff. The number of staff has increased from 21 in 2008 to 26 in 2012. Due to the re-organisation of TGNP during the period it is not possible to follow staff increase/decrease per programme, with the exception of the Gender Training Institute (GTI) which has remained a separate entity and Program Support Management (PSM). GTI has increased number of staff from 2 to 4 and PSM from 10 to 12. TGNP's sustainability as an organisation depends largely on its ability to attract and retain staff. This is linked to both TGNP's reputation as an activist organisation as well as its ability to attract funding.

4 Main conclusions

Based on the findings above, we have made the following conclusions presented below.

4.1 TGNP CONTRIBUTES TO A TRANSFORMATIVE FEMINIST MOVEMENT IN TANZANIA - IMPACT

Our overall assessment is that TGNP has been influential on many different levels, both on local and on national government levels, as well as in the wider NGO community. There are however some factors which affect TGNP negatively, the current political and religious context in terms of human rights activism has worsened in the country in the past years and the exploitation of the country's natural resources has had some negative effects on poor people's livelihoods. Aid modality has also geared from a focus on the poor and vulnerable to a focus on economic growth and in strengthening foreign financial investments.

During the period TGNP has nonetheless managed to create national attention around several different issues such as the national and local elections, the constitution reform process, Gender Responsive Budgeting, and effects of the massive land grabbing following the advent of the renewed interest of the extractive industries in Tanzania, on the rural poor.

TGNP are consistent in their work on gender equality and social justice in Tanzania and engage and speak out about relevant issues. There has been some critique of their use of terminology, which at times has been seen as too difficult and radical.

One of TGNP's goals has been to link with likeminded partners, nationally as well as locally, and this has for example been done in fora such as FemAct and Tanzania Feminist Forum (TFF), but these have been mostly on a national level. Also, due to certain events and standpoints, such as the LGBTI issue, collaboration with certain FemAct members have suffered. TGNPs partnerships on the local level have been restricted to very small village level organisation with very little reach. TGNP has seemingly had very strict criteria for the selection of partners, often framed in ideological terms, both on local and national level, and this has to some extent prevented them from engaging from a broader platform.

The Gender and Development Seminar Series (GDSS) and the Gender Festival (GF) constitute two core activities of TGNP and have both during the period in question gained in popularity and reach. All types of participants are attracted to these, from staff at government ministries and magistrate courts to journalists and even village men and women who travel great distances to attend. The seminars and the festival address concerns of ordinary people and provide solutions some of the dilemmas facing the country today.

The Knowledge and Information Centres (KIC) were all established during the last year of implementation of the Strategic Plan, and is still work in progress and it is therefore difficult to assess the effects of these on the transformative feminist movement.

Hence, despite worsened external conditions there are several examples of how TGNP has to some extent been able to move the agenda towards a more transformative feminist movement building. Another way to look at it is that if TGNP (or an equivalent organisation) had not been around at all, there would be no organisation that in a more systematic way had challenged the roots of gender inequalities in the country.

4.2 RELEVANCE

TGNP is not a service provider, although some of its activities could be described as such, but the comparative advantage of the organisation is rather to provide linkages between different actors on different levels as well as raising awareness about critical issues. TGNP stands in high repute among most development partners, and also has an international and regional influence. The organisation, although by some considered a bit too radical, still manages to balance this with having high credibility among various government ministries as well as in Parliament, much thanks to their grassroots engagement. Unlike many similar organisations in other African countries, TGNP is never or rarely criticised for being an elitist organisation only representing educated middle-class women in the urban areas. On the contrary, the organisation retains its credibility on the national level to a certain extent by their work on the grassroots level. However, a general assessment is that TGNP would benefit from better links to other organisations working on the local level.

TGNP's activities on the grassroots level are relevant and have had effect in the targeted areas. However, it is concluded based on the findings, that these activities have in fact had little widespread impact and should rather be seen as islands of success that provide legitimacy for the organisation.

The weekly seminars (GDSS) and the bi-annual festival (GF) have helped the organisation to establish themselves as the authority on both gender and social justice in the country. There are several results and significant changes to which TGNP has contributed, but the major problem seems to be to capture, process and report on these. Although TGNP has spent time improving its communication strategy, many different stakeholders interviewed explained that TGNP to some extent still has not been able to adapt to different types of communication for different types of target groups.

TGNP has clearly and consistently spoken out for minority groups, whether LGBTI or sex workers, and as such is one of the few organisations in the country to take a stand on these issues. However, perhaps due to a lack of a strategy on where and how to address these issues, this has led to a backlash that has affected the whole organisation. Until quite recently (2013) the organisation has not had a risk management strategy which may have exposed not only certain staff but also some LGBTI/sex worker activists to unnecessary risks. Perhaps as it has not been a core activity, TGNP has

not had a clear and concise strategy on how and how much they want to engage on LGBTI rights. The negative reactions on the 2011 festival may appear as being out of proportion in relation to the core activities, in particular for TGNP management, but it is still an unexpected outcome the organisation has had to, and will continue to, deal with.

TGNP's focus on and critique of neo-liberalism, although partly infused with a rhetoric dating back to the 1970s and 80s, is still very relevant in contemporary Tanzania where agricultural land is allocated to global conglomerates and where the extractive industries try to outbid each other for access to natural gas deposits. Small-scale farmers in these areas are the obvious losers in these schemes and it is in their name that TGNP voices concern. The Swahili word TGNP uses to translate *neo-liberalism* is "market is in chaos".

There is an added value to Tanzanian society of TGNP's activities. TGNP works in areas that benefit not only traditional gender issues, but also on the broader issues of democracy and good governance.

4.3 EFFICIENCY

In general, TGNP is using its funds in an efficient way. However, TGNP still faces several challenges on how to use funds more efficiently. According to our assessment, the following conclusions can be made:

First of all, the main challenge is reporting on results has mainly focused on what TGNP has done (activities and outputs) rather than what they have achieved, i.e. what changes/effects their activities has contributed to. For example, the M&E officer is not used in an efficient manner, as focus has been to on collecting and receiving raw data rather than focusing on maintaining and developing the M&E system. The M&E system in itself also has many flaws and has not been consistently managed. Even though TGNP governance has spent a considerable amount of time, efforts and resources on establishing a well-functioning M&E system, through the use of expert consultants for example, there still seems to be a lack of ownership and also a lack of understanding of the results concept, i.e. how and why M&E tools should be used. This process seems to have been donor driven rather than being based on internal management decisions. Hence, our overall assessment is that TGNP in its current form is not adequately structured and organised to report on its outcomes in an efficient way.

Still, based on a number of different interviews with both selected staff and beneficiaries, many results/changes were identified. However, many of these results have not been adequately reported in the Annual Reports. Based on the responses from staff, our conclusion is that for staff the main challenge is not making changes happen but how to report on them on the right level.

Furthermore, on the one hand, TGNP is considered as a resource on gender in the country and this has implications on the demands and expectations on them from various actors. On the other hand, TGNP has a tendency to rush into new projects and has a tendency to try and please many stakeholders, trying to do as many things as

possible. This has consequences for the ability of TGNP to make adequate prioritisations, and it thereby risks spreading itself thin. Nevertheless, it happens that TGNP declines projects that are perceived as not conforming to their principles.

Both the original and the revised SP have guided TGNPs work to expand at the grass-roots level, however, our conclusion is that TGNP has performed well despite the SPs rather than because of them. This is due to the lack of ownership in elaborating key documents such as the SP and other policy documents that has hampered the efficiency of the organisation. One important reason for this lack of ownership is, according to our assessment, that the consultants have had different agendas and methods that have not always been consistent, and more acutely, have been too complicated. The result has been that staff, already busy with implementation, have not felt ownership of the process. In fact, this evaluation concludes that the large majority of the board members, staff, external stakeholders (i.e. donors, UN system and government) have had severe difficulties in understanding the theory of change and key concepts of the strategic plan. Also, it is still a bit unclear to what extent TGNP key management has taken responsibility for and led the work on organisational and capacity development. It is our conclusion that TGNP has been too dependent on the different views and opinions of consultants.

Thirdly, TGNP is working systematically and effectively together with other interest groups on the national level, often through networks with the government, UN system as well as other national CSO organisations. However, according to our assessment, on a local level, synergies between other organised interests, for example members of FemAct operating in the same locations, are scarce.

4.4 SUSTAINABILITY

As one of the oldest and strongest feminist organisations not only in Tanzania but in the region, TGNP has all the opportunities of continuing to influence both policy and practice in the country. TGNP is an organisation with a good reputation and has credibility on issues of gender equality and social justice. Despite overall economic hardships in the country during the past decade, due to the overall global economic crisis, TGNP has shown resilience and has managed to continue to implement its programmes, and has even increased number of staff. After many years TGNP has settled a court case and gained control of its building, the Gender Resource Centre, which has the potential to generate income.

With regards to GTI, it must become financially sustainable. For example, TGNP and others should pay GTI for services rendered; trainings, consultancies etc. In the future GTI, as an independent entity, could apply for funds from various development partners. However, GTI has not yet reached this level of organisations maturity and financial sustainability to realise their independence, and still needs support from TGNP.

TGNP has been considered a ‘donor darling’ by development partners, and has been assured continuous support. However, the financial situation, with a decrease in basket funding, has also led the organisation to move on to new projects quickly. The positive aspects of this development is that the organisation is in tune with a fast

changing funding context, however, this development also increases the need for reporting on each individual project, thus putting even more pressure on staff. As an organisation, TGNP is in a process of developing new strategies to adapt to the context, but our conclusion is that much can still be improved in order for TGNP to operate most effectively. Overall, we found that there are too many steering documents and too many layers of decision making which create difficulties in obtaining an overview. Previously, TGNP seems to have been overly confident in the ability of external consultants to provide the solutions to their organisational challenges. As a consequence it is difficult for the management team to have a comprehensive overview of all the on-goings of the organisation.

5 Recommendations

The recommendations of this report are forward-looking and hence partly based on the findings and conclusions of this evaluation covering the period 2008-2012, but in order to be more relevant they also take into consideration some of the organisational changes taking place during 2013. These recommendations focus on areas of possible improvement. Needless to say, in areas where TGNP has been successful it should continue in the current manner.

We recommend that:

- TGNP continue to work where they have most leverage, that is, on national and policy levels. In order for TGNP to retain its credibility and legitimacy the organisation should indeed also continue to work on the grassroots level. If TGNP persists in going to scale, we recommend that they do so together with other organisations. To expect that TGNP should cover all of Tanzania is not feasible. How and to what extent these partnerships should be formed is an issue to be dealt with in dialogue between TGNP and stakeholders, development partners and local organisations.
- To be able to deliver their message more effectively, TGNP needs to develop its communication strategy accordingly. For example, terminology needs to be on the level of the recipients. Follow-up studies should be done on the use and effects of their printed materials; publications, booklets, pamphlets, calendars and so on. Furthermore, the impact of the Knowledge and Information Centres on the local communities must be evaluated.
- TGNP should restructure its programme organisation to correspond with the proposed outcome areas presented in the new Strategic Plan (2013-2017). Further, we recommend that each area is headed by a designated programme manager that should be responsible for processing and reporting changes on that specific outcome.
- Our recommendation is that TGNP continues to support GTI during this bridging process but that the two organisations more clearly define and regulate their working relationships and financial transactions.
- In order for key stakeholders to understand the governance structure, and to avoid ambiguity, we recommend that TGNP follow their internal policies and clearly communicates the different roles and responsibilities of Board, members, management and staff.
- The M&E officer's work description should be clarified and focused on developing and maintaining the M&E system, rather than being involved in data collection.
- TGNP should take responsibility for developing a relevant M&E system that caters to their specific needs, based on the new SP. This means that consultants should only be used sparingly and as facilitators, not leading the process on the M&E system and other strategic documents.
- TGNP should develop a strategy for how to best handle culturally sensitive issues, which leads to minimum backlash. Further, TGNP should monitor the implementation of their recent risk management strategy to make sure it is utilised.

Annex 1 – Terms of Reference

1. INTRODUCTION AND BACKGROUND INFORMATION

Registered under (CAP 212) as a company limited by guarantee, TGNP's vision is to realise a transformed Tanzanian society where there is social and gender equality, equity, women's empowerment and social justice. TGNP's mission is to promote the strengthening of a transformative feminist movement which is grounded at the grass-roots level and spirals horizontally and vertically, to reach national, regional and global levels.

TGNP has recently concluded its five year Strategic Plan (SP) 2008-2012. Guided by the "Economic Justice Campaign, Making Resources work for marginalized women is a Constitutional Issue" the organization has undertaken various strategies that focus on working directly with grassroots women/feminist/activist groups and other progressive networks and coalitions by strengthening individual and collective capacities, participatory action research, policy/budget analysis /tracking and organized actions while building linkages at national, regional and international levels. The Goal of the SP 2008 – 2012 had been to play a catalyst role in the building of a transformative feminist movement that is grounded in grassroots activism and capable of challenging and transforming institutional and structural policies and processes at all levels. The transformative feminist movement consisted of likeminded individuals, organizations and networks who work together in a coordinated way in order to demand accountability from development structures, systems and processes. They are united by a shared commitment to challenge patriarchy and neoliberalism, and to create alternative structures, policies and systems which emphasise women's empowerment, gender equity and social justice. To realize this goal, TGNP undertook various shifts to enable her play a catalyst role in the movement building agenda based on what grassroots women and activist groups identify as key issues, as follows:

- Direct engagement of specific grassroots/activist actors in the five zones including (Eastern zone (Morogoro, Dar es Salaam, Coast Region - Kisarawe), Central zone (Dodoma and Singida), Northern zone (Kilimanjaro), Lake zone (Shinyanga, Mara and Kagera), Southern Highland zone (Mbeya and Ruvuma) on specific selected issues of concern. Refocusing all programming activities of TGNP to Transformative Feminist Movement Building (TFMB), and specifically to one campaign theme "Economic Justice: Making Resources Work for Marginalized Women", translated into specific sectoral issues/themes prioritized at the grassroots level in the four sites, as well as other grassroots activists/actors relevant to the issues.
- Strengthening action research and knowledge generation to reflect the TFMB agenda
- Strengthening strategic action, organizing and alliance building at all levels and expanding TGNP's efforts to collaborate with others.

- Strengthening feminist institutional culture including feminist leadership structures, systems and practices to reflect TFMB culture and practice.
- Separation of GTI from TGNP structure to lay the foundation for its transformation into an internationally recognized centre of excellence and leadership institute.
- Mobilizing resources for movement building from progressive donor partners and mobilizing own funds

In line with the SP goal, TGNP intended to achieve five outcomes including:

- Consolidated and enhanced feminist organizing and movement building with a strong base at grassroots level;
- Transformative feminist analysis and discourse increasingly informing progressive public debate;
- Strategic public institutions and frameworks increasingly responsive to transformative feminist agenda;
- Activism, lobbying and advocacy agendas of progressive social movements informed by transformative feminist knowledge and information at all levels; and
- Expanded organizational resource base and increased impact.

2. PROGRAMME HISTORY AND CONTEXT

A number of valuable efforts have gone into addressing gender inequality and women empowerment within Tanzania, Africa and globally in the past two decades. During the same period major macro economic transformation has happened under the aegis of economic growth through liberalization policies.

Despite these efforts, gender disparities, inequality and women subordination continues to be rampant at various levels; the implementation of these strategies continues to be challenged by a complex context of the interplay between neoliberal policies and patriarchal capitalist social frameworks whose effect has been the perpetuation of structural inequalities at the national, community, household and personal levels. This context is a hindrance to any meaningful and sustainable realization of gender equality, women empowerment and social justice.

TGNP came into being in 1993 in response to and to challenge this context. In Tanzania, the adoption of Structural Adjustment Programs in the 1980s led to a major roll-back of basic social services and forced the government to withdraw basic economic services as well, including farm subsidies and consumer price subsidies for food and other basic goods. Privatization and liberalization of trade, finance and the economy led to a dramatic fall in formal wage employment, especially in the public sector where most women wage earners were employed. Support for smallholder producers declined, and with the liberalization of land laws in the 1990s, a growing portion of the land was appropriated by private mining, agriculture and tourist companies.

The global economic and financial crisis since 2008/09 has had an even worse impact on employment, production and trade especially in Africa South of the Sahara, including Tanzania. The class and gender dynamics of the economic crisis means that it is poor people and particularly poor women who are bearing the consequences of lost livelihoods and increased marginalization and impoverishment. This context has led to further intensification of class, gender and national struggles over national resources

and the macro/micro policy framework. Data from national poverty reduction reports continue to project a picture of skewed economic growth, few sectors with adequate backward and forward linkages with the rest of the economy; and high unemployment rates.

Responding to this context, TGNP has distinguished herself as an active and recognized player in the progressive women and civil society movement in the country, Africa and beyond.

3. THE RATIONALE AND APPROACH FOR THE EXTERNAL EVALUATION

TGNP is commemorating its 20 years of existence this year. The implementation of TGNP's Strategic Plan 2008-12 has passed through two major phases namely: The period 2008-2010, when the Mid Term Review (MTR) 2010 was conducted and 2011-2012. The Mid Term Review (MTR 2010) and Revised Strategic Plan 2011-12 affirmed the SP goal and the expected outcomes; and revised the original shifts to four and affirmed the six strategies.

The External Evaluation is therefore an opportunity for TGNP to review its approach, strategies and accomplishments for the implementation period 2008-12, as well as challenges faced and how the challenges have been overcome during the stated period. Given TGNP's understanding of the power issues at stake, the evaluation needs to appreciate that it is essential to track negative changes, resistance, and reversals, as well as to value attempts by women to hold on to past gains in the face of strong efforts to negate them. The evaluation needs to track TGNP's contribution to longer term and deeper shifts in women's rights, rather than attempt to claim for TGNP credit for the change. The evaluation should try to understand how changes in behavior, relationships, actions and activities among the stakeholders produced intended results, and to capture interim goals that must be achieved in order to reach final intended outcomes.

3.1 Purpose of the External Evaluation

The External Evaluation will assess the progress and impact made by TGNP during its 5 years of strategic plan 2008 – 2012 implementation. Overall, the evaluation will assess TGNP's approaches and strategies for relevance, effectiveness, impact, programme performance and organizational growth. The purpose of the evaluation is to review and analyse TGNPs relevance, effectiveness, efficiency, sustainability and impact and evaluate the programme results, achievement of objectives and programme impacts and effects with a focus on the transformative feminist theory and structure of the programme, the programmes rationale and identify possible alternatives.

3.2 The Objectives of the Evaluation

1. To measure the achievement (Results) and to identify how TGNPs activities have contributed to overall impact in building a transformative feminist movement.
2. To ascertain the extent to which the goals and objectives of the 2008 – 2012 Strategic Plan have been met, challenges observed and expectations from stakeholders generally.
3. To make recommendations on the way forward to TGNP.

3.3 Specific Questions of the Evaluation

1. What are the main results achieved through the TGNP Strategic Plan 2008 – 2012 at both outcome and impact levels in line with transformative feminism and social justice principles? To what extent did TGNP respond creatively to overall changes in the socio-economic context during the five year period? What could have been done better, and how? To what extent the programme was cost-effective?
2. What are the gaps, challenges and opportunities observed in the implementation of the TGNP Strategic Plan 2008 – 2012?
3. In what way does the organizational structure/logic of TGNP support the achievement of its movement building objectives? In what way not?
4. What are the key lessons from the past programme that can be used in future plans?

4. SCOPE OF THE ASSIGNMENT

The Evaluators are expected to:

1. Provide an inception report highlighting understanding of the TORs for the external evaluation proposed methodology and plan for execution.
 2. Evaluate overall impact in relation to the organizational vision, given that it operates as one actor among many actors trying to achieve the same ultimate goal. Assess as to whether TGNP contributed in a meaningful way to the achievement of overall vision.
 3. Assess the overall achievement and effectiveness of TGNP in relation to stated objectives, outcomes and impact. Provide reasons for achievement or non-achievement of the objectives.
 4. Assess the added value to Tanzania of the TGNP activities conducted through its catalytic role in the building of a transformative feminist movement.
 5. Appraise the adequacy of the management and governance construction of TGNP as it stands presently and its potential in the future.
 6. Review how donors and strategic partners view TGNP and its roles.
 7. Make recommendation on how to sustain the implementation and management of TGNP Mtandao activities in the long term.
 8. Provide conclusions on cost effectiveness and efficiency of TGNP operations.
1. Working with TGNP team to refine the evaluation design and sharpen the methodology and tools to be used including questions.
 2. Managing the field data collection, analysis, and report writing.
 3. Debriefing TGNP's key actors, review feedback and update report.
 4. Submitting final report with the analysis and conclusions of the External Evaluation process.

TGNP is responsible to:

1. Inform the external evaluator about the programme's operations and objectives, characteristics of the participant population, and the benefits that programme staff expects from the evaluation.
2. Provide feedback to the evaluators throughout the evaluation period
3. Provide logistical support to the evaluation team.
4. Provide information to all TGNP actors and partners before and after about the evaluation process.

5. Plan for consultative and debriefing sessions with the evaluators at various times during the evaluation and at its conclusion.

5. METHODOLOGY AND LOGISTICS

5.1 Methodology

The consultant will design a methodology that is suitable and acceptable for conducting scientific enquiry, using relevant evaluation methods and techniques. However, this may be discussed and agreed by the evaluator and TGNP with the aim of ensuring that every possible source of important document is consulted. The evaluation shall be carried out through analysis of available TGNP documents and other documents considered necessary by the Consultant. To ensure the methodology is participatory, interviews shall be carried out with, but not limited to representatives of the organization, TGNPs strategic partners, audience members and other relevant stakeholders.

The evaluation shall be carried out based on a gender and rights perspective, i.e analysis made and findings presented shall consider the involvement of young women and men as well as their communities and the impact and consequences on their respective roles and responsibilities.

The evaluation should seek a holistic participatory organizational approach, both in terms of TGNP's overall strategies and TGNP's ways of operating over the period 2008-2012.

- Review of key TGNP documents relating to the development of TGNP over the years and TGNP strategic plan.
- Conduct of interviews including focus group discussions with key TGNP programme stakeholders such as grassroots women; marginalized groups; networks and coalitions; and institutions as well as TGNP members and staff
- Conduct of semi-structured in-depth interviews with TGNP: members, Board directors and sister groups, advisors and close colleagues; and also donor agencies,
- Observation of TGNP activities
- Participatory evaluation meeting with TGNP Staff, Members, the Board & grassroots women; marginalized groups; networks and coalitions; and institutions to discuss preliminary findings, and receive additional information

5.2 Stakeholder Involvement

The evaluator shall visit the programme fields and meet the beneficiaries of the programme in their various categories and other stakeholders. He/she shall devise participatory methods to gather information useful for the analysis and final assessment. Involvement of stakeholders to include but not limited to:

1. Ministry of Community Development, Gender and Children
2. Local Government Authorities of XXX, XXX and XXX
3. Multilateral and Bilateral development partners
4. Development Partners Group on Gender Equality
5. Various CSOs working on gender related and women empowerment matters
6. Beneficiaries in the field.
7. Gender Focal persons within Central Government Ministries
8. Any other stakeholders as may be discussed with TGNP

5.3 Geography Coverage

Dar es Salaam and three Local Government Authorities in the regions, where TGNP has activities.

6. PROFILE OF THE CONSULTANTS

To ease the procurement process Sida's Evaluation Framework Agreement will be used. TGNP expects to have a team of two consultants (international and local), not affiliated or representing the organization in anyway, to carry out the external evaluation.

In terms of team composition, the consultants are expected to have the following key qualifications.

The International consultant should have the following qualifications:

1. Minimum of Bachelor's degree in a relevant field
2. An evaluation specialist with expertise in monitoring and evaluation methodologies including Results Based Management Frameworks
3. Must have significant experience working in developing countries, preferably East Africa.
4. Excellent research and analytical skills, in both qualitative and quantitative methodologies
5. Excellent writing skills in English; and
6. Previous experience of similar assignments is an added advantage

The local consultant must have the following skills and knowledge:

1. Minimum of a Bachelor's degree in social sciences, development studies, or other related area.
2. Demonstrated experience in assessing development programs, particularly rights based programs
3. Sound experience in institutional development assessments
4. Clear understanding of expected role of civil society in development process
5. Familiarity with institutions dealing with gender and women empowerment matters at central and local government level in Tanzania
6. Experience in assessing partnerships between civil societies and government institutions

Both consultants are expected to have a sound background and good knowledge of the following areas

1. Program monitoring, and evaluation
2. Participatory methodologies
3. Institutional and organization development
4. Financial Management
5. English Language proficiency

It would be an added advantage if one or both consultants also have an understanding of the Transformative feminist conceptual framework/theory of change and its animation philosophy and approach.

7. TIMEFRAME

The consultants shall prepare and submit a preliminary work-plan and budget for the evaluation. The consultants shall accomplish the work within an agreed timeframe of not more than **60 days** (approximately eight weeks) including weekends, public holidays and travel time. This will involve travels to various areas (at least 3 districts), where TGNP has programme activities, a preliminary desk study for revision/analysis of existing documents, consult and interview various people, analysis, preparation of a draft report, discussions with stakeholders for feedback on draft and preparation of the final report.

Before commencing the field work, a brief inception report shall be submitted to and discussed with TGNP and Embassy of Sweden. Immediately after completed field work, a debriefing meeting will be held between TGNP, the Evaluator, Embassy of Sweden and any other relevant stakeholders to validate the key findings. Thereafter, the first draft of the Evaluation report shall be submitted, not later than **15th December 2013**.

8. REPORTING AND EXPECTED OUTCOMES

The report shall present the main findings and conclusions, and include recommendations essential for future development. The evaluation report shall be written in English and shall have the following structure:

1. Executive Summary- Summary of the end-of-funding evaluation with emphasis on main findings
2. Assessed interventions- description of the assessed interventions, its purpose, logic, history, organization, stakeholders and other relevant information
3. Lessons Learnt - general conclusions including a reflection on the organization's response to the midterm evaluation
4. Recommendations
5. The evaluation report shall not exceed 40 pages, excluding annexes.

The consultants will hold a debriefing on the highlights of their findings before a draft report is submitted. The draft report will be submitted to the Embassy of Sweden electronically and in 2 hardcopies no later than **15th December, 2013**. It must also be submitted to TGNP Mtandao, electronically, by that same date. Within two weeks after receiving the Embassy's and TGNP Mtandao's comments on the **Draft report**, a final version shall be submitted to the Embassy, again electronically and in 2 hardcopies. The End of Funding Evaluation Report must be presented in a way that enables publication without further editing.

Contact persons

Embassy of Sweden: Joyce Tesha, Programme Officer, email: joyce.tesha@gov.se
TGNP Mtandao: Usu Mallya, Executive Director, email: usun.mallya@gmail.com

Additional References or Resources

- i. There are several useful information sources for the evaluator. These include:
- ii. Previous studies such as TFMB baseline study (2008); PAR (2010); IMBC (2011); IMBC 2012, 2013
- iii. Mid Term Review reports

- iv. Programme implementation reports e.g. PAR reports, context reports, policy briefs and websites;
- v. TGNP publications
- vi. User surveys funded by different sources
- vii. Focus groups, direct responses
- viii. Media tracking logs, media assessment
- ix. Media framing analysis, media coverage
- x. Minutes (QA or any other meetings, etc), participants in various fora and mechanisms, documentation
- xi. List of courses taught in different venues
- xii. List of participants from several countries, regions, districts trained
- xiii. Number and content of proposals developed and funding sources
- xiv. Training materials developed
- xv. Curriculum developed
- xvi. List of items procured

Annex 2 – Inception Report

1. Introduction

Founded in 1993, the Tanzania Gender Network Program (TGNP) is a non-governmental organization (NGO) working in the civil society sector, focusing on the practical promotion and application of gender equality and equity objectives at all levels in the Tanzanian society, including the public and governmental sectors. TGNP also serves as a convener and Secretariat of the Feminist Activist Coalition (FemAct) a coalition of over 40 NGOs in Tanzania. Since its inception, TGNP has grown into a significant actor in the country with the vision to transform Tanzanian society towards gender equality and social justice. TGNP's mission is to promote and strengthen a transformative feminist movement grounded at grassroots level but reaching national, regional and international levels.

Sweden has been a lead donor to TGNP since its inception with support to both basket funding and program funding. The Embassy of Sweden funded the Strategic Plan 2008-2012 with 27,5 million SEK and has also funded TGNPs program to address gender and social justice issues in local government elections in 2009 with 1,1 million SEK.

During the period of the SP, TGNP basket fund was supported by Norwegian Embassy, UUSC, Irish Aid, Swedish Embassy, Wellspring/AJWS, DANIDA, and FOKUS with a total amount of support during these years of approximately 10.4 billion TSH. 56 % of this amount was disbursed by the Swedish embassy. TGNPs own funding during the period was approximately 10%. Furthermore, during the period, TGNP received additional project funding to the amount of 2.8 billion TSH. The total amount of funding during the period comes to 13.4 billion TSH.³⁰

Since its inception, TGNP is working to transform Tanzanian society by working directly with and building the capacity of grassroots, women/feminists, activist groups, networks and coalitions as well as with central and local government. By doing so, and according to our initial interviews, TGNP has attempted to contribute towards stimulating public debate and activism on policy affecting women and other marginalised groups. According to an external evaluation from 2005, TGNP has high credibility among both government and NGOs,³¹ and has by Sida been considered as “an important voice in civil society” and has “proved to be effective in its advocacy work”.³²

³⁰ Included here is unspecified support from other donors.

³¹ Tanzania Gender Networking Program (TGNP) Evaluation Report (TGNP, TA106) by Stella Mukasa, Nordic Consulting Group and Willem Overbeke, NGO Development Advisor, March 2005, as cited in Sida TGNP Assessment Memo of September 2008: 3.

³² Sida TGNP Assessment Memo of September 2008: 11.

According to our initial observations, one challenge for TGNP has been to negotiate between on the one hand its ideological activism based on transformative feminism, against patriarchy and neo-liberalism and on the other to pragmatically work towards change processes within governance structures. However, as noted in a Sida assessment memo, “although with outspoken advocacy directed to the government [TGNP] is also requested to support government with advice and training” perhaps being evidence of their success in bridging this constraint.³³

TGNP has implemented four planning frameworks since its establishment: 1994-1997; 1998-2000; 2001-2003; 2003-2007; 2008-2012, and the latest being 2013-18. These planning frameworks were all subjected to external evaluation with conclusions used to inform subsequent planning frameworks. A 2010 Mid-term Review of the 2008-2012 Strategic Plan led to the production of a revised 2008-2012 Strategic Plan, the period under review here.

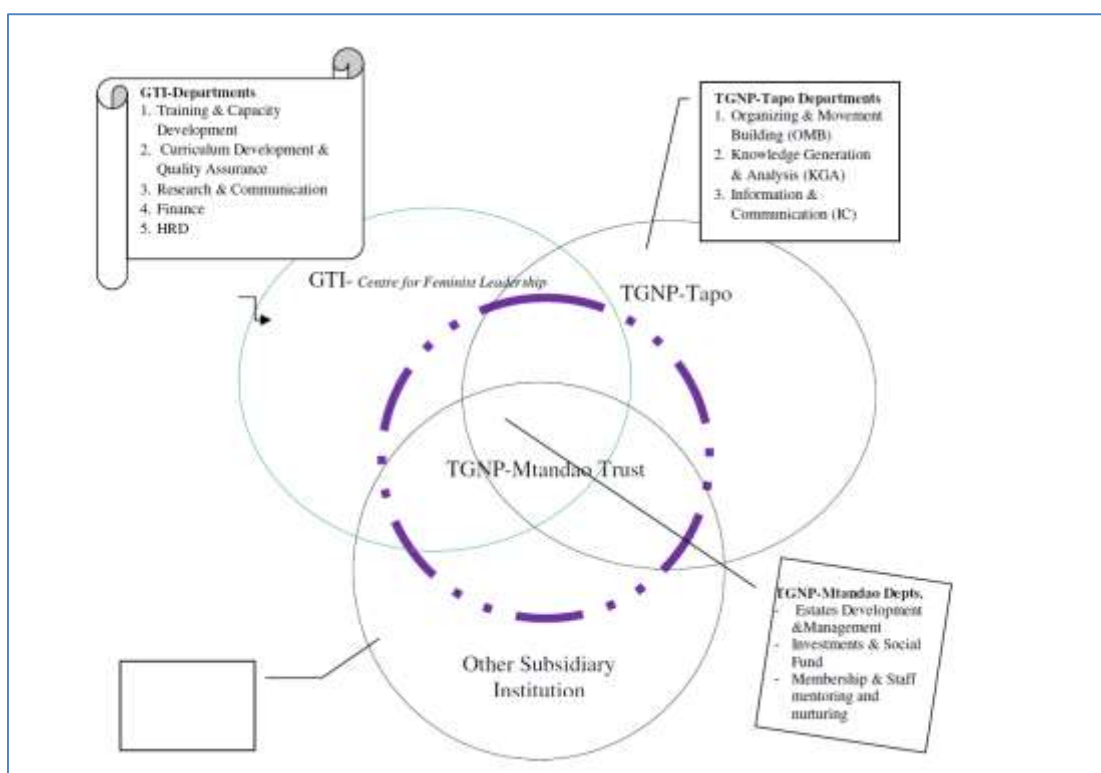
The period of the 2008-2012 Strategic Plan was very eventful for TGNP as the organization underwent a restructuring and made a strategic shift to focusing on its *catalyst role* in transformative feminist movement building (TFMB), and on “going to scale” country-wide through a network of knowledge centers. This shift resulted in a revised SP and more clearly defined programmes, management and strategy. TGNP is now divided into three discreet subsidiaries, TGNP Mtandao Trust, TGNP Tapo and the Gender Training Institute (GTI). This shift was a result of internal work and recommendations from the 2005 evaluation with the aims of strengthening the capacity of TGNP.

TGNP Tapo consists of two strategic clusters: (1) Activism, Lobbying and Coalition Building (ALC), (2) Knowledge Generation & Communication (KGC). The Gender Training Institute (GTI) is established as an autonomous agency of TGNP-Mtandao and has its own Corporate Strategic Plan, Business Plan, Resource Mobilization Strategy, M&E Plan, and its own Governing Board and Chief Executive Officer.³⁴ The Program Support Management (PSM) is also on program cluster level, and its purpose is to provide leadership and management of TGNP operations. The Secretariat of the TGNP-Mtandao Trust incorporates Administration, Finance and Personnel (AFP) and a Projects Development and Management Unit (PDMU).³⁵

³³ Ibid:13

³⁴ But is still in the revised Strategic Plan listed as a program cluster, Revised Strategic Plan 2008-2012: 17.

³⁵ A short note for the need to clarify the different roles of the Projects Development and Management Unit (PDMU) and the Program Support Management (PSM).



TGNP organogram, source: TGNp revised Strategic Plan 2008-2012

TGNP is governed by the Annual General Meeting (AGM), a Board that is selected by the AGM, Board Committees, and a Management Committee which serves as the executive arm of the Board. The Board of Directors selects the Executive Director. The TGNP Secretariat is in charge of strategic management of TGNP finances and assets.

The programme goal or overall objectives of the revised 2008-2012 Strategic Plan is to “contribute to the building of a vibrant transformative feminist movement that challenges patriarchy and neo-liberalism at all levels, grounded locally and advocating for gender equality/equity, women’s empowerment, social justice and social transformation in Tanzania and beyond”.³⁶ In order to achieve the overall objective of the revised SP, TGNP has identified eleven main objectives following the TGNP programme clusters:³⁷

Activism, Lobbying and Coalition-building (ALC):

- Outcome 1: Core actors/groups/networks for TFMB emerge and / or expand at local level; strengthen self-organization; and initiate networking and coalition building (at all levels) for TFMB.
- Outcome 2: A successful campaign on ‘Making resources work for marginalized women’ is implemented, organized and led by grassroots activists and

³⁶ Revised Strategic Plan 2008-2012: 16.

³⁷ Only slightly modified from the objectives of the original Strategic Plan 2008-2012.

linking groups/organizations/networks and coalitions at local and national (and international) levels. The campaign transforms women's lives at the grassroots level; and (also) leads to critical public debate and growing popular pressure for structural and policy change informed by the feminist agenda.

- Outcome 3: Safe, sustainable and inspiring space for grassroots and other transformative feminist activists are availed (at all levels) for their learning and networking.

Knowledge Generation and Communication (KGC):

- Outcome 4: Transformative Feminist knowledge is generated and / or expands from all program activities; and
- Outcome 5: Transformative Feminist knowledge is appropriately packaged; and is shared widely at grassroots level and in national (and relevant international) networks and coalitions.

Gender Training Institute (GTI):

- Outcome 6: The entire TGNP human resource is reoriented to TFMB and grounded in feminist principles and values i.e. staff, members, volunteers, resource persons.
- Outcome 7: The capacity of grassroots activists/actors to analyse, organize, engage, communicate and challenge dominant structures, ideologies and practices, is strengthened.

Program Support Management (PSM):

- Outcome 8: Adequate staffing, membership, volunteers, interns, resource persons of TGNP arise from ideological commitment and passion; and the competitiveness of the TGNP scheme of service.
- Outcome 9: Resources are allocated to priority issues defined by grassroots women.
- Outcome 10: TGNP and GTI are restructured and repositioned to support TFMB.
- Outcome 11: Improved resources mobilized for TFMB at grassroots, sub-national and national levels.

Out of these outcomes, outcome 8, 10 and 11 refer to internal processes within the organization whereas the rest are more externally oriented.

2. Assessment of scope of the evaluation

2.1 The assignment

The Terms of Reference (ToR) specifies that this evaluation will “assess TGNP’s approaches and strategies for relevance, effectiveness, impact, programme performance and organizational growth”. The purpose is to “review and analyse TGNPs relevance, effectiveness, efficiency, sustainability and impact (on outcome level) in line with transformative feminism and social justice principles during the period of the 2008 to 2012 Strategic Plan. The evaluation will also assess the programme’s rationale and identify and make recommendations on possible alternatives.

Our interpretation of the assignment is that our principal and overarching questions will be: 1) what has TGNP achieved during the period? and 2) how has TGNP worked towards these achievements?

After initial discussions with the Swedish Embassy and TGNP it is understood that the focus of the evaluation will be on assessing results on outcome level. One objective of the Strategic Plan for 2008-2012 was for TGNP to increase its emphasis on reaching out to women at the grassroots level throughout the country, by acting as a *catalyst* in linking with local groups. As this catalytic process is one of the outcomes that will be analysed, we will need to unpack the meaning of catalytic as defined during the course of the evaluation, see below. According to the evaluation criteria listed above, this evaluation will also assess to what extent TGNP activities have contributed to increased feminist transformative movement building in the country. Also one objective in the Strategic Plan 2008-2012 was for TGNP to further develop its Logical Framework as a basis for monitoring results, with a stronger focus on results and impact, and to be able to distinguish between output, process and impact indicators. In line with the Mid-term Review (2010) and the revised Strategic Plan, considerable work has been done in this area. This evaluation will assess the effectiveness and efficiency of TGNPs system for follow-up and monitoring of long-term impact.

2.1.1 Clarification of evaluation questions

Considering the objectives and specific questions in the ToR we recommend that the evaluation questions are rephrased as *specific tasks* according to the OECD DAC's evaluation criteria.³⁸

Evaluation criteria	What (tasks)
Effectiveness and Impact/Outcome	Assess to what extent the goals and objectives of the 2008 -2012 strategic plan have been met.
	Assess to what extent TGNP activities have contributed in building a transformative feminist movement in Tanzania.
	Identify and analyse the main unexpected/unintended outcomes.
Efficiency	Assess of to what extent the programme could be considered to be cost efficient and identify and analyse the gaps, challenges and opportunities.
	Provide conclusions and recommendations on how to improve the cost efficiency of TGNP operations.
Relevance	Assess whether TGNP was capable of contributing in a meaningful way to the achievement of its overall vision.
	Assess the potential added value to Tanzanian society of the

³⁸ OECD DAC Evaluation Criteria: 1) Effectiveness – defined as a measure of the extent to which an aid activity attains its objectives, 2) Efficiency – defined as a measure of how economically resources/input (funds, expertise, time etc.) are converted into results, 3) Sustainability – the continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time. 4) Relevance is defined as the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor. In addition gender equality – a cross-cutting priority for Sweden – will be a focus of the evaluation beyond the specific activities in under the seven sector aims specified in the results framework.

	TGNP activities.
Sustainability	Assess in what way the adequacy of the organizational structure (management and governance) of TGNP contributes to the achievements of its (movement building) objectives, and make recommendations for future implementation.
	Assess and make recommendations on how to sustain the implementation and management of TGNP activities in the long run.

2.2 Intended use and users

Sida has a strong commitment to utilization focused evaluation. According to the initial response from the Swedish Embassy this evaluation will be used as a basis for a decision on future assistance to TGNP. It is also anticipated that it would also be used by TGNP as an input to their ongoing new strategic plan. Furthermore, as TGNP is an important gender equality organization in the country and has a number of other partners contributing to the basket fund, there would be an interest of the evaluation results among these donors as well. As a consequence of this, this utilization focus will guide our evaluation approach, therefore we will pay specific attention to assessing results on outcome level as well as provide recommendations on how the organization can become more effective and efficient.

3. Relevance and evaluability of evaluation questions

3.1 Evaluability: key concerns

As pointed out in the initial proposal, the most challenging part of this assignment will be to make an adequate assessment of *effects* (on outcome level) and of cost efficiency. Also, when reviewing the provided documentation, there have been some difficulties understanding the theory of change of the Strategic Plan. Other issues in the Terms of References are perceived as relatively straight forward.

3.1.1. When assessing effectiveness and outcomes

As stated in the initial proposal assessing effectiveness and outcomes is inherently difficult. We foresee three fundamental challenges, the so called *effect problem*, *the contribution problem* and *the lack of proper baseline data*.³⁹ Yet, with these methodological constraints in mind, we need to find a meaningful way to assess which effects the program has had on the surrounding environment. If the program has good baseline and monitoring data it will be highly useful, if this is lacking it will be a challenge to measure impact.

In order to get a realistic picture of the expected and unexpected effects (outcomes) we propose that we use an Outcome Harvesting inspired technique/method, as de-

³⁹ *Effect problem* refers to the difficulty to assess the counterfactual reality (what would have happened if the interventions had not been implemented). The *attribution problem* refers to the difficulty to be certain to what extent 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.

scribed below in section 4.1. In concrete terms we will, in order to assess expected as well as unexpected effects (outcomes), answer the following type of questions:

- What are the visible effects and changes in relation to TGNP objectives?
- Who or what factors contributed to the change, did the activities of TGNP contribute to these changes? If so, how?
- To what extent can a specific result be attributed to TGNPs work? How do we know this? Is there corroborating evidence?
- What are the changes in behaviour and attitudes among the people TGNP work with and for, and to what extent can these changes be attributed to TGNP actions?

Answers to these questions provide important information about the contributions made by a specific programme toward a given outcome or outcomes.

As described above, TGNP has identified eleven main objectives following the TGNP clusters. Expected outcomes will be assessed by trying to verify in what extent these outcomes (formulated in the revised strategic plan p. 22) have been reached. However, from our initial review of the revised Strategic Plan, we have in these identified two separate strands of inquiry as the first seven outcomes relate to external changes and the last four to internal organizational changes. Therefore, we suggest that we approach these separately.

As pointed out in the Mid-term Review, four shifts⁴⁰ were identified as key processes contributing to the achievement of outcome 1-7. In our evaluation we will use these shifts as our point of departure in assessing the extent to which the outcomes have been achieved. In accordance with the Outcome Harvesting method and the revised Strategic Plan we will look at each of the first seven outcomes through the following shifts/changes as described by TGNP, noting however that also these need to be unpacked. In the first shift for example, power is listed under behaviour, but power is structural as well. Also, in point 3, perhaps “conceptualisations” is more appropriate than definitions? And in point 4, the focus is on “the people”, this could perhaps be more specific.

- 1) Behaviour: e.g. has movement building resulted in increased visibility and collective power among grassroots women
- 2) Engagement: e.g. have grassroots women become more actively engaged in society with the view of bettering their lives
- 3) Definitions: e.g. have certain issues, such as LGBTI, abortion, sexuality, been redefined as human rights issues
- 4) Policy: e.g. have institutional, organizational or legislative policies and practices changed to better reflect the needs of the people

⁴⁰ These shifts are used instead of conventional indicators (identified in the TGNP M&E framework of June 2009), Revised Strategic Plan pages 19-20.

3.1.2 *When assessing cost efficiency*

At the individual project level, cost efficiency is often difficult to carry out, since reliable data is often scarce. Considering these limitations, we will focus our assessment on the following three key questions:

1. Has the Strategic Plan been implemented in an effective and cost efficient way in relation where TGNP has most leverage?
2. Has the organisational set-up of TGNP been conducive to supporting the achievement of programme outcomes?
3. What is the assessment of TGNP's capacity to coordinate and cooperate with other development actors (NGOs, donors, state) in Tanzania at different levels to maximise synergies?

For further information on this see the evaluation matrix in section 4.2.1 and our tool in Annex IV.

3.1.3 *Understanding Theory of Change*

When reviewing the revised Strategic Plan we have noted that there seems to be several layers of expected outcomes and outputs as well as lack of coherence in the use of terminology in different sections of the document, for example, in the purposes of the different of the different clusters, the strategic shifts, key concepts, the programme objectives, and the TGNP Scorecard priorities. Furthermore, in the Annual Performance Report from 2012 we cannot see that the organization has followed-up on the above objectives, but rather on what is called TGNPs four strategic areas, which are not mentioned in the revised Strategic Plan. All in all, we believe it would be crucial to clarify the Theory of Change as well as key concepts used by TGNP. See methodology below for further information.

4 **Proposed approach and methodology**

The assignment has started with a brief *inception period*, which has the purpose of clarifying the users, and their intended use of the evaluation. It will also develop the methodology and finalize the work plan, in order to ensure that the evaluation is appropriately focused to the needs of the users. A desk review of the basic programme documents (TGNP revised strategic plan 2008-2012, mid-term review of the Strategic Plan 2008-2012, Annual Reports from 2010 and 2011, and an Annual Performance Report from 2012, Sida assessments memos and decisions) has been undertaken and a series of conference calls has been held with the Embassy and with senior management team of TGNP. The proposed methodology has been prepared based on the analysis of the documents and on the content of the discussions with TGNP and Sida who are the main users of the evaluation. This *inception report* provides an outline of the evaluation framework and is basis for the undertaking of the evaluation. The evaluation team welcomes any comments and suggestions that can improve the focus and particularly the usability of the evaluation.

4.1 Our general approach

In order to strengthen the utilization of this evaluation we will work in a participatory manner, meaning that we will engage in dialogue with TGNP, the Embassy and different key stakeholders/boundary partners.⁴¹ The inception report should be used as a basis for this dialogue.

In this evaluation we will have a Human Rights Based Approach (HRBA). This means that we will actively ensure that the evaluation contributes to empowerment by ensuring participation by rights holders and duty bearers. The analysis and findings will, for example, consider the involvement of young women and men as well as their communities and the impact and consequences on their respective roles and responsibilities.⁴²

This assignment integrates different methods that are adapted to the various types of informants and information that the evaluation team believes are necessary to approach and to collect information. We propose to incorporate a mix of key methods that will allow us to analyse the information in a variety of ways.

In order to get a realistic picture of the expected and unexpected effects (outcomes) we propose that we use an Outcome Harvesting inspired technique/method. We will hence try to collect evidence of what has been achieved, and work backwards to determine whether and how the project or intervention contributed to the change. In this sense, the method is analogous to sciences such as forensic anthropology, which interpret events or contributing factors that led to a particular outcome or result. This method is particularly relevant when looking at capacity development among boundary partners. The constraint in the time frame for the assignment however, sets limits on how many outcomes can be traced.

For this assignment we also propose that we will critically review documents and stakeholder perceptions to better get a grasp of how certain key concepts are used and operationalized, such as transformative feminist, catalytic etc. Also, as the Theory of Change is not clearly explained in provided documents, we propose to conduct a workshop with the intention of clarification and to stimulate a critically reflective discussion of key concepts and the assumptions wherein outcomes are expected to be realised. This will be done with key staff of TGNP, and will enable us to obtain an overview of the theory of change.

The inception phase was limited in time to allow a full-fledged analysis of the partners and key informants to be interviewed during the evaluation. This will continue as

⁴¹ Boundary partners refers to those “individuals, groups, or organisations with whom the programme interacts directly and with whom the programme can anticipate opportunities for influence” www.outcomemapping.ca. In this evaluation, we will interview a selected number of boundary partners, as identified by TGNP.

⁴² For an overview of what a human-rights based approach to evaluations entails, we have provided a table grid in Annex III that might be helpful.

work in progress. Complementary information might be made available to TGNP and the Embassy upon demand throughout the evaluation process. The final evaluation report will, however, provide extensive details on this aspect of the assignment.

4.2 Data collection and review

This assignment integrates different approaches. They are adapted to the various types of informants and information that the evaluation team believes are necessary to approach the assignment and to collect adequate information. The team proposes to incorporate a mix of data collection methods.

- **Analysis of the available documentation.** Further analysis of relevant documents provided by Sida and TGNP (strategic plan, Mid-Term Review, annual reports, publications, capacity building/empowerment material etc.), analysis of documents provided by TGNP partner organizations and other stakeholders in Tanzania.
- **Interviews.** The team intends to use different interview techniques, depending on the type of information that needs to be collected.
 - *One-on-one interviews with key staff.* This method will be used primarily with TGNP leadership.
 - *One-on-one interviews with key stakeholders/boundary partners.* This includes e.g. duty bearers such as representatives from institutions/organisations that TGNP tries to influence or works with (such as Ministry of Community Development, Gender and Children, Ministry of Finance, Local Government, Donors etc.), and rights holders, such as, grassroots women and youth (see Annex V).
 - *Focus Group Interviews (FGI).* This method will mainly be used with informants such as Intermediary Gender Network staff at local level, women and youth at grassroots level and possibly with TGNP partner organizations and/or Board members. The FGI will be conducted using open-ended and one-dimensional questions that allow the respondents to elaborate on the questions and build on each other's answers. This method will mainly be used to assess TGNP relevance and outcomes.
 - *Observations* will be used as another source of information and will be presented in a systematic form. Due to the limited time available for field visits however, these findings may only yield anecdotal evidence.
- **Workshop.** Together with TGNP we propose carrying out a workshop with the intention of identifying internal strengths and weaknesses, external opportunities and threats (SWOT), as well as challenges, gaps, and limitations. This workshop will also be used as a means to provide a clearer understanding of the Theory of Change and key concepts of TGNPs Strategic Plan. In the workshop, it will also be useful to carry out a stakeholder analysis in order to identify which stakehold-

ers (rights holders and duty bearers) that influence and are influenced by TGNP operations.

The approach of this evaluation is to seek to triangulate findings and analysis wherever possible, so as to provide as robust an evidence base as is feasible. This will be addressed through literature review, mapping of potential stakeholder interviewees and use of appropriate tools.⁴³

Thus points raised in one discussion or document will be discussed in other interviews and checked in other documentation. For instance, the views and conclusions of TGNP interviewees regarding contribution to results will be checked against those of other stakeholders (triangulation will always be done with due attention to confidentiality and appropriateness).

As is usual practice in evaluations, individual views and statements will not be attributed in the report.

Selection of field visits

The team proposes to conduct field visits in Dar es Salaam, Coast, Morogoro, and Mwanza region.

The selection criteria that have been used are:

- That the interventions have been implemented during the whole period (2008-2012)
- Diversified activities with the different clusters
- Practical/logistic considerations

4.2.1 Evaluation matrix

In the following matrix we describe how and where data will be collected in order to accomplish the task.

Evaluation criteria	What (tasks)	How (data collection method) and limitations
Effectiveness and Impact/ Outcome	Assess to what extent the goals and objectives of the 2008 - 2012 strategic plan have been met.	As mentioned above, we will take our departure from the 11 outcomes and verify to which extent TGNP could be attributed to these outcomes. As described above the first 7 <i>external outcomes</i> will mainly be analysed by observing shifts/changes in behaviour, engagement, definitions and policies,

⁴³ The OECD-DAC definition of *triangulation* is: "The use of three or more theories, sources or types of information, or types of analysis to verify and substantiate an assessment. Note: by combining multiple data sources, methods, analyses or theories, evaluators seek to overcome the bias that comes from single informants, single methods, single observer or single theory studies."

		as described by TGNPs SP. Data will principally be collected by interviewing rights holders and duty bearers, such as boundary partners/stakeholders, beneficiaries as well as independent observers. Information on <i>Internal Outcomes</i> 8-11 (that mainly refer to organizational growth) will mainly be based on interviews with key staff within the organization as well as partners collaborating with TGNP (e.g., local partners, donors etc.) Se annex IV for further information on how assess the external outcomes.
	Assess to which extent TGNP activities have contributed to building a transformative feminist movement in Tanzania	Data on to what extent TGNP has reached its overall objective will primarily be based on visible changes for example in legislation, policy and on the set up of national or local institutions being conducive to the transformative feminist movement in Tanzania. To get a better understanding of this overall issue we will also interview rights holders and duty bearers, such as stakeholders/boundary partners as well as independent observers/experts, on their views on how TGNP has contributed to building a transformative feminist movement in Tanzania. However, it should be noted that changes on societal level are outside the scope of control and even influence of TGNP.
	Identify and analyse the main unexpected/unintended outcomes	Besides trying to verify the existing outcomes we will also follow up on other outcomes that have not been expected, i.e. side effects or unexpected negative effects of the activities carried out by TGNP. Using Outcome Harvesting inspired techniques we will analyse

		and verify to what extent TGNP activities have contributed to the claimed outcomes. However, given the tight time frame of the mission we will not be able to carry out this for more than a limited number of claimed unexpected outcomes.
Efficiency	Assess to what extent the programme could be considered to be cost efficient and identify and analyse the gaps, challenges and opportunities	As mentioned above, assessing cost efficiency is often rather difficult. Now we have a rather patchy picture of the specific costs related to the different clusters of activities. Yet, based on the material we have, we propose that the analysis of cost will mainly focus on answering the following specific questions. • Have the labour costs increased during 2008-2012. If so, is it justified? • Have the organizational changes during the last years been beneficial for cost efficiency? • In what way and to what extent is the management of TGNP reflecting on and acting to make their work more efficient? • How has TGNPs RBM system evolved and improved during the implementation period? Based on this analysis we propose that we (together with TGNP) carry out a Gap and SWOT analysis specifically on cost efficiency: challenges, gaps, limitations and opportunities will be identified.
	Provide conclusions and recommendations on how to improve the cost efficiency and efficiency of TGNP operations.	Conclusions and recommendations will be based on analysis above
Relevance	Assess whether the TGNP contributed in a meaningful way to the achievement of its overall vision.	We will through interviews with TGNP staff and board members determine to what extent TGNP has worked in a relevant way to achieve its overall mission. Based on the changed contextual realities of TGNP, the main questions that

		will be asked is whether TGNP is (still) working in relevant way to achieve its overall mission; e.g. is TGNP employing a relevant mix between rights holders and duty bearers, such as a) research and analysis of the situation of poor women, men, girls and boys , b) participation/capacity building at grassroots level and c) advocacy work towards the government and d) dialogue with key stakeholders
	Assess the added value to Tanzanian society of TGNP activities.	This assessment will mainly be based on identifying the unique qualities that TGNP provides. If there are other organizations that work with same or similar issues we will assess in what way TGNP is different and what value added it provides. To carry out this task, it will be important to interview persons/experts that have an overview of TGNP and other relevant organizations within the area
Sustainability	Assess in what way the adequacy of the organizational structure (management and governance) of TGNP contributes to the achievements of its (movement building) objectives, and make recommendations for future implementation.	Based on current threats and opportunities for a transformative feminist building agenda in Tanzania, we will analyse whether the existing organizational structure is suitable to achieve these objectives. This will be done by having a workshop with key personnel at TGNP and verify information by key informants
	Assess and make recommendations on how to sustain the implementation and management of TGNP activities in the long run.	Assessments and recommendations will be based on the analysis of the organisational performance and the theory change (intervention logic). This will be done by having a workshop with key personnel at TGNP and verify information by key informants (e.g. grassroots organisations)

As yet, we have not gained a complete picture of who the relevant stakeholders/boundary partners, rights holders and duty bearers are to be interviewed during the evaluation. This will continue as work in progress. Complementary information might be made available to TGNP and the Embassy upon demand throughout the evaluation process. The final evaluation report will, however, provide extensive details on this aspect of the assignment. When we have a list of potential informants we will decide on the best format to solicit their views and thoughts (direct, one-to-one interviews; focus group discussions; etc.).

4.3 Report drafting

We will seek to have an outline of the report available before the beginning of the field work, and will submit a draft report on January 16, 2014. We propose that the structure of the draft will be following Sida guidelines as described in Sida's Evaluation Manual: "Looking back, moving forward".

5 Workplan

Stakeholder interviews will commence only after the team has held its initial meetings with the TGNP staff in Tanzania.

5.1 Time Plan

The Team proposes the time plan shown below, which takes into consideration the demands of the assignment and the shift of the timeframe that has occurred so far in the evaluation process:

Milestone	Timing
Start of inception period and desk studies	August 12
Start-up meeting with Sida	August 13
<i>Submission of Inception Report</i>	November 5
Feedback from Sida and TGNP on Inception report	November 7
Inception report approved	November 8
Field work Tanzania	November 25 – December 6
Data collection, preparation for fieldwork by national consultant	November 20 – November 22
Report writing, data analysis	December - January
<i>Submission of draft report</i>	January 16
Feedback from Embassy and TGNP on draft report	January 24
<i>Submission of final report</i>	January 31
Presentation	TBD

Annex 3 – List of Persons Consulted

TGNP EVALUATION **LIST OF STAKEHOLDERS INTERVIEWED**

TGNP Board Members			
1	Mary Rusimbi	Board Chairperson	Female
2	Marjorie Mbilinyi	Board Member	Female
3	Ngwanza Kamata	Board Member	Male
4	Cresensia Shule	Board Member	Female
5	Usu Mallya	Secretary To The Board	Female
6	Anna Kikwa	Member	Female
7	Rehema Mwateba	Member	Female
TGNP Staff Members			
8	Ussu Malya	Exeutive Director	Female
9	Anna Kikwa	Finance Manager	Female
10	Donata Clavery	Human Resource Manager	Female
11	Mary Nsemwa	ALC Programe Menager	Female
12	Lilian Liundi	Information Communication Manager	Female
13	Marjorie Mbilinyi	Research Manager	Female
14	Ayoud Suzya	M & E officer	Male
15	Sanze	Driver	Male
Development Partners			
16	Joyce Tesha	Embassy Of Sweden	Female
17	Christine Mwanukuzi	UNFPA	Female
18	Lucy Merere Tesha	Irish Aid	Female
19	Amani Munyerezi	Act Tanzania	Male
20	Executive Director	Act Tanzania	Female
21	Innocent Pantaleo	UN Women	Male
22	Anna Collins Falk	UN Women	Female
23	Esther Pendo Msuya	DANIDA, Embassy of Den-mark	Female
Local Government Official			
24	Emmy Hongoli	Panning Officer-Morogoro	Female
25	Mary Nyanje	Community Development Offi-cer- Morogoro	Female
26	Getrude Bukumbi	Community Developemnt Offi-cer- Kishapu	Female
27	Phares Magushi	Planning Officer – Kishapu	Male
28	Wanchoke Chinchibera	Community Development Offi-cer- Kisarawe	Male
TGNP Partners and FEMACT members			
29	Ramadhani Masele	Kivulini Mwanza	Male

31	Happiness Bagambi	TAMWA	Female
32	Rose Banyikwa	TUCTA	Female
33	Mary Daffa	TANGO, MKURUGENZI	Female
34	Onesmo Olenguruma	Human Rights Defenders	Male
35	Jimmy Luhende	Human Rights Defenders	Male
36	Sophia Ngalapi	CYVA	Female
37	Mpendwa C Abinary	WOFATA	Female
Government Ministries			
38	Judith Kizenga	Ministry of Community Development, Gender and Children	Female
39	Julius Mbilinyi	Ministry of Community Development, Gender and Children	Male
40	Adam Msumule	Ministry of Finance	Male
41	Amina Shaban	Ministry of Finance	Female
42	Ngongolwa Bahati	Ministry of Finance	Female
43	Raymond Kwohelela	Ministry of Finance	Male
GDSS participants			
44	Elderly retired man	n/a	Male
45	Young student	n/a	Male

Mkambarani-Animators
Attendance 4th December 2013

S/No	Name	Position	Gender
1.	Reuben Chambaliko	Member	Male
2.	Teresia Belege	Member	Female
3.	Amina Simba	Member	Female
4.	Haroun Suzee	--- li -----	Male
5.	Dustan Ntukula	--- li -----	Male
6.	Issack Kateti	--- li -----	Male
7.	Halima Thabit	--- li -----	Female
8.	Christina Kunambi	--- li -----	Female
9.	Salvatory Tembo	--- li -----	Male
10.	Ally Simba	--- li -----	Male
11.	Rose Joseph	--- li -----	Female
12.	Elinipendo Mchome	--- li -----	Male
13.	Paulo Thobias	--- li -----	Male
14.	Annah Adolphu	--- li -----	Female
15.	Fabiana Atanasi	--- li -----	Female
16.	Fatuma Rashidi	--- li -----	Female
17.	D. M. Shawa	--- li -----	Male
18.	Aimoo E.Matowo	--- li -----	Female
19.	Elizabeth Komba	--- li -----	Female

Mtandao-Nyuki
Songwa Attendance

S/No	Name	Position	Gender
20.	Jayunga James	Member- Kilimo Kwanza Group-Masagala	Male
21.	Paulo Nganga	Member- Kilimo Kwanza Group –	Male

		Masagala	
22.	Eunice Charles	Secretary-Nguvu Kazi Group – Seseke	Female
23.	Rahel Madundo	Chairperson- Tunaweza Group	Female
24.	Esta Kaheshi	Member-Fahari Group	Female
25.	Imelda Moris	Member-Muungano Group	Female
26.	Rebeka Sungwa	Member-Upendo Kwa Vitendo Group	Female
27.	Roda Stephano	Member-Tumaini Group	Female
29.	Magreth Peter	Member-Azimio Group	Female
29.	Asha Samwel	Member-Mshikamano Group	Female
30.	Agnes G. Mputa	Member-Tunaweza Group	Female
31.	Suzana Emmanuel	Member-Tunaweza Group	Female
32.	Christina Mihayo	Member-Tunaweza Group	Female
33.	Jamila C. Nyalulu	Secretary-Tunaweza Group	Female
34.	George Thomas	Member- Vijana Group	Male
35.	Paul Peter	Member-Jitegemee Buchambi	Male
36.	Samwel Kalima	Member-Upendo Hamasa Group	Male
37.	James Tinanzilo	Member-Muungano Wazee Group- Songwa	Male
38.	Chausiku Kattonga	Member-Upendo Hamasa Group- Maganzo	Female
39.	Morris Malulu	Member- Tunaweza Group- Songwa	Male

Kisarawe –Ign Attendance

S/No	Name	Position	Gender
40.	Yasinta Masao	Member	Female
41.	Mrs. Danga	Community Animator	---li---
42.	Getrude Mwanakadudu	Vice Chairperson	---li---
43.	Veronica Sijaona	Chairperson	---li---
44.	Rose Mang'ati	Member	---li---
45.	Kivuko Mwisho	Office Attendant	Male
46.	Baltazary Karali	Accountant	---li---
47.	Jonathan Mwambene	Programme Officer	---li---
48.	Juma Said	Member	---li---
49.	Amina Ramadhan	Coordinator	Female

Local Government Songwa Ward

S/No	Name	Position	Gender
50.	Kalima N. Manyesha	Ve-o-Ikongoro	Male
51.	Bwalu Meja	Chairperson-Ikongoro	Male
52.	Amos N. Letta	Ve-o-Masagala	Male
53.	Adamu Shigongo	Ve-o-Seseke	Male
54.	Bonifasi Pamani	Chairperson-Songwa	Male
55.	Mohamed Ngolomolo	Chairperson- Maganzo	Male
56.	Anastazia J. Machanya	Ve-o-Songwa	Female
57.	Fatma H. Katabaro	Ve-o-Maganzo	Female
58.	Maiko Chandaluba	Ve-o-Seseke	Male

Tanzania Gender Networking Programme (TGNP)
Stakeholders Meeting- 27th November, 2013 Dar Es Salaam

S/No	Name	Position	Gender
59.	Amina Mcheke	Stakeholder	Female
60.	Sussane Ngahyoma	---li---	---li---
61.	Fr. Privatus Karugendo	---li---	Male
62.	Sunayritha Mapunda	---li---	---li---
63.	Hancy Obote	---li---	Male
64.	Rachel Willboard	---li---	Female
65.	Janeth Mawinza	---li---	---li---
66.	Rehema Mwateba	---li---	---li---
67.	Mariana Ngahy	---li---	---li---
68.	Theresia Genda	---li---	---li---
69.	Asseny A.Muro	---li---	---li---
70.	Jackoson Mkango	---li---	Male
71.	Betty Kazimbaya	---li---	Female
72.	Agnes Inocenti	---li---	---li---
73.	Janeth Biseko	---li---	---li---
74.	Herieth N. Kabende	---li---	---li---
75.	Amina Uddi	---li---	---li---
76.	Kiokuni Magwila	---li---	Male
77.	Humphrey Mlay	---li---	---li---
78.	Badi Darusi	---li---	---li---
79.	Robert Muna	Stakeholder	Male
80.	Stella Jairosi	---li---	Female
81.	Joanith Ramadhani	---li---	---li---
82.	Mary Daffo	---li---	---li---
83.	Abdulahafour Kichwabuta	---li---	Male
84.	Lilian Mushi	---li---	Female
85.	Yasinta Mtavungu	---li---	---li---
86.	Edward Qorro	---li---	Male
87.	Eliab Maganga	---li---	---li---
88.	Pendo Omary	---li---	Female
89.	Grace Semfuko	---li---	---li---
90.	Moendwa Abinery	---li---	---li---

Annex 4 – Expenditure 2008-2012 in thousands TZS

	2008	2009	2010	2011	2012
No of staff	20	26	28	28	27
Staff salaries	489 322' TZS	729 103' TZS	889 972' TZS	1 043 003' TZS	1 028 077' TZS
Consultants and GAS	98 787' TZS	57 967' TZS	245 468' TZS	261 647' TZS	157 072' TZS
Consultants internal	98 787' TZS	37 750' TZS	59 139' TZS	39 105' TZS	28 195' TZS
Communication/publications	309 556' TZS	837 015' TZS	832' TZS	1 054 844' TZS	659 150' TZS
Remunerations board etc	1 170' TZS	25 029' TZS	58 181' TZS	97 253' TZS	46 403' TZS
Management salaries	281 361' TZS	283 528' TZS	312 737' TZS	362 419' TZS	440 588' TZS
Activism Lobby	269 041' TZS	476 208' TZS	469 996' TZS	489 212' TZS	212 746' TZS
Programme Support Management	420 300' TZS	888 203' TZS	616 603' TZS	850 213' TZS	939 856' TZS
GTI	210 339' TZS	298 469' TZS	493 644' TZS	555 337' TZS	350 242' TZS
Total	2 178 663' TZS	3 633 272' TZS	3 146 572' TZS	4 753 033' TZS	3 862 329' TZS

Annex 5 – Comparison Strategic Plan and revised Strategic Plan

Strategic Plan 2008-2012 Program outcomes	Revised Strategic Plan 2008-2012 Program outcomes
Consolidated and enhanced feminist organising and movement building with a strong base at grassroots level.	The core actor groups/networks of transformative feminist movement building emerge at local level and strengthen self-organization and initiate networking and coalition building for transformative feminist movement building
Transformative feminist analysis and discourse increasingly informing progressive public debate.	A successful campaign initiated on Economic Justice: “making resources work for marginalised women” so as to transform women’s lives at grassroots level, leading to critical public debate and growing popular pressure for structural and policy change informed by the feminist agenda; which is organized and led by grassroots activists, linking local groups/organizations/networks and coalitions at local and national levels.
Strategic public institutions and frameworks increasingly responsive to transformative feminist agenda.	Transformative Feminist knowledge generated from Analysis and Research and from all programming activities, and packaged and shared widely at grassroots level and national networks and coalitions.
Activism, lobbying and advocacy agendas of progressive social movements informed by transformative feminist knowledge and information at all levels.	Ability of grassroots activists/actors to analyse, organise, engage, communicate and challenge dominant structures, ideologies and practices.
Expanded organizational resource base and increased impact.	Resources allocated to priority issues defined by grassroots women.
	Safe sustainable and inspiring space for grassroots and other transformative feminist activists availed for mutual learning, networking and collective action.
	Adequate staffing, membership, volunteers, interns, resource persons of TGNP arising from ideological commitment, passion and competitiveness of TGNP scheme of service.
	TGNP and GTI restructured and repositioned to support transformative feminist movement building and the entire human resource reoriented and grounded in feminist principles and values i.e. staff, members, volunteers, resource persons etc.

Annex 6 – Documents reviewed

		Author
1.	Annual Performance Report 2012 Final version	TGNP
2.	Annual Report 2008	TGNP
3.	Annual Report 2009 Final	TGNP
4.	Annual Report 2010	TGNP
5.	Annual Report 2011	TGNP
6.	Audited Financial Report 2010	TGNP
7.	Draft Audited Accounts for year 2009	TGNP
8.	Report on 2009 Local Elections Process, Women's participation in politics and election in Tanzania	TGNP
9.	Embassy's memo for support to TGNP	Embassy of Sweden
10.	Final Financial Report and Accounts as of 31 st December 2012	TGNP
11.	Financial Report 2008	TGNP
12.	IMBC Workshop Report Kilimanjaro (Swahili)	TGNP
13.	IMBC Consolidated Report 2012 (Swahili)	TGNP
14.	IMBC Workshop Report Dodoma (Swahili)	TGNP
15.	IMBC Workshop Report Shinyanga (Swahili)	TGNP
16.	IMBC Workshop Report Morogoro (Swahili)	TGNP
17.	Monitoring and Evaluation Plan for TGNP Mtandao Strategic Plan 2013-2017	TGNP
18.	PAR Report Final Draft 2012 (Swahili)	TGNP
19.	Resultatstrategi för Sveriges Internationella Bistånd till Tanzania 2013-2019	UD
20.	Samarbetsstrategi för utvecklingssamarbetet med Tanzania 2006-2010	UD
21.	Recommendations for improving ME Framework Final	TGNP
22.	TGNP Revised Strategic Plan 2008-2012	TGNP
23.	SP MTR Report (2011)	TGNP
24.	TGNP staff list 2008-2012	TGNP
25.	TGNP list of stakeholders	TGNP
26.	Gender in the Tanzania 2010 Elections	Gender Links
27.	Tanzania – Stuck in Poverty (2012)	Social Watch
28.	Transformative Feminist Movement Building Report (2009)	TGNP
29.	Context report 2013: Gender, Inequality and Neo-liberalism	TGNP
30.	Assessment memo TGNP Elections Support	Embassy of Sweden
31.	TGNP funding 2008-2012	TGNP
32.	M&E Framework 2009	TGNP
33.	TGNP Strategic Plan 2008-2012	TGNP
34.	TGNP Strategic Plan 2012-2017	TGNP

Annex 7 – Field work schedule

	Dar es Salaam – Tuesday 26 th November 2013		
Time	Activity		Participants
9-11.00	Briefing at TGNP	Venue: TGNP Offices- Mabibo Contact Person: Usu Mallya and Ayubu Sizya	CC, JA & FK
11.00-13.00	Meeting with Board Members	Venue: TGNP Contact person: Usu Mallya and Ayubu Sizya	CC, JA & FK
14.00 - 17.00	Meeting with Key staff Members at TGNP	Venue: TGNP Usu Mallya and Ayubu Sizya	CC. JA & FK
	Dar es Salaam, Wednesday 27 th November 2013		
Time	Activity		Consultants
9.00-15.00hrs	Workshop of TGNP stakeholder (partners, government officials, Beneficiaries, Staff members)	Venue: TGNP Contact Ayubu Sizya	JA& FK
9.-10.30	Meeting with Ministry of Women, Children and Gender Development	Venue : MoF Contact Person : Judith Kizenga 0754-564414	CC
11.00-12.30	Meeting with Officials Ministry of Finance	Contact Person : Pius Mponzi Adam Msumule-0655-292006	CC
	Coast Region , Thursday 28 th November 2013		
Time	Activity		Consultants
7.30-10.00	Departure to Coast Region/Kisarawe		CC, JA & FK
10.30-12.00	Meeting with Local Government Authorities	Venue: DO, Contact person: DED	CC, JA & FK
12.30-13.30	Meeting with Grassroots women	Venue: IGN, Contact person: Mpunga; Zomboka; Juliana	CC, JA & FK
14.00-15.00	Meeting with Gender Organisation/organisations /women empowerment groups.	Contact Person: Mpungi; Zomboka; Juliana	CC, JA & FK
15.00	Departure Back to Dar es Salaam		
	Bagamoyo & Dar es Salaam, Friday 29 th November, 2013		
Time	Activity		Participants
7.30-10.00	Departure to Coast Region Bagamoyo		JA & FK
10.00-	Meeting with Fe-	Venue: TGNP	CC

11.00	mAcT coalition members			
11.30-13.00	Meeting with TGNP beneficiaries in Bagamoyo Area	Venue: Information and Knowledge Centre, Bagamoyo, Contact Person: Farashuu Mohamed	JA & FK	
14.00-15.00	Meeting with TGNP beneficiaries in Dar es Salaam grassroots organisations at laam Area	Venue: TGNP, Contact Person: Mary Nsemwa	CC	
Mwanza, Sunday 1 st December, 2013				
Time	Activity		Participants	
All day	Departure to Mwanza	Accommodation - Malaika Hotel, Precision Air/Fastjet	CC, JA, & FK	
All day	Evaluation Team workshop	Venue; Malaika Hotel -Mwanza	CC, JA & FK	
Songwa Kishapu Monday 2 nd December, 2013				
Time	Activity		Participants	
Morning	Departure to Songwa-Kishapu		CC, JA & FK	
	Meeting with TGNP beneficiaries	Venue; Contact Person: Rachel Madundo	CC, JA & FK	
	Departure to Kishapu			
	Meeting with stakeholders and TNGP partners	Venue: Songwa Information and Knowledge Centre, Contact Person: Rachel Madundo	CC, JA & FK	
	Meeting with community media	Contact Person: Rachel Madundo		
Evening	Return to Mwanza		CC, JA & FK	
Mwanza, Tuesday 3 rd December				
Time	Activity	Comments	Practical Information	Participants
9.00-10.00	Meeting with Government officials in Mwanza	Contact Person: Jimmy Luhende – Kivulini		CC, JA & FK
10.30-13.00	Meeting with Stakeholders in Mwanza	Contact Person: Maimuna Kanyamala		CC, JA & FK
Evening	Departure to Dar es Salaam			CC, JA & FK
Morogoro & Dar es Salaam, Wednesday 4 th December, 2013				
Morning	Departure to Morogoro			FK
All day	Meeting with Development Partners in Dar es Salaam	TGNP Development Partners, DANIDA, Sida, NCA, UNFPA, UNWomen, Action Aid, AcT Programme		JA & CC
Morning	Morogoro - Mkambarani Meeting with stakeholders, beneficiaries and partners in Morogoro - Mkambarani.	Venue: Mkambarani, Contact person- Theresia Berege, 07120193280		FK

Afternoon	Return to Dar es Salaam			FK
Thursday 5 th December, 2013				
	Activity			Participants
9.00-10.00	Meeting with the Embassy of Sweden	Mission debriefing with Joyce Teshwa		CC, JA, FK
10.30-13.00	Meeting Mary Masimbwe			CC, JA, FK
Friday 6 th December, 2013				
Time	Activity			Participants
9.00-11.00	Meeting at TGNP	Workshop based on preliminary findings		CC, JA & FK
11.00-13.00	Meeting at TGNP	Debriefing meeting TGNP staff and Board		CC, JA & FK
Evening	Departure	Transfer to airport		CC, JA

Annex 8 – Interview questions

Interview questions to individual staff, management, government representatives and donors

	Shifts in behaviour	Shifts in engagement	Shifts in definitions	Shifts in policy
Outcome 1: Have feminist actors/groups/networks emerged and/or expanded at local level?	If yes, are there any signs of shifts in behaviour?	If yes, are there any signs of shifts in engagement?	If yes, are there any signs of shifts in definitions?	If yes, have they managed to influence policy and if so how?
Outcome 2: What activities have been implemented in the 'Making resources work for marginalized women' program? How have grassroots activists been involved? Have organisations come together on certain issues and if so which?	If yes, are there any signs of shifts in behaviour?	If yes, are there any signs of shifts in engagement?	If yes, are there any signs of shifts in definitions?	If yes, have they managed to influence policy and if so how?
Outcome 3: Has any spaces have been created for grassroots and other transformative feminist activists for their learning and networking?	If yes, are there any signs of shifts in behaviour?	If yes, are there any signs of shifts in engagement?	If yes, are there any signs of shifts in definitions?	If yes, have they managed to influence policy and if so how?
Outcome 4: What is transformative feminist knowledge? Has it been generated, and if so how? Is it integrated in all program activities?	If yes, are there any signs of shifts in behaviour?	If yes, are there any signs of shifts in engagement?	If yes, are there any signs of shifts in definitions?	If yes, has it managed to influence policy and if so how?
Outcome 5: How and where are messages and information about transformative feminist knowledge distributed and spread?	If yes, are there any signs of shifts in behaviour?	If yes, are there any signs of shifts in engagement?	If yes, are there any signs of shifts in definitions?	If yes, has it managed to influence policy and if so how?
Outcome 6: Is TGNP staff aware of what transformative feminism is? Does its principles and values permeate the organisation, and if so how?	If yes, are there any signs of shifts in behaviour?	If yes, are there any signs of shifts in engagement?	If yes, are there any signs of shifts in definitions?	If yes, has it managed to influence policy and if so how?

Outcome 7: Has the capacity of grassroots activists/actors to analyze, organize, engage, communicate and challenge dominant structures, ideologies and practices been strengthened, and if so how?	If yes, are there any signs of shifts in behaviour?	If yes, are there any signs of shifts in engagement?	If yes, are there any signs of shifts in definitions?	If yes, has it managed to influence policy and if so how?
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Evaluation of the Tanzania Gender Networking Programme Strategic Plan

The purpose of this evaluation is to review and analyse Tanzania Gender Network Program's (TGNP) relevance, effectiveness, efficiency, sustainability and impact (on outcome level) during the period of the 2008-2012 Strategic Plan. The evaluation concludes that TGNP is a relevant organisation and has been influential on many different levels, both on local and on national government levels, as well as in the wider NGO community. Also, TGNP has to an extent been able to move the agenda on gender equality in Tanzania. The evaluation also concludes that TGNP overall is using its funds in a responsible and cost effective way. Yet, to enhance both the efficiency and sustainability there is need for the organization to more clearly identify its comparative advantages and focus on its core activities.

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