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Sida Decentralised Evaluation

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End of Programme Evaluation of Forum Syd's Social Accountability Programme in Tanzania (SAPT) 2010-2014

Final Report

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June 2015**

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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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End of Programme Evaluation of Forum Syd's Social Accountability Programme in Tanzania (SAPT) 2010-2014



Photo: Annika Nilsson

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Abbreviations and Acronyms

AIDS	Acquired Immune Deficiency Syndrome
ALAT	Association of Local Government of Tanzania
APNAC	African Parliamentarians Network Against Corruption
CEDLA	The Centre for Development, Learning and Action Programme
CBO	Community Based Organisation
CHADEMA	Chama cha Demokrasia na Maendeleo (opposition political party)
CHAWATA	Chama cha Walemavu Tanzania (Association of Persons with Disability of Tanzania)
CRC	Community Resource Centres
CSO	Civil Society Organisation
DAC	OECD Development Assistance Committee (DAC)
DED	District Executive Director
HIV	Human Immunodeficiency Virus
HRBA	Human rights based approach
HUPEMEF	Huruma Peace Mercy Foundation
IDEA	International Institute for Democracy and Electoral Assistance (Sweden)
KADENVO	Karagwe Development Network of Voluntary Organisations
KARADEA	Karagwe Development Association
LGA	Local Government Authority
LGRP	Local Government Reform Programme
LGTI	Local Government Training Institute
LSF	Legal Service Facility
MACSONET	Magu civil society network
MAPERECE	Magu Poverty Focus on Older People Rehabilitation Centre
MPI	Mwanza Policy Initiative
MS-TCO	Mellemfolkeligt Samvirke Training Centre for Development Cooperation
NACOPHA	National Council for Persons Living with HIV/AIDS
NGO	Non-Governmental Organisation
O&OD	Opportunity and Obstacle to Development
OPRAS	Open Performance Review Appraisal System
PET	Public Expenditure Tracking
PIMA card	Pima, means "measure" in Kiswahili and is a simple tool that enables communities to gather qualitative and quantitative information on inputs, outputs and outcomes of government expenditures
PMO-RALG	Prime Minister's Office – Regional Administration and Local Government
PSAM	Public Service Accountability Monitor (South Africa)
PSRP	Public Sector Reform Programme
PWDs	Persons with Disabilities
REPOA	Policy Research for Development - an independent research institution which creates and utilises knowledge to facilitate socio-economic development

ABBREVIATIONS AND ACRONYMS

SACCO	Savings and Credit Cooperative
SAMAVU	Sanjo Watu Wenye Ulemavu (Sanjo Persons with Disabilities)
SAM	Social Accountability Monitoring
SAMC	Social Accountability Monitoring Committee
SAPT	Social Accountability Programme in Tanzania
SHIVYAWATA	Tanzania Federation of Disabled People's Organisations
TANGO	Tanzania Association for NGOs
TANLAP	Tanzania Network of Legal Aid Providers
TASAF	Tanzania Social Action Fund
TAYOA	Tanzania Youth Association
TENMET	Tanzania Education Network
TGNP	Tanzania Gender Networking Programme
TMF	Tanzania Media Fund
ToR	Terms of Reference
UNGONET	Ukerewe NGO Network
VEO	Village Executive Office/Officer
WDC	Ward Development Committee
WEO	Ward Executive Office/Officer

Preface

This report constitutes the *"End of Programme evaluation of the Forum Syd Social Accountability Programme in Tanzania (SAPT) 2010-2014*, commissioned by The Embassy of Sweden in Dar es Salaam. The evaluation assesses the project's *effectiveness, sustainability, relevance* and *efficiency*.

The evaluation was undertaken between March and May 2015 by an independent evaluation team consisting of:

- Annika Nilsson (Team Leader)
- Clarence Kipobota (team member)
- Flora Myamba (team member)

Quality assurance of the methodology and reports was provided by Ian Christoplos. Sarah Gharbi was the Project Manager at Indevelop responsible for coordination and management of the evaluation's implementation.

The evaluation was managed by Indevelop, commissioned through Sida's Framework Agreement for Reviews and Evaluations with Indevelop. Anette Widholm Bolme was the Evaluation Manager at the Embassy of Sweden in Tanzania.

The evaluation team would like to extend its appreciation to the Forum Syd staff for the constructive involvement in the evaluation process. This was of great help to the evaluators.

Executive Summary

Background

Since 2010, Forum Syd has developed and supported a pilot programme on social accountability (SAPT) in two districts in Mwanza region and in one district in Kagera region. The programme aimed at improving dialogue between citizens and local leaders and enhancing capacity of citizen groups and local civil society organisations to monitor and local government representatives to respond to social accountability. Women, youth, persons with disabilities and persons living with HIV were specific target groups. The programme focussed on three wards in each district, covering around 16% of the wards in these districts. Apart from capacity development, it has supported the setting up of Social Accountability Monitoring Committees (SAMCs) at village or ward level, establishment of Community Resource Centres (CRCs) for information sharing, media access, paralegal services and meeting facilities. The programme was implemented in partnership with four national training institutions and eight local district based CSOs (implementing partners).

The evaluation was commissioned by the Embassy of Sweden in Dar es Salaam and is intended for both learning and accountability purposes. It aims at providing an independent, objective and systematic assessment of the programme that will inform Forum Syd, Sida (the donor), implementing local partner organisations and target groups about the performance of the programme as a basis for improvements in contributions and interplay of all actors. The evaluation is also expected to provide lessons learnt and recommendations to inform discussions and decisions concerning a second phase of the evaluated programme.

Data was collected by the three evaluators through

- study of financial and narrative reports, earlier assessments and evaluations and other relevant background documentation
- interviews with Forum Syd staff, key partners and key external observers in the social accountability sector
- focussed group discussions with citizen groups (HIV positive persons, persons with disabilities, women, youth), CBOs, community radio, social accountability monitoring groups and community resource centres (established by the programme) as well as with government representatives in the targeted wards/districts

All in all around 370 persons were met during the evaluation exercise, to collect evidence of results and experiences and views of the programme.

Achievements

The evaluation found that SAPT was based on a clearly formulated human rights based approach in its design, although less in its practical implementation. The idea to develop social accountability from a bottom up approach, capacitating both rights holders and duty bearers at the same time was effective and relevant to the Tanzanian context of local government reform and to the needs of the targeted groups.

SAPT has contributed to improved dialogue between decision makers and citizens in the targeted wards and it has empowered a cadre of local leaders in CSOs, wards and villages. The three District CSO Networks have increased their membership and capacity thanks to the programme. Participants from the targeted groups (women, youth, HIV positive persons and persons with disabilities) have enhanced their self-confidence and knowledge base. They are now more respected in their communities and some have even been elected into local council positions. Citizens in general are more actively involved in questioning decision makers and participating in elections, compared to 2010. There are also examples of SAPT monitoring activities that contributed to improved services (e.g. school latrines/buildings, behaviour of health staff, water supply). The observed developments are mainly attributed to the following aspects of the programme:

- Including decision makers/duty bearers in the training to enhance their understanding of the benefits of more openness and better dialogue with citizens (not only targeting CSOs and rights holders)
- Using dialogue meetings and non-confrontational methods to facilitate better relationships between decision makers/duty bearers and citizens
- Training in strategic planning, reporting and proposal writing for CSOs, enhancing their abilities to engage in both advocacy and service provision
- Community radio (in one of the districts) and public meetings/drama

The opposition party activities, which were intense especially during 2014 and 2015, have also contributed to enhanced awareness of social accountability issues and political engagement. This has reinforced the efforts of the SAPT programme in the targeted wards.

Challenges

While recognising the mentioned achievements, it was noted that effectiveness was hampered by weak implementation strategies such as e.g. opting for thin coverage in three districts in two regions, engaging too many implementing partners with diverse understanding of their roles in the programme and missing synergies with other ongoing programmes affecting local governments. Effectiveness has also been affected by the limited support from national level government to local accountability measures and budgetary control as well as the delays in Embassy funding decisions, especially after 2013. Despite some notable efforts, the programme has not yet managed to become relevant to youth and persons with disabilities who are still largely not included effectively.

The efficiency of the programme has been low. Some expenditure is not matched with any visible outputs or outcomes. Despite some attempts, the programme has not yet been anchored in local structures and systems, but rather created new ones without ensuring local ownership and synergies.

Recommendations

While demonstrating potential and emerging awareness among participating stakeholders, the pilot model needs substantial modification before bringing it to scale. In the next phase, SAPT should concentrate on sustainability and scale up of the programme in the current districts to demonstrate a viable district model. It is recommended that:

1. Forum Syd Tanzania office should develop a clearer role as facilitator rather than implementer of SAPT and improve its M&E systems. The District CSO Networks (umbrellas) should be selected as the key partners for the programme implementation and monitoring in each district and supported to develop the needed capacity to perform these tasks.
2. The National Steering Committee of SAPT should consist of local experts/stakeholders that have an interest in the programme and can contribute advice and expertise - but are not dependent on funding from the programme. SAPT at district level should be guided by District Coordination Committees consisting of the District CSO Networks, District planning officers, other relevant officers and representatives of the specific targeted groups. Forum Syd should aim at taking an advisory role, but could initially engage in coordination.
3. The results framework should be revised to reflect the expected outcomes among duty bearers and rights holders respectively in a more systematic manner.
4. The programme should be better linked to the implementation of government policies and local government reforms (aimed at improving the situation of poor and marginalised groups) in order to systematically monitor their implementation. For example, “linking” to the recent TASAF reform would mean to systematically: a) inform marginalised citizens about their rights to get grants b) provide them with tools to apply for grants c) monitor the accountability of the grants system and enhance the social accountability competency of the TASAF officer and d) monitor that the grants are not eaten by fees for services that are supposed to be free (e.g. health and education).
5. SAPT should provide social accountability awareness raising to all district and ward politicians and officials (supply side) on-site in the districts, based on a careful district needs/context analysis.
6. Social accountability monitoring tools should be provided to a wider range of district CSOs, CBOs and community committees (health committees, school committees, water committees, women committees etc.). Special efforts should be made to provide SAM tools to women, youth, disability and HIV positive or-

ganisations/groups and to support these groups to organise inclusive district networks.

7. A pool of ToTs should be established at district level (persons from various CSOs and groups) combined with allocation of adequate and timely availing of resources and tools for implementation. Alternatives to formal training should be better explored and more frequently used for example drama and community radio - with performances and input from the women, youth, persons with disabilities and HIV positive groups.
8. The SAMCs should have Standard Operating Procedures guiding their composition, roles and responsibilities and they should have a formalised back up system that can assist them with funding/logistics/capacity building and technical support when problems occur. This back up could for example come from the District CSO Networks, which in turn could make use of expert CSOs in various policy areas.
9. The Community Resource Centres should be replaced by alternative, more cost efficient methods to provide citizens with information, media access, meeting opportunities and paralegal services (a private public partnership model could be investigated as an alternative).
10. Social accountability should be introduced as an integral part of the general training courses for LGA at the Hombolo training institute and ALAT, with potential for scale-up and adoption by like institutions in the country. More systematic efforts should be taken to create harmonisation, a common understanding and joint learning on social accountability monitoring in Tanzania, including linkages to Global initiatives and Swedish IDEA.
11. Forum Syd HO in Stockholm should develop its systems and practices for monitoring of country programmes e.g. reviewing the composition and ToR of steering committees, systematically engaging local consultants with contextual/language knowledge to support in monitoring, arranging informal meetings outside the prepared field visit agenda and meeting stakeholders who are not directly targeted.
12. Forum Syd should intensify efforts to diversify its funding to reduce dependence on Sida.
13. The Embassy should address the underlying causes of the delays in decision making and consider developing its role as partner and facilitator of supported CSO initiatives.

1 Introduction

1.1 BACKGROUND AND CONTEXT

Swedish support and collaboration with civil society actors and the active promotion of free and independent media in Tanzania has a long history and has remained strong throughout the years. The support to the civil society has been seen as complementing the Swedish budget support for implementation of the Mkukuta (Tanzania's poverty alleviation strategy), by strengthening citizens to demand their rights to have well-functioning social services to alleviate poverty.

Forum Syd is a Swedish non-governmental membership-based organisation founded in 1995. Forum Syd has 150 Swedish institutional members and partners with over 200 civil society organisations and networks worldwide. Forum Syd has been active in Tanzania since its inception, both as a supporter of programmes implemented by its Swedish member organisations and through its own development initiatives. Since 2010, the Forum Syd engagement in Tanzania has focused on enhancing social accountability in three districts in the Lake Victoria regions, Mwanza and Bukoba. The programme design was based on experiences of similar initiatives in Kenya and on an analysis of obstacles to democratic development in the region.

These objectives are to be achieved in a context where decentralisation is increasingly framing the roles of duty bearers. In Tanzania, local government reforms were introduced in 1982 through the local government laws¹ and 5th constitutional amendment. The 1982 laws established local government authorities (LGAs) from the district/municipal levels down to the streets and hamlet levels. Article 146(1) of the Constitution of United Republic of Tanzania of 1977 requires that LGAs involve the people in the planning and implementation of development programmes within their respective areas because the State's sovereignty resides in the people from whom power and authority are derived (Article 8(1)). In early 1990 the Government embarked on Public Service Reform Programme (PSRP). Political reforms followed in 1992 when Tanzania introduced Multi-Party Democracy; and in 1998 the local government reforms were scaled up through the Local Government Reform Programme (LGRP), which emphasised on the 'Decentralisation and Devolution' agenda. The aims of

¹ The Local Government (District Authorities) Act, 1982; and the Local Government (Urban Authorities) Act, 1982

LGRP included;² i) improving quality, access and equitable delivery of public services, particularly to the poor; ii) enhancing citizen participation; iii) bringing public service under the control of citizens through their local councils; iv) creating a new government administration answerable to local councils and local needs; and v) creating good governance based on political and financial accountability, democratic procedures and public participation.

Over the years, donors – including Sweden - have provided substantial support to Tanzania to implement these reforms with an aim of enhancing the accountability of the government and increasing participation and influence of local communities in planning and monitoring of public services and spending in accordance with the provisions of the LGRP. Some of the implementing steps adopted so far including formulation of a “Clients Service Charter” and to perform annual public service servants’ performance appraisals (OPRAS- Open Performance Review and Appraisal System), which was introduced earlier on under PSRP. Moreover, there is in place a Councillors’ Financial Committee in each district and a municipal/village council which acts as an oversight entity to scrutinise budgets and conduct physical visits to all places where development projects are implemented. Furthermore, “District Reform Teams” have been established in many districts to drive and monitor the practical implementation of the decentralisation provisions outlined in LGRP.

Despite these efforts, central government continues to hold on to its power over appointments of key staff in regions and districts and control over taxation and budget allocations. Most districts are struggling with tensions between the central government representatives (District Commissioners and their staff) and the locally elected councillors and appointed officials (District Executive Directors and their staff). Budget proposals developed in villages, wards and districts are frequently returned with adjustments or totally altered from the central level. Furthermore, disbursements seldom match the budgeted amounts, but depend on central level prioritisation, which in most cases is not congruent with local government priorities. This limits the sphere of influence of citizens and locally elected leaders. Citizen surveys from REPOA³ show limited progress in terms of local government accountability indicators since 2006, for example:

Question	2006	2014
Do you know how to report corruption by a public official/make an official complaint?	30%	33,6%

² Stated in the Local Government Reform Policy Paper of 1998 (Tanzania)

³ REPOA brief No 45, July 2014 and REPOA Special paper 10/1- Impact of Local Government Reforms in Tanzania 1998-2008

Have you seen local government budgets posted in a public place?	13,5%	14,5%
Have you seen taxes and fees collected in this area posted in a public place?	12%	8,6%
Have you seen audited statement of council expenditure posted in a public place?	5,5%	6,5%
Have you seen financial allocations to key sectors (e.g. health, education, water, roads) posted in a public place?	8%	10,6%

The new draft Tanzania Constitution, which is submitted for referendum (2015) does not fully recognise the autonomy of local governments. For instance, LGAs still only control a minute part of the local revenues. Taxes from investments in tourism and oil are not shared with the local governments - even if such investments are taking place within their jurisdictions.

Reforms are still needed, not only in the institutional infrastructure of the LGAs, but also to encourage changes in the attitudes of public authorities. For instance, respondents met during this evaluation talk about the “old” and “new” generation of public servants/leaders, where the “old” still have difficulties in changing their undemocratic behaviour. The rural context in Mwanza is still characterised by high levels of poverty and poor governance. The LGAs are unable to meet their commitments due to small disbursements from the central government (often only 30-50% of the approved budget is actually disbursed). Health services and medication that is supposed to be provided free of charge are not delivered, except for some programmes that have secured donor funding. Education for children with disabilities is almost non-existent and the education system in general is overstretched. There is political interference at all levels and attempts are made to stop social accountability monitoring (by people of power) or to use it for political purposes (by the opposition).

It is within this difficult context the evaluated initiative has been operating.

1.2 SOCIAL ACCOUNTABILITY MONITORING

What is social accountability?

Social accountability can be defined as an approach towards building accountability that relies on civic engagement, i.e., in which it is ordinary citizens and/or civil society organisations who participate directly or indirectly in exacting accountability

(World Bank, 2004). The aim of this civic engagement is to stimulate demand from citizens and thus put pressure on the state or private sector to meet their obligations to provide quality services. The supply side of this equation is about building *state capability and responsiveness* (see below)⁴.

Social accountability mechanisms are separate from conventional accountability mechanisms such as political checks and balances, accounting and auditing systems, administrative rules and legal procedures. However, the former can complement, reinforce and in some cases activate the latter. Examples of social accountability mechanisms include:

- Freedom of information petitions and investigative journalism;
- Citizen report cards and community score cards (e.g. PIMA);
- Community monitoring of public service delivery;
- Participatory budgeting and public expenditure tracking (PET);
- Public commissions and hearings;
- Citizen advisory boards.

What are state capability and responsiveness?

State capability: Public authorities are responsible for ensuring citizens' political, social and economic rights, and in order to achieve outcomes that ensure social justice it is imperative that public authorities and other power-holders have the capacity to uphold these rights and deliver public goods. State capability means that state agencies and public authorities have both the *capacity* (technical and administrative) and *ability* (political and institutional) to deliver public goods. In general, capable states are able to **formulate policies effectively** (reconciling political and technical trade-offs between politics and technocrats) and to **implement policies effectively** (in terms of coordination, organisation, administration and accountability).

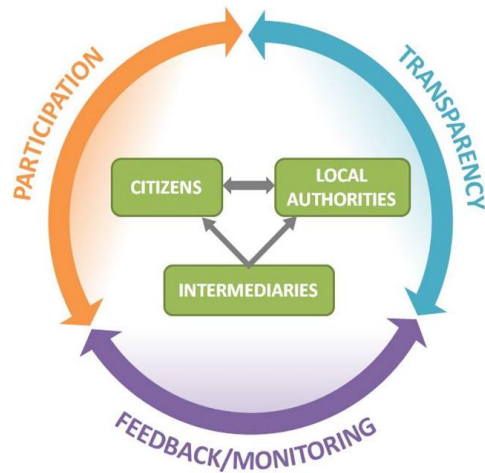
Responsiveness: Responsiveness is a kind of behaviour. According to Moore and Teskey (2006:3), 'a government/public authority is responsive if it makes some effort to **identify and then meet the needs or wants** of the people who will benefit from pro-poor growth.' So, state agencies and public authorities must establish means to identify the needs and/or wants of various groups and mechanisms to deliver public goods that are able to meet these needs and/or wants. Promoting greater responsiveness incurs actions to generate political will and incentives within line ministries and decentralised units to identify the needs and interests of various groups, strengthening capacities for participatory design of public policies and programmes. This may take place by ensuring effective participatory budgeting at local level, promoting more

⁴ <http://governance.care2share.wikispaces.net/Social+Accountability>

inclusive consultation in local and national policy formulation and instituting social accountability mechanisms such as community score cards (PIMA) and budget tracking (PET).

The social accountability monitoring process can be illustrated by the figure to the right. Intermediaries are often CSOs or media. In addition to local authorities, also private sector actors can be objects of the social accountability monitoring.

In Tanzania, Policy Forum (a network of around 80 civil society organisations) has taken the lead on the implementation of Social Accountability Monitoring capacity development⁵. Policy Forum aims to “increase informed civil society participation in decisions and actions that determine how policies affect ordinary Tanzanians, particularly the most disadvantaged”, with focus on; Local Governance, Public Money and Active Citizens' Voice. Policy Forum cooperates closely with PSAM (a South African research institution) in its development of tools and concepts⁶.



1.3 PURPOSE OF EVALUATION

The evaluation is intended for both learning and accountability purposes. It is intended to provide an independent objective and systematic assessment of the programme that will inform Forum Syd, the Swedish Embassy, implementing local partner organisations and target groups about the performance of the programme.

The evaluation is also expected to provide credible and useful lessons-learned and recommendations to inform discussions and decisions concerning a second phase of the evaluated programme.

⁵ <http://www.policyforum-tz.org/social-accountability-monitoring-background-concept-and-implementation-tools-used> , <http://www.capam.org/documents/201061491548.pdf>

⁶ https://www.academia.edu/5299541/INTERROGATING_SOCIAL_ACCOUNTABILITY_IN_TANZANIA_A_CASE_STUDY

By assessing relevance, efficiency, effectiveness, sustainability as well as outcomes (in terms of changed behaviours and actions taken by rights holders to claim rights, changed behaviours and actions taken by duty bearers to fulfil and protect rights and improved mechanisms for dialogue) the evaluation has endeavoured to generate relevant findings, lessons, and recommendations which will inform future programme design and strategies.

1.4 THE EVALUATED INITIATIVE

Forum Syd has implemented a pilot programme - “Social Accountability Programme in Tanzania” (SAPT) - during the period 2010-2014 with funds from Sida. The pilot was implemented in three districts out of a total of 169 in Tanzania. In each of the three districts, three wards were selected for the pilot. This constitutes around 16% of the total wards in Ukerewe (total 24 wards), Magu (total 12 wards) and Karagwe (total 22 wards) Districts. Each of the targeted districts has a population of 300 000 – 345 000 and the targeted wards have between 6000 and 30000 citizens. If successful, the intention is that the pilot should be replicated on a broader scale.

Forum Syd manages SAPT from its Country Office in Mwanza, Tanzania. The office has a team of around eight programme staff (of which three are field officers placed in the three targeted districts) and around five administrative staff. Forum Syd Tanzania has been registered as a Tanzanian non-governmental organisation (NGO) and has a dual role as donor and local implementing NGO. The Social Accountability Programme of Tanzania (SAPT) is the only programme presently undertaken by the Forum Syd Tanzania office. Forum Syd Tanzania and SAPT are therefore often seen as synonymous.

The programme is implemented in partnership with eight Tanzanian civil society organisations based in the respective districts - HUPEMEF and MAPERECE in Magu, KCBR and KARADEA in Karagwe, ELCT/KZAC, Emedo, CHAWATA and Mzeituni in Ukerewe. The programme is also cooperating with four training institutions; Hombolo Institute of Local Government, MS-TCDC and the two Folk Development Colleges (Buhangija and Malampaka). Cooperation is also established with the national network Policy Forum in order to provide a basis for the pilot programme to link with the national level processes.

The two major problems the programme aims to address are: 1) limited access to knowledge and influence of citizens (rights-holders) in decision-making processes at all levels in Tanzania and 2) limited capacity of politicians and leaders (duty-bearers) in democratic governance and community engagement, leading to ineffective delivery of public services. The programme objective of SAPT is thus to increase voice, information and negotiation/influence of citizens at district and ward level, in order to enhance local government accountability, with a special focus on women, youth, people living with HIV and AIDS and persons with disabilities.

The programme aims to achieve the following six outcomes (which are interlinked and overlapping, especially outcome 1 and 2 and outcome 3 and 4 respectively):

Outcome 1: Improved bridging between citizens and local leaders through enhanced enabling legal, political, socio-cultural and economic environment – with special focus on participation of marginalised groups.

Outcome 2: Strengthened demand and supply side of accountability at district and ward level.

Outcome 3: Increased democratic credibility and accountability of participating local civil society organisations – Internal organisational strengthening.

Outcome 4: Increased capacity of existing networks and umbrella lobby organisations at district level to become an effective link between the community and the national level.

Outcome 5: Harmonised and synergised social accountability initiatives with an Alliance Group (under the Policy Forum) advocating and influencing the development effectiveness agenda in Tanzania.

Outcome 6: Quality assured programme development.

To improve *bridging and strengthen the demand side and civil society organisations*, Forum Syd/SAPT has mainly:

1. Supported the establishment of village level Social Accountability Monitoring Committees (SAMCs). The SAMCs are provided with training and tools to monitor investments and social services provided by government bodies at village, ward and district levels. In total 26 village-level and 4 ward-level SAMCs have been established during the four year period. The coverage is estimated at 16% of the total number of wards in the targeted districts as follows:

Targeted areas	No of ward level SAMCs	No of village level SAMCs	No of villages/streets in total	Population
Ukerewe district (total 24 wards)				345 000
Muriti ward	0	5	5	23 014
Bukongo ward	0	6	6	6 195
Mukituntu ward	0	5	5	18 960
Magu district (total 12 wards)				300 000
Kisesa Ward	1	0	6	30 486
Bukandwe ward	1	0	3	10 714
Magu town	1	1	17-Streets	23 822
Nyanguge Ward	1	0	3	14 449
Karagwe (total 22 wards)				332 000
Ihanda Ward	0	3	18-Streets	14 583

Kayanga Ward	0	3	18-Streets	18 968
Bugene Ward	0	3	15-Streets	15 867

2. Provided the targeted wards with Community Resource Centres (CRCs), which are equipped with electricity (solar), TV, computers and internet, copy machines, information materials, newspapers and meeting room facilities. These centres are intended to provide citizens with information on government policies and budgets, news and paralegal services (“four corners”: meetings, media, information, and paralegal services). Some of the CRCs are housed in public buildings while others are housed on civil society organisations’ (CSO’s) premises.
3. Supported capacity development of eight “Implementing Partner” CSOs (which were supposed to undertake the training, backstopping, facilitation and monitoring of the programme at ward level together with the Forum Syd field officers)
4. Supported capacity development of three District CSO Networks, with an aim to strengthen their capabilities to use social accountability tools, to plan and report and to enhance linkages between district and national level initiatives.
5. Supported establishment and capacity development of youth groups, women groups, disability groups and HIV positive groups (approaches and focus vary between wards).
6. Used community radio (in Karagwe), public meetings and drama (occasionally) to raise public awareness.

To strengthen the supply side of local government capacities and commitments, Forum Syd/SAPT has mainly:

1. Supported training of politicians/local government leaders from village, ward and district levels to enhance their accountability and transparency and encourage them to engage in citizen dialogue in planning, budgeting and monitoring.
2. Facilitated dialogue meetings and debates between demand and supply sides.
3. Sensitised local government leaders to engage in SAMC activities as well as capacity building.

To enhance synergies and linkages with the national level, Forum Syd/SAPT has mainly interacted with the Policy Forum. National conferences or seminars have been organised to enhance experience sharing and coordination of social accountability programmes and approaches.

2 Methods

2.1.1 Methodology

Qualitative methods were the main approach utilised for the evaluation. The design enabled acquisition of first-hand information of experiences, observations, and interpretations of the programme by direct and indirect target groups as well as views from external observers. The evaluators gathered primary data through focus group discussions (FGDs), which involved between 2 and 16 persons each and semi-structured in-depth interviews with key respondents. Face to face short interviews were also carried out with a random sample of citizens in cross-roads, streets and markets in the targeted wards/villages. Secondary data collection was undertaken through review of existing literature and documents.

2.1.2 Sampling

The *ward level visits* were critical to get a concrete and realistic sense of the programme's relevance, effectiveness, ownership and inclusiveness. These visits also served as a useful way of verifying/spot checking progress and results claimed in reports and to help develop the understanding of WHY/WHY NOT and HOW changes had happened. Not least, they also allowed for stakeholder participation and influence in the evaluation process. Most of the time was therefore spent on interacting with respondents on ward and village levels. The evaluators spent two and a half days in each of the three districts.

According to the initial plan, Forum Syd was to select one ward in each district for in-depth study, as it was not considered realistic to visit all wards within the timeframe given. However, upon arrival the evaluation team found that the programme included visits to all nine wards (three in each district) and meetings with respondents representing all different wards. By splitting up (the Team Leader using interpreters) and working into the late evenings, the evaluators successfully gathered sufficient quality information from all 9 wards in the programme districts thus presenting both urban/semi-urban and rural contexts, both successful and challenged wards, as well as reasonable logistics and availability of respondents. The three districts represent different socio economic contexts and different levels of general awareness and participation (as shown in the baseline study), with Karagwe presenting higher levels of citizen information and participation already at the onset of the programme. Thus the evaluation team cautioned that the observed changes may be more difficult to attribute to SAPT in Karagwe.

The *district level visits* focused on the perceived outcomes of the programme, the effectiveness of the theory of change and the methods applied, the local ownership,

reasons for differences between wards/districts, sustainability, replicability and linkage to other on-going related processes at district and national level. The evaluators met district level government representatives, CSO partners and stakeholders that have (or could have) provided backstopping to ward level initiatives aiming at inclusion of women/girls, persons with disabilities and persons with HIV.

2.1.3 Data Collection

The data collection involved five sources of data – i) desk review of reports, previous reviews, baseline and other relevant documentation; ii) ward level visits to observe the work of SAMCs and CRCs and to interact with representatives of the secondary target groups; women, youth, persons with disabilities, persons living with HIV, local CBOs; iii) interviews/meetings with Forum Syd direct implementing partners and primary target groups, i.e. institutional partners at ward, district, national and Stockholm level; iv) interviews with external observers; and v) interviews with national level stakeholders.

Initially the team welcomed the participation of one or two Forum Syd staff and/or partners during the ward and district level meetings, interviews and visits. However, concerns that the respondents may not feel free to speak in the presence of staff resulted in exclusion of such individuals in all meetings/interviews.

i) **Review of Existing Literature and Documents.** Preliminary review of literature and documents provided useful information on results and analyses of approaches and methods used. The review enabled the understanding of Forum Syd including the guiding principles and theory of change, as well as SAPT's baseline study questions. Among reviewed reports included the Baseline study (2010), Mid-term review (2011), the Best Practice report (2013), the Evaluation report (2014) and the Annual programme reports (2010-2013). Reports from other sources associated directly or indirectly with SAPT implementation were similarly reviewed.

ii) **Ward level visits** (all 9 wards) aimed to observe and explore the work of SAMCs and CRCs and to interact with members and coordinators of these structures and with representatives of the Village and Ward Development Committees (duty bearers). The evaluators also met representatives of the secondary target groups: women, youth, persons with disabilities (PWDs), persons living with HIV and CBOs. The respondents from these groups were identified and invited by the implementing partners and the Forum Syd field officers. The groups participated in the evaluation study primarily through FGDs. The evaluators also interacted with a random selection of 6-15 persons found in each programme district (taking a walk near the CRC and the implementing partner offices). A total of 26 randomly selected persons were reached.

iii) **Interactions with the primary target groups**, which included organisations and institutions directly involved in the programme implementation in the districts. Interviews in this category involved Forum Syd Mwanza staff, who were interviewed both as a group and through individual interviews. The evaluators further interacted (individually and in groups) with the eight Forum Syd implementing partners and the three

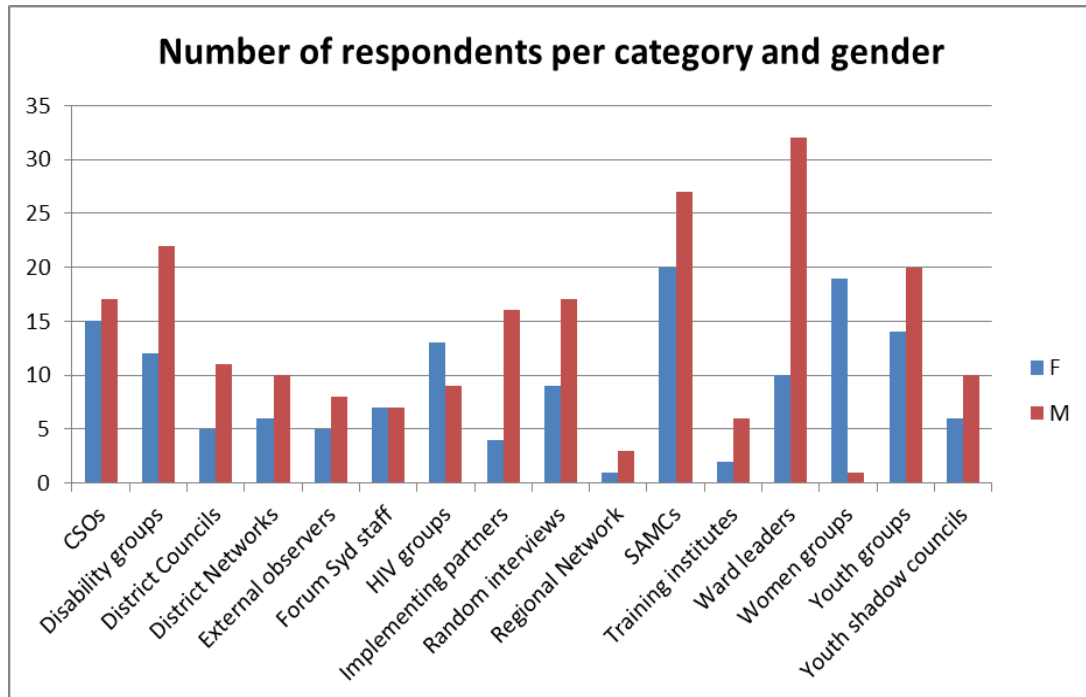
CSO Networks in the districts (and some of their CSO members)⁷, District Executive Directors (DED), District Commissioners (DCs) and their technical advisors (community development, social welfare, gender, legal, planning, etc.) and the District Youth Shadow Councils (group meetings).

iv) **External observers** included those who are involved in related work at local and national level and might be able to have views on the relevance and effectiveness of the programme. The evaluators, in consultation with Forum Syd, carefully selected respondents and conducted interviews in person in Dar es Salaam and by telephone/Skype. This included: African Parliamentarians Network Against Corruption, Tanzania Chapter (APNAC), eMJee Consult, Association of Local Government Authority of Tanzania (ALAT), AMKA consultancy firm, the Embassy of Sweden staff and a number of independent consultants including those involved in earlier assessments and assignments. The evaluators also met with the regional branches of the Federation of Disabled People's Organisations – SHIVYAWATA – in Mwanza and Kagera to understand how the disability component was anchored.

v) The evaluators also talked to **national level stakeholders** who were targeted for synergies and joint action on good governance and social accountability at local government administration level. They included: MS-TCDC – telephone interview, Mwanza Policy Initiate (MPI) – face to face interview in Mwanza, Local Government Training Institute (LGTI) – Hombolo Dodoma, face to face interview in Mwanza, Folk Development Colleges Buhangija and Malampaka in Shinyanga – face to face interview in Karagwe, Policy Forum – face to face interview in Dar es Salaam. Stockholm Forum Syd staff members were interviewed at the start of the evaluation process to get the background information.

Overall, a total of 40 focussed group discussions, 21 in-depth interviews with individuals, and 26 random interviews were conducted, bringing the total number of respondents to around 370. 40% were women and 60% were men. Groups with more men were typically disability groups, implementing partners, government leaders and random interviews. The only two groups with a majority of women were HIV positive groups and women's groups.

⁷ Magu: MAPERECE, HUPEMEF, MACSONET, Karagwe: KARADEA, KCBR, KADENVO, Ukerewe: CHAWATA, EKT/KZACP, MZEITUNI, EMEDO, UNGONET



After speaking to such a vast number of stakeholders, a saturation point was reached, in which no more new information was further obtained. These numbers exceed evaluators' planned expectations implying more robust evidence to the evaluation study. The in-depth interviews and FGDs were conducted in convenient places, largely at CRCs or respondent's office, and lasted for a maximum of 90 minutes for interviews and 3 hours for FGDs. Random interviews' time ranged between 10 and 20 minutes.

2.1.4 Verification and Validation

At the end of the preliminary data generation phase in Mwanza, the team and Forum Syd organised a debriefing meeting. The purpose was to present our initial findings, discuss and validate these, collect additional information and agree on issues that need further investigation. This session involved 22 participants, representing Forum Syd and its eight implementing partners and was organised with adequate participatory interactions. To best support the evaluation process, the discussion of future development and sustainability ideas was part of the debriefing session and will also be when presenting the draft report at the Embassy of Sweden.

2.1.5 Limitations

The limited time in each district allowed the evaluators to meet stakeholders that had been invited by the Forum Syd field officers only, except for the 26 random respondents in targeted wards, and some external observers at national and regional levels. During the evaluation it was found that other similar processes were on-going simultaneously in the districts, especially opposition party monitoring and advocacy. With this in mind, a comparative study between targeted and non-targeted wards would have been desirable. Despite efforts, comparable statistics from ward level could not be obtained (e.g. participation in local election, holding of statutory village meetings, arranging public dialogue meetings, exposing plans and budgets publicly etc.). The

added value of SAPT could therefore not be independently verified. However, a majority of respondents confirmed strongly that the targeted wards had higher participation and awareness than other wards in the district. A comparative study between wards would have been helpful to verify these statements.

The evaluators were informed by a number of respondents (and even by Forum Syd staff) that our visit had been carefully prepared and that people were instructed what to respond. Some documents presented as evidence of activity had admittedly been produced only to impress the evaluation mission. Furthermore, some respondents reappeared repeatedly as representatives of youth groups, women groups, HIV groups, SAMC groups and implementing partners (the list of respondents in annex 3 has been adjusted so that names are not duplicated). This led to a situation where information and evidence provided by respondents was difficult for the evaluators to trust. The evaluators therefore spent extra time after formal meetings to chat individually to respondents and to double-check records and statements, especially when contradictory information was provided.

In this way the evaluators managed to meet a substantial number of respondents who were open to talk about both achievements and challenges of the programme. Similar and consistent stories were told by a majority of respondents allowing the evaluators to conclude the findings with a high level of certainty.

2.1.6 Quotes and pictures

Quotes in this report are used as illustrations of views that are expressed by many respondents. Pictures are used to give the reader a more vivid sense of the context.

3 Findings

3.1 OUTCOME 1

Progress and challenges related to “*Bridging between citizens and local leaders*”⁸:

3.1.1 Dialogue and participation

Respondents who had participated in SAPT reported that; i) public meetings were more frequently organised now; ii) statutory village and ward assemblies were held more regularly; iii) such meetings had a more interesting agenda (not only one way communication); and that, iv) the level of participation in local elections was increasing (both men and women) in 2010 and 2014 local government elections – leading to removal of non-performing leaders in some villages and wards. It was also reported that some members of SAMC and some members of the supported disability, youth and HIV positive groups had been elected to village council positions in 2014 as they were now seen to be assertive and well informed.

Respondents referred to the following measures as contributing factors to the improvements observed:

- The use of dialogue and non-confrontational methods is helpful (rather than accusations and confrontation). Some government officials even cited SAMC monitoring as a service, while others had hostile experiences (see below).
- Training of both supply and demand side is a unique feature of SAPT and is a key factor to the progress observed. The involvement of the local leaders and officials (political and technical) in training has made them more open to dialogue. Most of other social accountability programmes in Tanzania focus on the demand side only.
- In Karagwe, the use of community radio was cited as a contributing factor to improved bridging.

At the same time respondents, who had not participated in SAPT, state that statutory meetings are still boring and irregular. The distrust of local leaders is generally para-

⁸ Activities reported under this outcome could also belong under Outcome 2, as there is no clear logic in separating Outcome 1 and 2.

mount and only opposition party rallies are triggering some interest. SAPT was known only by one out of 26 random respondents in targeted wards.

3.1.2 Use of Community Resource Centres (CRCs)

The CRCs are well maintained and equipped buildings with solar electricity, meeting rooms, information materials, TV and computers. Some buildings had constructed ramps, but these were mostly not user friendly and latrines remained inaccessible.

It was observed that the CRCs are not yet utilised as intended by the communities. The existence of CRC services is unknown to most citizens in the neighbourhood, especially those CRCs hosted in CSO premises. On average the CRCs have recorded some 30-40 visits per month (often the same 10-15 male youth who live in the neighbourhood). The main reason to come is to watch TV, have a meeting, read newspapers or take a computer course. Some teachers have encouraged students to go there for studies. There is uncertainty about the ownership and purpose of the centres and they have developed very different content and modes of operation depending on the interpretations of the respective implementing partners. One CRC was advertising groceries and soap (picture).



The paralegal corner is functioning only in two of the Magu CRCs where the paralegals are paid monthly salaries/allowances by SAPT and meeting rooms are secluded. Other CRCs have not reached the intended paralegal audience, but sometimes refer cases to other CSOs. These referrals to other paralegal organisations are not followed up. The number of paralegal cases recorded in most CRCs is 0-5 per month. There is limited understanding of the difference between legal and social problems. Only CHAWATA in Ukerewe has access to backstopping from a lawyer.

The media and information corners are not seen as helpful and interesting to citizens. Apart from the newspapers (which usually arrive 3-5 days late), most materials remain dusty on shelves. The CRCs have limited information on policies and legislation that affect citizens (e.g. the easy to read disability law in Kiswahili language was not available in any CRC, neither information on Tanzania Social Action Fund (TASAF) grants eligibility, nor the new draft constitution).



The televisions are used only by very few youth (if at all) and are too small for bigger groups to watch. This was particularly emphasised by HUPEMEF's CRC in Nyan-guge Ward where such groups tend to gather outside the centre when special and

eventful discussions such as parliamentary sessions, corruption scandals, and social issues/criminal cases as killing of people with albinism are presented through television. Opening hours of CRCs are limited and sometimes irregular.

3.1.3 District Advisory Boards

Planning, coordination and monitoring of the programme is not yet inclusive of district level CSO Networks and relevant district government representatives. Instead plans are based on tentative activity lists prepared by the implementing partners. Implementing partners are then informed of budget allocations and priorities at partner meetings that are called by Forum Syd on an ad hoc basis. The District Advisory Board meetings have never been convened as intended. The centralised decision making (at Forum Syd Tanzania office) and limited involvement of local organisations and authorities in planning and monitoring leads to limited local ownership and hostile rather than collaborative and friendly relationships between various stakeholders. It also limits the level of “bridging” achieved by the programme.

“The programme implementers should open up more to us. They need to involve us and other stakeholders’ right from the beginning but not come to us by surprise. (IP) comes here but most of the times very abruptly like police and they always come for something.... They need to change their approach; they are too harsh. This is when we think we need a ToR with them and agree on it; this will be useful for evaluation as well. We need a mutual relationship.” District Planning Officer

3.1.4 Community radio

Community Radio was reported to be a very effective tool for awareness raising and for bridging between demand and supply side. Investigative journalism, educational programmes, listener’s questions and political debates were mentioned as key strategies. However, no deliberate measures were taken by SAPT in Magu and Ukerewe to facilitate establishment or make effectual use of community radio stations, despite its potential usefulness. One Magu CSO, namely Crop Marketing Bureau (CROMABU), reported to have community radio equipment already available, but without interest from SAPT.⁹ In Ukerewe, one implementing partner, EKT/KZACP, reported to be actively pursuing establishment of community radio, but not with support from SAPT.

3.2 OUTCOME 2

Progress and challenges related to “*Strengthened demand and supply side of accountability at district and ward level*”:

⁹ This CSO reported to have been initially listed as potential implementing partner for SAPT, but after participating in the initial training and signing a memorandum of understanding, the partnership was cancelled by Forum Syd without adequate explanation.

3.2.1 Citizens awareness

Respondents across all districts confirmed that citizens are increasingly informed about their rights and empowered to ask questions to leaders. Some respondents claimed that SAPT had contributed to this through organising of public meetings, using community radio (in Karagwe) and supporting social accountability monitoring assignments (by SAMCs and CSOs) in some wards. However, most respondents stressed that the multiparty system, in particular, the actions of CHADEMA (main opposition party) was an even more important factor to the observed changes. SAPT was known only to one of the 26 random respondents, including ones who were residing near the CRCs and the implementing partners' offices.

3.2.2 Establishment of SAMCs

All in all, 26 village-level SAMCs and four ward-level SAMCs had been established by SAPT since 2010, covering a maximum of 16% of the population of the targeted districts. The SAMC members were appointed by Village Councils or Ward Development Councils. The SAMC members received training on social accountability monitoring when the committees were newly formed (those who have joined later have not been trained).

The training provided SAMC members with assertiveness and dialogue skills which have been useful for them as individuals. SAMC members confirm that they are trying to use the PIMA cards introduced during trainings, but they lack sufficient backstopping to organise regular monitoring (including the physical score cards). Nobody is reporting to use PET as it is seen as too complicated.

SAMC members generally have limited knowledge of existing laws and policies guiding government service provision. They tend to focus on very evident service delivery deficits for their social accountability interventions, e.g. latrines in schools, school constructions, water supply, bad behaviours of teachers and health staff etc. These cases of non-fulfilment of rights are glaring at local level, but social accountability is more than that. Tanzania has adopted a range of laws, policies and reform programmes committing to fulfilment of the rights of women, children, persons with disabilities and people living in poverty, which could form the basis for social accountability monitoring. Only in Magu there were some efforts of one of the SAMCs to broaden the mandate. It had established a sub-group for monitoring of women's rights (GBV, inheritance, etc.) and this committee was successfully supporting women to address these issues. SAMCs would need more capacity and mentoring to be able to understand the full social accountability cycle so that even other, more structural deficits are identified.

Although one SAMC reported to have undertaken five monitoring assignments, most SAMCs had performed only one or two tasks which have been assigned to them by their village assembly, by community leaders or implementing partners. Only a hand-

'The seminar was an eye-opener to me. The knowledge gained has changed me a lot even at my current workplace ... I am inspired to disseminate this knowledge to everyone. For instance, I am telling my students few things about accountability and good governance even if such topics are not relating to their core subjects ... moreover, entrepreneurship skills have helped me to start poultry project, which boosts my income ...', Karagwe former SAPT trainee.

ful of the monitoring assignments have led to actual improvements in social services so far (school latrines, water supply). The main reason for this is said to be lack of resources and/or willingness of the government.

SAMC members report that they are gradually losing interest as they are not supported, the results of their monitoring are few and their role and mandate are unclear. Many SAMCs have lost members or become dormant since 2013.

The SAMCs have no formal status or agreed procedures or plan for their work. Although in some places the village-level SAMCs are said to report to Village Assemblies, most of the SAMCs do not know where to report, especially at villages where public meetings are not organised by the leaders as stipulated. SAMC members reported having limited power to call upon feedback meetings and always rely on the mandate and willingness of the government leaders in authority at each level such as WEOs and VEOs. Legal provision of citizens having the right to call village/street meetings based on the interest of at least one third of the population in the area was unknown to the SAMCs. It was found that ward level SAMCs in urban/semi-urban settings have special difficulties to gain visibility and create interest and anchorage among citizens and leaders.



Generally, SAMCs are still seen as belonging to SAPT (Forum Syd) and they do not have clear guidelines on where to go for support if they fail to establish a dialogue with the decision makers. Some go to the CSO District Network, some turn to the implementing partner and some turn to the Forum Syd field officer, while some just give up. Another obstacle reported is the lack of cooperation from the district authorities, which makes more than 50% of the monitoring assignments unsuccessful. It was noted that some of the achievements reported by SAMCs may not be attributed to their efforts. The same achievements are reported by others as results of citizen protests, CSO advocacy and CHADEMA pressure (e.g. repair of school latrines in Karagwe and Ukerewe).

3.2.3 Empowerment of persons living with HIV and AIDS

In the visited wards in all three districts, persons living with HIV and AIDS¹⁰ who had participated in the training provided by SAPT had managed to improve their situation substantially. The groups reported reduced stigma in communities, especially among women who made up around 80% of the members in the supported groups. The groups had encouraged voluntary HIV testing in their home villages and had also managed to apply for and access government funding to start income/food generating projects, such as gardening and poultry which helped the group members to stay healthy. They were now ready to spread this knowledge to HIV positive persons in other villages and help other groups to start up. There was already evidence showing that the supported groups had reached out to others (outside SAPT areas) and inspired them to organise and access funding. Men were less likely to join the groups and it was reported that they were afraid to disclose their HIV status in fear of losing opportunities to engage in sexual activities.

While recognising the progress on the individual and group level, respondents indicated that systems and services have still not changed despite SAPT efforts. HIV positive persons still struggle with difficult living conditions and poor services. The main issues raised are related to poverty, insufficient access to appropriate food and drug shortages – as well as limited influence and participation in SAPT.

“The living condition in the village is very difficult; we still need to work very hard in order to get food. We have been trained to garden and have planted vegetables but as you can see it is very sunny and everything is drying up. But we need a lot for food. HIV people need balanced diet first before anything else... In the hospitals there are no drugs but no one tells you until very late. Sometimes you leave home very early without breakfast expecting to get service fast and return home. You will stay at the hospital for long and get hungry; only later they will tell you there is no medication. There is also no money to buy the drugs out of pocket.” HIV/AIDS group in Ukerewe

¹⁰ HIV prevalence in Mwanza region is 4.2 % (2011-12 survey), with women being more affected than men (6.3% vs 3.9%).

3.2.4 Empowerment of Youth

District Youth Councils were not being formed by the government as stipulated by the National Youth Policy (2007)¹¹. This led to the youth being encouraged by SAPT to start district level “*Youth Shadow Councils*” (DYSC). Initially these Youth Shadow Councils were actively participating in social accountability trainings and in forming savings and credit schemes (SACCOs). As a result of the SAPT capacity building 5 youth engaged in politics and managed to be elected in the 2014 local elections. At the same time this branded the Youth Shadow Councils as being linked to the opposition party. The youth of the DYSC were also encouraged to start SACCOs. They received training, applied for funding from local level budgets (5% of budgets raised from LGAs’ own sources and earmarked for youth) and planned for income generation activities. However, there was no technical support to youth on how to administer the saved capital or run the projects.

Hence the funds remain untouched (Karagwe) and the youth have become discouraged. There have been no recorded activities or meetings of the DYSC or SACCOs since mid-2014.

The youth were ready to play a role as ToTs on social accountability monitoring in their respective districts – if given the opportunity. However, no “standard operating procedures” were developed and adopted for the Youth Shadow Councils, outlining their role, responsibilities and objectives – and ensuring representativeness and non-party affiliation. Therefore, due to some political accusations (of favouring the opposition party youth), the Youth Shadow Groups credibility was questioned and they were left without support from SAPT and the district authorities to develop their roles and responsibilities. Only in Magu, one of the implementing partners (HUPEMEF) had deliberately engaged the youth in the running of the CRCs (media, communication and information corners) to give them a role in the programme. The capacity of Youth Shadow Groups has been built, but it is not yet used or linked to any district processes or development initiatives – nor to any national level youth initiatives. The SACCOs lack sufficient technical support to function as intended.

The government tabled a Bill to enact the **National Youths Council Act, 2015** before the Parliament on 30th March, 2015, when the evaluators were preparing this report. The Bill proposes, inter alia, to establish youths’ councils down to the ward level. Parliamentarians were proposing such councils or committees should be established from the village or street levels. One of the functions of the councils/ committees will be to mobilize the youths as formal groups so that they could deliberate their issues and they can be trusted as formal entities to benefit from available opportunities including bank loans. The government will be obligated to allocate some funds for operationalization of these councils/ committees. The Forum Syd supported Shadow Councils could be used as foundations for the proposed statutory councils.

¹¹ <http://www.youthpolicy.org/factsheets/country/tanzania/>

3.2.5 Empowerment of persons with disabilities

Persons with disabilities in all three districts reported that they experienced reduced stigma as a result of their participation in SAPT training. They were now recognised as persons that were allowed to and assertive enough to speak at village meetings. In Magu (in the wards supported by the implementing partner HUPEMEF), persons with disabilities (only men) were trained as paralegals to take responsibility for para-legal services in the CRCs. Furthermore, the programme in Magu (Kisesa ward) had supported a district disability mapping exercise, the establishment of a district level disability organisation (Sanjo Watu Wenye Ulemavu - SAWAVU) and lobbied for the establishment of a special school and dormitories. These observed improvements were likely attributed to the work of committed leaders of SAWAVU, which operated from the same CRC where HUPEMEF's paralegals are hosted. Thus, SAPT played a role in facilitating and empowering the work of these leaders.

In Ukerewe (Mkituntu Ward, where the disability organisation CHAWATA was responsible for backstopping), a group of men with disabilities was given responsibility for running the entire CRC. In this ward, some men with disabilities had also been elected as SAMC members.

In Karagwe one of the implementing partners (KCBR) is a large provider of rehabilitation services for persons with disabilities. In the wake of available government services for persons with disabilities, the organisation is presently constructing a new rather big rehabilitation centre. KCBR has not yet employed persons with disabilities as staff or rehabilitation workers or empowered PWDs to organise and take on advocacy roles. Persons with disabilities are mainly treated as passive beneficiaries of services. It was also noted that respondents from the disability group in Karagwe had worn out assistive devices, despite their close contact with KCBR.

Despite the positive examples noted from Kisesa (Magu) and Mkituntu (Ukerewe) wards, persons with disabilities (like in all other wards visited) reported that there was limited knowledge and awareness on the human rights of PWDs, by both PWDs and service providers (government and CSOs alike). Discrimination and abuse are still widespread, even in families where members with disabilities are excluded from social and economic activities. Moreover, the lack of services for PWDs negatively affects caregivers (mostly women and children) who cannot work/attend school.

While recognising positive examples of increased recognition and capacity development of some individuals (mainly men) with disabilities, the general situation of persons with disabilities had not improved as a result of SAPT¹² in any of the targeted

¹² There were still no education opportunities for children with disabilities in Ukerewe. In Magu a special education facility for 48 children had been established and in Karagwe 42 children with disabilities (15

wards. In all three districts, persons with hearing impairments and persons with intellectual impairments and mental health conditions were often completely forgotten. Most PWDs targeted by the programme had physical disabilities, albinism or visual impairments. Women with disabilities were seldom reached and their voices were not heard in women groups or in disability groups.

The evaluators found that SAPT had no agreed strategy or model for inclusion of PWDs or priority advocacy issues on disability. There were no linkages to the regional disability networks (SHIVYAWATA) to develop joint strategies. As mentioned above, the CRCs did not have any information on the Tanzania disability policy – despite the fact that easy to read brochures are available. Some CRCs had made attempts to build ramps, but these were not accessible as they were either too steep or not reaching all steps.



3.2.6 Empowerment of Women

Women have been equally engaged in Forum Syd as staff and as members of SAMC and Youth Shadow Councils (elected on a quota basis) where they played an im-

girls) had been supported by the implementing partner to access education. The expected number of children with disabilities is at least 2500 or 2% of all school age children in each of the districts. Mostly these children still remain hidden at home.

portant role and developed confidence and assertiveness skills. Some women from SAMCs have also managed to be elected to Village Council positions in 2014, which is considered a direct result of SAPT training. In all the wards, women were taking leading roles in the HIV positive groups and had managed to improve their situations and access services. In these groups the low participation of men was rather the problem. Women were also seen to be taking an active role in the community radio in Karagwe and in youth groups in Magu.

However, the issues addressed by the various SAPT structures have only to some extent been addressing issues related to women's priorities (e.g. access to land/credit, gender based violence, economic empowerment). In Magu, one of the SAMCs had taken the initiative to establish a sub-committee for women's rights, which was actively supporting women in the ward. This was not duplicated elsewhere. Some paralegals cases were also related to inheritance issues.

In Ukerewe, local women groups had joined forces in a district level "Women Voice" organisation, which was about to be registered. This was the initiative of the (female) Forum Syd field officer, and similar efforts were not seen in the other two districts.

Accountability should start at family level. Women abuse in the family is growing high and men don't seem to understand this. We invest together but he marries and brings in a second wife leaving me to go. Kids pass to go for secondary education but fathers decline to pay for it especially if I was not formally married to him...for now it doesn't matter if is a boy or girl he simply denies to pay for...these men destroy our (women's) started projects; they don't want us to progress. If I want to build a house or have a big project he prohibits me that I will despise him. He forgets that if I want to despise him I don't need to have a house; I can do it anyway. We need urgent attention." Ukerewe women group

Generally, women and girls were less likely to visit the CRCs (perhaps due to household shores and traditional gender norms) and the CRCs did not have any specific information on the National strategy for gender development or on the responsibilities of the local government related to gender equality. Women respondents (both participants and random respondents) reported to be members of many different women self-help groups in their communities, but mostly they did not see SAPT as something relevant to them.

3.2.7 Capacity and behaviour of supply side/duty bearers

Respondents had very different views on outcomes related to changes in behaviour of local leaders and government representatives. In Karagwe (and somewhat in Magu), there was appreciation that the village and ward level leaders had improved their behaviour substantially. This was linked to the recent elections when new people had been elected as a result of increased public awareness and opposition party activities. In general, respondents see very limited change in leaders and public officials – especially at district level. There are however some charismatic individuals that have become very good role models after participating in SAPT training. This has not yet translated into institutional change and the number of individuals reached is small. When these individuals are transferred (which happens frequently), things go backwards again.

District officials themselves confirm that behaviour is hard to change and that ad-hoc training of a few officials is not enough. The quality and relevance of the training is also questioned – as it is standardised and does not reflect local context of particular districts. While mixing of politicians and public sector officials in the trainings organised is appreciated and seen as helpful, mixing of persons with very different educational backgrounds (from different levels of government) is seen as less effective. Respondents (including the training institutes) would like to see a more long term capacity development strategy based on a proper capacity needs analysis in each district. They propose a training which is tailor-made, performed on site with the full leadership/staff group and followed by coaching visits, leaving behind a district based pool of ToTs. Furthermore, they propose mainstreaming of SAPT issues into public learning institutions (as long term advocacy issue).

3.3 OUTCOME 3

Progress and challenges related to *“Increased democratic credibility and accountability of participating local civil society organisations”*:

3.3.1 Implementing partners

The implementing partners report that they have improved their capacities in the following areas as a result of the programme

- Improved systems for governance, planning and reporting
- Improved capacity to fundraise (proposal writing)
- Improved advocacy skills/social accountability skills

The various trainings and tools provided by Forum Syd were said to be the main reason for these positive developments, which has enabled most of the implementing partners to grow strong in the districts and to enhance their visibility and operations (mainly as service providers in various areas). Some have managed to attract new donors.

However, the quality and type of contributions from the implementing partners to SAPT varies a lot. For all implementing partners, except perhaps HUPEMEF, SAPT is only a very small part of their budget and there has been limited incentive for them to develop methods and to take a coordinated approach to SAPT. Some of the implementing partners do not have SAPT incorporated into their strategic/ operational plans. SAMCs and CRCs in the targeted wards report on ad hoc visits and declining levels of support from implementing partners. The role and functions of the implementing partners in relation to SAMCs, CRCs, District CSO Networks, Forum Syd field officers and district authorities are not clear to any respondents. The credibility and accountability of the implementing partners are questioned by many respondents and questions are raised regarding the selection criteria.

3.3.2 Other CSOs reached by trainings

Social accountability monitoring is an approach that can be used in a range of areas where CSOs are working (sustainable environment, disability rights, gender equality, minority rights, health, education, etc.). CSOs that have participated in social accountability monitoring trainings provided by SAPT confirm that they have improved their advocacy and negotiation skills. They also report improved capacity to plan, report and write proposals (to secure donor funding) as a result of SAPT. Many have managed to access funding from the Civil Society Foundation, which is said to have simple application and reporting requirements. However, mostly the CSOs would have preferred a more practical training approach with regular follow-up rather than the one off event approach that has been applied.

3.4 OUTCOME 4

Progress and challenges related to *“Increased capacity of existing networks and umbrella organisations”*:

3.4.1 District and Regional CSO Networks

District CSOs Networks have been substantially strengthened in terms of membership, strategic planning skills, reporting and proposal writing and social accountability approaches as a result of SAPT. Knowledge on social accountability methods is already starting to spread among member CSOs outside the targeted SAPT wards. The various trainings and tools provided by SAPT/Forum Syd was said to be the main reason for these positive developments. The District CSO Networks in all three targeted districts now have the potential to take on a role bigger role as coordinators and monitors of SAPT– and to bring it to scale in the districts. Presently however, the Networks are still side-lined by the implementing partners who are not eager to share the work (or the funding and status that comes with SAPT/Forum Syd partnership).

In Mwanza Region, the Mwanza Policy Initiative (MPI) which is an umbrella for CSOs engaging in policy processes and advocacy has also developed its managerial and administrative capacities as a result of the Forum Syd support. However, MPI has not been able to gain its position as a recognised regional social accountability focal point and it has not yet been able to pursue advocacy issues at a notable result. MPI claims that its regional role has instead been taken by Forum Syd, thus limiting their space to grow and develop. (A few observers also mention the capacity limitations of MPI as a reason). It was also noted that MPI is not a member of the national Policy Forum (as is Forum Syd). MPI has however participated in national level conferences on social accountability (with support from Forum Syd).

Forum Syd has not supported or interacted with any regional CSO Network in Kagera region.

3.4.2 Thematic CSO Networks

District and regional CSO networks for women, PWDs and HIV positive persons have not been systematically targeted/ supported by SAPT nor linked to national processes. However, in Ukerewe a District Women's Network (Voice of Women) was formed and in Magu a district disability organisation SAWAVU (with groups in each ward) was formed and is very active. The Magu disability group has even linked up with the regional disability network of SHIVYAWATA¹³ in Mwanza. These developments were not a result of deliberate measures from the SAPT, but rather positive side-effects. The inclusiveness of the thematic networks is still an issue. In the Magu disability organisation mainly persons with albinism, physical disability or visual impairments are organising – and mainly men. The Ukerewe women organisation does not include women with disabilities. As mentioned above, SAPT has also supported the establishment of District Youth Networks or Shadow Councils, which are rather well gender balanced. These are still to find their roles and linkages to other structures and processes.

3.4.3 Links to National level

Links between district/regional level CSO networks and national level advocacy organisations on social accountability, disability, youth, gender equality and HIV are still weak and have not been enhanced as intended. Forum Syd has however taken on a role as intermediary and social accountability stakeholder in its own right, representing SAPT at national level events and fora.

Forum Syd is an active board member of the Policy Forum and is supporting its national level advocacy and method development on social accountability. National advocacy is not directly based on issues identified at regional or district level, but rather on national level CSO concerns. Policy Forum was in fact unable to identify a single case in which an advocacy issue arose from the district/ regional level and was channelled to them for national advocacy. Still the national social accountability advocacy performed by Policy Forum and its allies has yielded some results (affecting mainly national level so far) such as:

- enactment of the Mining Act, 2010, to protect and compensate citizens
- enactment of the VAT Act, 2014, to reduce number of tax exemptions
- establishment of a Parliamentary Budget Office which will be addressing micro and macro budgetary analysis
- draft MoU with the National Audit Office on cooperation

¹³ <http://shivyawata.or.tz/>

- lobbying the Commission on Human Rights and Good Governance to convince it to engage in monitoring of socio-economic rights (not only civil and political rights)

Policy Forum has also assisted SAPT (in Ukerewe and Magu) with capacity development trainings and provided the PIMA cards used by SAPT. However, the link between Policy Forum as ‘national network’ and the regional/district networks involved in SAPT is very weak. The linkage mainly consists of Forum Syd staff contacts.

3.5 OUTCOME 5

Progress and challenges related to *“Harmonised and synergised social accountability initiatives nationally”*:

In 2011, Forum Syd funded a mapping exercise of social accountability initiatives in Tanzania (by Hebron Mwakagenda). There is no further reference in reports to this exercise or how the report has been used to enhance synergies.

Forum Syd has also supported a few national level conferences on social accountability in cooperation with other actors, mainly Policy Forum, PSAM, Action Aid and MS-TCDC. The latest documented conference was organised in 2013, with an aim of “experience sharing”. One of the recommendations from that conference was that Policy Forum and PSAM should work to set up a “community of practice” for coordination between stakeholders. This is an informal group which has met only once since the idea was initiated. Stakeholders at national level report that there has been no move towards the formation of any coordinated approaches or alliances on SAM so far, although it is highly needed. Instead it is reported that competition between initiatives is on the increase as well as donor branding, which is hampering collaboration. This means that there are presently no regional or national forums which bring together CSOs that are using SAM in Tanzania. Therefore, sharing is not taking place and the SAPT methods and lessons remain confined within limited scope of the programme area in the three targeted districts. This lack of cooperation cannot be attributed to SAPT although it is negatively affected by it.

Furthermore, the variety of tools and methods that are used within SAPT itself, indicates a lack of synergy, coordination and learning even at programme level. This makes it difficult for Forum Syd to use SAPT as a model for alliance building nationally. Some external observers also note that the lack of presence in Dar es Salaam makes it more difficult for Forum Syd to keep abreast with and participate in national level processes.

Another difficulty is that the central level government in Tanzania has not demonstrated commitment to social accountability, which makes work at local level more difficult. For example, recent legislation (April 2015) on internet and media freedom and the new draft Constitution, seem to indicate a trend towards more restrictions and centralisation, rather than transparency and accountability. There are however a range

other national reform programmes that could have been be used as a platform for coordination and dialogue on social accountability.

It can be concluded that outcome 5 was too ambitious and beyond the control of Forum Syd. At the same time the weak synergies within the SAPT and the lack of an effective implementation model to share, have also contributed to the non-fulfilment.

3.6 OUTCOME 6

Progress and challenges related to “*Quality assured programme development*”:

Under this outcome, Forum Syd has organised capacity building events for its staff and partners, as well as Steering Committee meetings and annual consultations. Topics have been for example, result based management, proposal writing, gender, case story writing techniques, financial control and management. Respondents report that knowledge gained during these trainings and agreed reporting and procurement mechanisms have not always been put to practice consistently. See more under the section on Efficiency below.

4 Conclusions

4.1 EFFECTIVENESS

Effectiveness/Outcome – evaluation questions

1. What are the major outcomes achieved by the project in relation to the expected outcomes and in particular:
 - Accountability and transparency of district and ward level institutions/agents of power? Actual improvements in areas of concern to the target groups?
 - Capacity enhancement of women, youth, persons living with HIV and persons with disabilities to seek information on their rights, be assertive of these rights, organising to get a stronger voice, engaging in dialogue with institutions/agents of power, seeking assistance from supporting organisations and complaining to mandated bodies?
 - Dialogue mechanisms between rights holders and duty bearers?
 - Building an enabling environment for the social accountability concept locally and nationally – including media?
2. What has been the change in relation to baseline indicators on trust and engagement (to be specified after analysing which of the baseline indicators that seems to be most relevant and reliable)?
3. What do target groups (women, youth, people living with HIV and AIDS and people with disabilities), other community member involved in SAPT activities and duty-bearers perceive to be the most significant changes of the intervention on themselves?
4. Is the overall theory of change and results framework effective or are there some gaps? The evaluation team will (with the help of the Forum Syd, Tanzania Office) identify the key stakeholders and their respective roles, capabilities and motivations in each step of the causal pathway from activities to achievement of outputs and outcomes. Based on this this, an assessment will be made of the effectiveness of the overall strategic approaches (bottom up approaches, selection of partners, etc.
5. Are the methods used effective in delivering the expected programme outputs and outcomes? What has worked well/not worked well e.g. selecting and working through community and district based partners, organisational strengthening efforts, partners' working methods to identify and engage with target groups, formation of ward resource centres, capacity building methods used, Forum Syd backstopping, monitoring and financial support? Have pertinent adaptations made to the approaches originally proposed?
6. What were the political/institutional problems and constraints that influenced the effective implementation of the programme, and how did the project partners work to overcome these problems?

As mentioned above, SAPT can demonstrate a range of emerging outcomes in the targeted nine wards. The most important changes reported by respondents are:

- A cadre of local CSOs' leaders and SAMC members (both men and women) are empowered and have started to take action to monitor and advocate for improved government services. Some have even been elected to village councils as a result of their good efforts.

- There is emerging citizen awareness of rights, and some are starting to be assertive, asking questions and arranging demonstrations – e.g. Ukerewe and Magu.
- HIV positive groups have been empowered to access funds for gardening/income generation projects and a few individuals (men) with disabilities have been empowered to take on leadership roles. Person who have been empowered by the programme also report that they are now more respected in their villages.
- There is emerging accountability of local government authorities. The willingness to share information and engage in dialogue with citizens is increasing in targeted villages and wards. For instance, media programmes in Karagwe involved government leaders and citizens.
- There is improved dialogue between local government administration and citizens in the budget process. The decentralised model of budgetary planning is implemented in some form in all project districts. Moreover, there is increased participation of citizens in meetings and elections at village and ward levels as compared with the situation prior to 2010.
- District CSO networks have been strengthened in terms of ability to plan strategically, write project proposals and reports, perform dialogue meetings and undertake social accountability studies.

Some of these reported changes can be clearly linked to the programme activities, especially the trainings of CSOs, government stakeholders and SAMCs and the facilitation of dialogue meetings. However, there is also a trend towards enhanced general awareness outside the targeted wards. This is mainly related to the introduction of the multiparty system. Many respondents referred to the importance of CHADEMA (opposition party) activities as a key change factor. These references may have been affected by the fact that the evaluation exercise took place when a series of “political events” had just happened in the districts and in the country. It was few months since local governance elections had taken place and the ruling party lost most of seats to opposition parties. No independent comparative study between the targeted wards and the non-SAPT wards was done by this evaluation, but respondents met in the targeted wards strongly emphasise that their wards demonstrate more awareness and participation of citizens that those that were not targeted by SAPT.

While recognising the achievements, it is the view of the evaluators that effectiveness could have been much higher with a better organisation and management of the programme. Some of the challenges reported by respondents included:

- The capacities and mandates of SAMCs are still weak and there is no agreed model for their functioning and back-stopping. The use of PIMA cards is irregular and the PET is too complicated for village level monitoring. Many SAMC members are losing interest due to low success rates, lack of formal recognition by their respective village governments, limited support and unclear mandates.
- The CRCs established by the programme are not used as intended and they reach only a few. The evaluators conclude that there are more effective and cost efficient ways to provide information, paralegal services, media access and meeting

room opportunities. The limited coverage of programme (nine wards), spread over three districts in two regions makes it hard to see substantial change. There is low visibility even in the targeted wards due to lack of publicity strategies.

- Training only reaches a few individuals due to its organisation (sending few representatives to external training). There is continued dependence of ad hoc external trainings, despite availability of persons with ToT skills emerging in districts as a result of SAPT.
- Although the training is highly appreciated, training methods have been too theoretical for some groups. Methods are standardised and needs assessments and preparation of local case studies have not been undertaken in targeted districts and wards ahead of trainings. There has been little follow up and coaching after the initial training.
- PWDs are not effectively reached and included in the programme, especially women and persons who have intellectual or communication disabilities.
- Youth groups established have stagnated and become inactive. They are not sure of their role and are “left hanging” without linkages to any programmes or structures.
- The implementing partners have diverse capacities and approaches and the programme does not demonstrate a clear strategy or model that could form the basis for a scale up. Sharing of experiences is limited.
- Community radio has only been used as a method in Karagwe. Too little was done to investigate opportunities to establish community Radio in Ukerewe and Magu.
- The baseline study did not produce indicators that were meaningful to the programme and thus no follow up has been attempted. Forum Syd did not requested support from research institutions that were already undertaking citizen surveys in the related areas (e.g. REPOA)

There are also challenges which are beyond the control of the programme such as:

- Despite training, there is still reluctance of many local leaders to engage in dialogue with SAMCs and CSOs and to share information. While some officials see the SAMCs as welcome supporters in the monitoring, others still see them as a threat.
- The LGAs are unable to meet their commitments due to small disbursements from the central government (often only 30-50% of the approved budget is actually disbursed).
- At national level there is increased competition rather than increased collaboration between stakeholders involved in social accountability monitoring (donors are moving away from joint ventures).
- There is political interference to stop SAM or to use it for political purposes (by the opposition).
- The central level government accountability is low and the national support of Decentralisation by Devolution is not forthcoming as promised. For instance, LGAs do not have control of taxes; and that, such authorities cannot plan and implement their fiscal budgets without endorsement of the central government.

Although mappings have been made of other social accountability programmes (2011), opportunities have not yet been explored for programme development and synergies with other on-going development programmes (e.g. TASAF, LGRP, Foundation for Civil Society, ALAT, etc.). Focus has been on organisation of national conferences, which have not yet brought any substantial outcomes in terms of synergies and cooperation. District CSO Networks and District governments are not sufficiently involved in planning and coordination, which reduces opportunities for synergies and a wider application of social accountability monitoring in the targeted districts.

In conclusion, some emerging outcomes have been demonstrated, but results and approaches vary considerably between wards and implementing partners. The coverage is still limited in targeted wards and districts. The design of the programme with a thin geographical presence in three diverse districts in two regions has not created a critical mass in these districts. Fewer districts and/or more efficient implementation strategies would have made it possible to have a better coverage. Methods used for awareness raising and capacity development have limited reach. Synergies are not sufficiently sought. Effectiveness is therefore rather low.

4.2 RELEVANCE

Relevance – evaluation questions

7. To what extent were the programme objectives and implementation strategies consistent with rights holders' priorities, especially the targeted marginalised rights holders (i.e. women, youth, people living with HIV and AIDS, and people with disabilities)?
8. How were the target groups involved in the programme planning? Did they have influence?
9. To what extent are the actual outcomes achieved by the programme to date relevant to the specific target groups?

The objectives of the programme are very relevant both to the Tanzanian context and to the new Swedish results strategy for Tanzania. The main target groups for the new Swedish strategy are: women, children, persons with disability, and young people. Within the area of democratic accountability and transparency, the following expected results are specified:

- Increased capacity and reduced corruption in Tanzanian public administration.
- Enhanced capacity in civil society to demand accountability and increased awareness of human rights.

SAPT is focussing on exactly these target groups and results areas, making it very relevant for Sweden to include it in the portfolio.

Social accountability mechanisms and monitoring capacity at local level have great potential to contribute to democratic development and improved access to services in all sectors. Corruption is still a big problem in Tanzanian private sector and public service. Many Tanzanian laws and policies remain unknown and not implemented at the local level. SAPT has potential to contribute to a more effective local implementation of government policies and reform programmes.

Respondents confirm that access to health/water and education services are top priorities (along with economic empowerment) among all target groups. Women also mention abandonment, inheritance issues and gender based violence as priorities. The focus on capacity development of both rights holders and duty bearers is also relevant and in line with human rights based approach. Enhanced awareness of rights/legal and policy provisions and negotiation skills are highly needed among rights holders and their organisations. Enhanced understanding of responsibilities among duty bearers and a willingness to engage in dialogue is crucial for development.

However, the implementation strategies of the programme have some weaknesses that affect the relevance negatively, such as:

1. Opportunities to link the accountability monitoring to the implementation of on-going Tanzanian reform programmes (e.g. TASAF, Local government reforms, legal and policy reforms, etc.) have been missed. For example, “linking” to the recent TASAF reform would mean to systematically: a) inform marginalised citizens about their rights to get grants b) provide them with tools to apply for grants c) monitor the accountability of the grants system and enhance the social accountability competency of the TASAF officer and d) monitor that the grants are not eaten by fees for services that are supposed to be free (e.g. health and education).
2. While being highly appreciated by many participants, the capacity development modules have not been built on a needs assessment, local case studies and tailor made approaches to suit the respective districts and audiences. The target groups (women, persons with disabilities, youth and HIV positive persons) have not been involved in the programme planning. It is perceived as donor driven, even by the implementing partners, although they have had freedom to propose activities as long as they contributed to the outcomes of the programme.

3. The number of “cases” monitored by the SAMCs is small and mainly focuses on local infrastructure issues. More substantial accountability issues and policy implementation failures are not yet addressed (see example from Ukerewe in the box). So far very few results in terms of actually improved services can be demonstrated. This is partly due to the political and budgetary constraints (as explained in Chapter 1.1), but also to the approaches taken by the programme.

In conclusion, the SAPT programme is highly relevant, but it could have been even more relevant with a different organisation and implementation strategy. It should be recognised that the programme is operating in a very difficult context.

In Ukerewe it was commonly known that the Councillor in one of the wards was corrupt. According to respondents, *“this councillor is a ‘tycoon’ who owns a private dispensary while at the same time he is a chairperson of councillors’ financial committee. There are strong feelings that, some of the drugs from government hospitals are illegally channelled to his dispensary through his political and financial influence”*. According to the respondents the councillor *“is everywhere and influences everything including formation of youth and women groups and the running of SACCOS”*.

4.3 SUSTAINABILITY

Sustainability – evaluation questions

10. To what extent does the continuation of social accountability efforts in wards and districts depend on continued financial support? What is the likelihood of such financial resources for continuation of activities becoming available?
11. How robust are the institutional achievements such as governance structures and processes, policies, local and national agreements, legal and accountability frameworks?
12. What is the level of ownership of the programme among partners, local communities and target groups? What are the possibilities for a transition of the project into becoming part of the responsibilities and tasks of local partners?
13. How have social-political external factors influenced the programme negatively or positively?
14. What factors may influence replication and scaling up of programme experiences and lessons?

The programme has contributed to enhanced awareness and increased leadership and social accountability monitoring skills among participating individuals, attitudinal/behavioural change in some duty bearers and strengthened capacity of a number of CSOs. These capacities and changes in attitudes will continue to assist individuals and organisations and help them to bring about change even if the programme is phased out. Their mind-sets have been changed and their skills enhanced in a sustainable manner.

However, the new structures established by the programme (such as SAMCs and CRCs) are not yet institutionalised and sustainable. The structures lack standard operating procedures and their roles and mandates are not clear. They are still seen as belonging to Forum Syd/SAPT rather than to the communities and they are looking for “facilitation” (allowances) from Forum Syd to be able to continue operating. Only structures that are seen as useful to communities can be sustained with local resources. The added value of the SAMCs is yet to be demonstrated to the expected levels and compared to the social accountability monitoring that can be done by CSOs representing various issues or target groups (women, disability, environmental, HIV, children, etc.) and by already existing community committees (water committees, school committees, etc.).

The CRCs also need to prove their usefulness to a larger group of men and women in the community in order to be sustainable as presently their function and ownership is not clear. They need to be owned, run and sustained by the communities - introducing fees for certain services to cover maintenance and running. Possibly a private-public partnership agreement could be an alternative sustainability strategy. Presently the fees taken for computer courses, which are quite substantial, have not been used to reduce the contributions from the SAPT. In fact, CRC coordinators are not aware of the budgets provided and seem not to be in control over the utilisation of CRC. Opening hours differ a lot and does not reflect the local needs, but are rather supply driven. The added value of the CRCs (in their present form) to the social accountability monitoring agenda is not obvious.

Improvements in government attitudes and dialogue still depend on the good will of a few individuals who have participated in SAPT trainings. It has not yet been institutionalised in districts, wards and villages. Those who have been trained are still waiting for more sponsorship and allowances of the next phase of this programme instead of pursuing their district councils to start allocating specific budgetary resources for SAM activities. When trained officials are transferred to other non-project districts, nothing is left behind.

Most implementing partners have not developed a strong commitment to and involvement in SAPT, as they have other core businesses. The quality and content of their contributions to the programme vary and their potential as a future “back-bone” for the sustainability of SAPT is weak.

In conclusion, there is a need for substantial modification of the approaches taken by SAPT in order to develop a model that could be sustained locally and be brought to scale. Enabling factors for future sustainability include the multiparty system, the increased capacity of district CSO networks to engage in social accountability monitoring and the continued pressure for local government reforms and social protection programs (including TASAF).

4.4 EFFICIENCY

Efficiency and partnership

15. How much was spent on achieving each output/outcome? Did the budget make specific allocations for the various target groups to ensure their inclusion?
16. Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the objectives? Was financial management and control efficient?
17. How efficient was the organisational set-up? How has the partnership between Forum Syd and partner organisations worked? What was the added value of each participating partner, inclusive of Forum Syd (strength and weaknesses)?
18. Are there alternative organisational set ups that could increase the efficiency and/or sustainability?
19. How well was the management able to adapt to changes during the life of the programme?
20. How well did Forum Syd and partners make use of synergies, experience sharing and networking opportunities between stakeholders within and outside the programme?

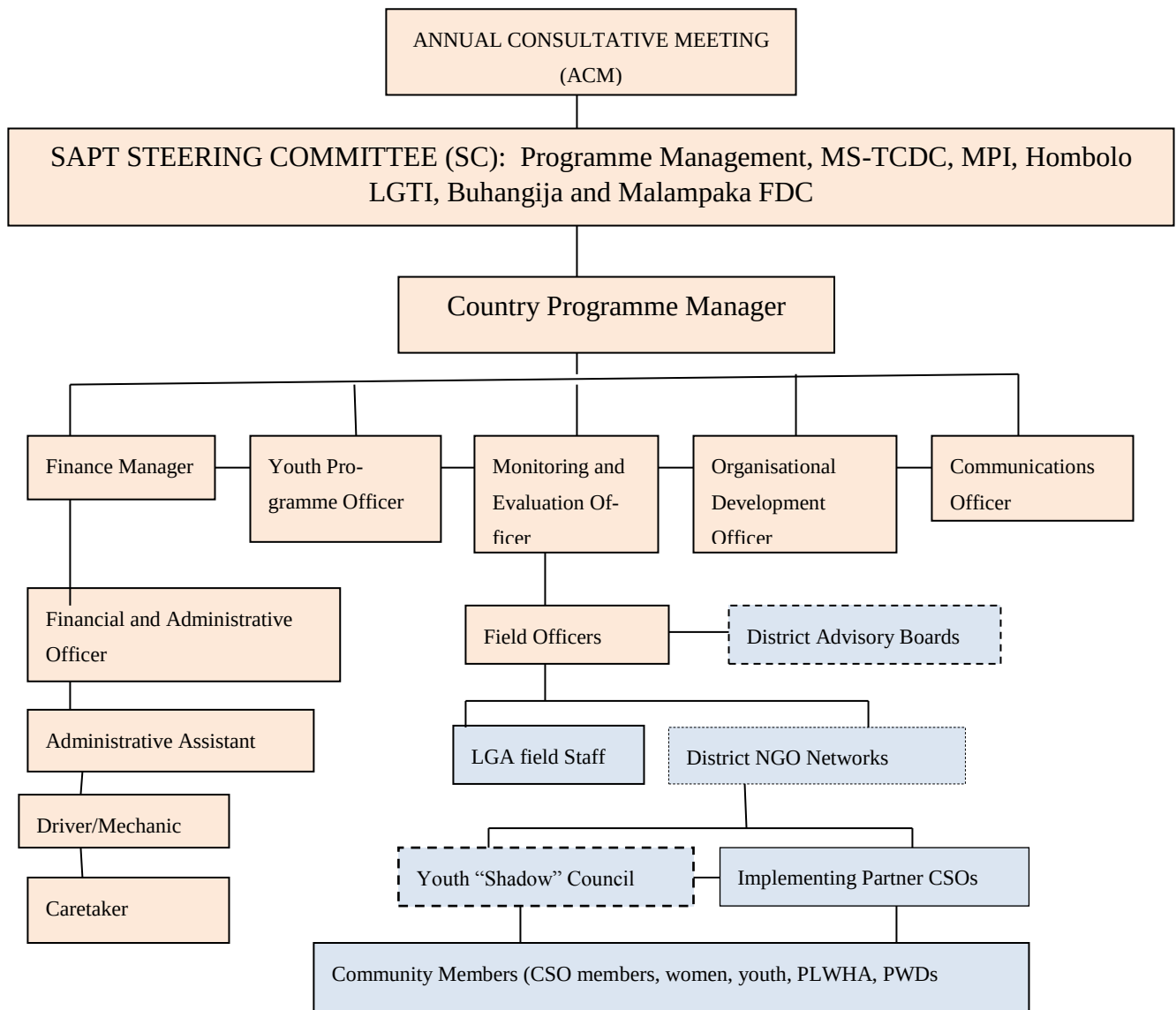
4.4.1 The role and added value of Forum Syd

Respondents agree that the added value of Forum Syd is related to the trainings and the social accountability tools provided. The focus on capacity development of both rights holders and duty bearers is seen as a unique feature of the programme and a key factor to the improved dialogue climate observed. Combining training for government officials and politicians is also mentioned as a success factor, as communication gaps and power struggles between the two groups are often a governance obstacle.

At the same time, many respondents express confusion over the role of Forum Syd as both a donor/capacity builder and implementer/local CSO. Having the funding power, Forum Syd Mwanza Office has been able to favour and disfavour partners, consultants, plans and approaches. Forum Syd Mwanza Office has played an important and active role as part of local civil society in Mwanza and the targeted districts through its district-based field officers. It is seen by most as a rich and powerful local CSO. Local partners have not been invited to participate in strategic planning, budgeting or experience exchange and learning. Despite considerable resources invested in monitoring and backstopping by Forum Syd Head Office, the developments of SAPT on the ground were not fully known and understood. Systems did not include the use of independent local consultants to assist in monitoring. Evaluations and studies were commissioned to persons who had already been involved at various stages in the programme and therefore could have a conflict of interest. Furthermore, there had been frequent staff changes in Forum Syd HO in Stockholm during the period of review, making monitoring and evaluation functions inconsistent.

4.4.2 Organisational set up

The organisational set up of the programme is complex. The evaluators were presented with a number of different organograms, none of which seemed to reflect the real situation. According to the programme document there should be an overall Advisory Board (membership unclear), a Steering Group (consisting of the Programme Management, MS-TCDC, MPI, Hombolo LGTI, Buhangija and Malampaka FDC) and three District Advisory Boards (consisting of local government officials, partner CSOs and SAPT field officers). The figure below represents the interpretation made by a previous consultant (from the evaluation undertaken in 2014) illustrating the complexity and unclear roles and the limited local ownership and involvement.



Since this organogram was developed a new position has been added, a Sustainable Environment Officer, and the Communications Officer and the Magu field officer positions have become vacant. The dotted boxes shown in the organogram are weak or not functioning as intended (judgement by previous as well as present evaluation).

The evaluators found that the organisation was not efficient for the following reasons:

- The monitoring carried out by Forum Syd was not organised in a manner that provided the Head Office with sufficient information on the actual developments on the ground. Thus, efficient backstopping and guidance could not take place.
- The Steering Committee consists of the very same training institutions that are the main recipients of the Forum Syd funding. This conflict of interest has affected the efficiency and accountability of the programme. The interest of these training institutions to reduce their role has been limited which has hampered development of ToT resources in districts and reduced sustainability. There has been no competitive bidding for trainings.
- The District Advisory Boards have mainly been used as tools for the three field officers to present SAPT plans, directives and budgets to the implementing partners. The Boards have not been used for joint planning or learning on social accountability. District officials and CSO networks report that their role and influence in the programme has been minimal. This has negatively affected efficiency (missing synergies) and local ownership. Moreover, the representation of key stakeholders in SAPT (youth, women, persons with disabilities, HIV positive persons and SAMCs) is missing in these Boards.
- The selection of implementing partners has not been based on an analysis of “fit for purpose” and the specific roles and responsibilities of implementing partners are not clearly spelt out. In Karagwe and Magu responsibilities are divided between implementing partners geographically (per ward). In Ukerewe responsibilities are divided thematically or ad hoc (partners could not specify). This organisational set up has led to rather big differences in approaches taken in different wards and by different implementing partners. Most implementing partners are implementing other programmes which are bigger in funding. Partners generally plan SAPT activities to coincide with these other programme activities, making it hard to identify the SAPT activity.
- In addition to the Implementing Partners, a full time Forum Syd field officer has been deployed in each district to support and monitor the programme. The field officers have great flexibility and are reported to engage in many side activities such as support to women and children rights organisations (Ukerewe), direct lobbying with district authorities (Karagwe) and support to other CSO related initiatives in the district. The Forum Syd country manager expressed concerns that the field officers were not cost effective as long as the programme only covered three wards in each district, but he mentioned that the planned expansion of the programme justified the positions. Moreover, the field officers’ roles in relation to those of implementing partners are poorly delineated. For example, both are supervisors and mentors of SAMCs.
- The internal organisational set up of the Forum Syd Mwanza office is highly centralised to the country manager, who delegates tasks on individual and ad hoc basis. The field officers report directly to the manager, but according to the organo-

gram they are supposed to report to the M&E officer. The monitoring and evaluation function mainly focuses on ensuring that plans and reports are received and submitted according to prescribed formats – not to check or discuss contents of these plans and reports.

4.4.3 Cost efficiency

The evaluators have made an attempt to analyse the financial reports 2010-2014 to see how much funding various outputs and outcomes have actually been used. In total some 10 – 12 million SEK per year was spent on the programme that reached only three wards in each district (16% of district population). It was found that some of the costs are not coupled with visible outputs and outcomes, for example:

- Quality assurance of the programme used 1. 4 million SEK in 2014 (and similar amounts in previous years). This has not yielded the expected outcome in terms of enhanced quality of systems and procedures. The rejected evaluation in 2014 was paid in full, despite a decision to pay less.
- The CRCs have been a heavy investment over the years in infrastructure, management, training, etc., but they are still only utilised by a few neighbouring youths coming mainly for television, internet or meetings. The country manager confirmed that the CRCs have not produced value for money. The income generated from computer classes and photocopying in CRC is not yet invested in the up-keep of the centres.
- The implementing partners, have been given around 60 000 SEK per quarter, without sufficient evidence of outputs and outcomes of these funds. When analysing Implementing Partners financial reports, most expenditures are coded as “other travelling” or “other expenses”.

It was also observed that

- The use of expensive external training institutes have continued (although less in 2014), instead of developing a cadre of district based ToTs.
- Rewards for good performance (lap tops) were given to individual leaders rather than being divided by members of the groups that performed well (e.g. the Ward Development Committee in Magu which was rewarded by SAPT).
- A number of respondents raised concerns about the accountability and transparency of the SAPT programme. A special audit was carried out in April-May 2015 to investigate these allegations.

4.4.4 Partnerships

The selection of implementing partners has not followed any systematic criteria. Some had a previous history with Forum Syd (or its members), but not all. Some are small and weak and some are strong and business-like service providers. It is also difficult to understand why in each district more than one implementing partner was selected to target only three wards. In Ukerewe for example, four implementing partners were selected, while in the other districts two partners shared the work – still without much synergies.

The variation of capacities and roles among implementing partners (as service providers, advocacy organisations or religious organisations) has affected the implementation strategies and understanding of the social accountability strategies. Strong service providers like the partners in Karagwe has treated SAPT as another service to be provided. As their organisations are based on the non-delivery of services by the government their advocacy role could become difficult. For example, there was no cooperation (rather adversary) between KCBR and the disability organisations in the district.

In Magu and in Ukerewe some of the implementing partners were weak and despite having other main objectives they became dependent implementers of SAPT. The evaluators learned that in Ukerewe one implementing partner is closing its Ukerewe office in April 2015 (Mzeituni) as it depended mainly on SAPT funding. Another partner (Emedo) has only had symbolic presence in Ukerewe and has a director who has lost funding from big donors (e.g. SNV) due to mis-management. Both these facts should have disqualified the partner as a suitable candidate for Ukerewe SAPT implementation. In Magu, one partner is a Christian faith based organisation, (HU-PEMEF) which is actively engaged in religious activities alongside the SAPT. Some respondents raised questions regarding the Christian image of SAPT and cautioned that this may deter persons of other religious to engage with SAPT. . While recognising that district level CSOs are often rather weak and that selection of good candidates may have been difficult, the evaluator finds that the lack of transparent selection criteria was problematic. It can be concluded that the selection of partners has not been efficient and they have duplicated responsibilities with the Forum Syd field officers. Few of them show a deep understanding of the underlying theory of change of the SAPT.

4.4.5 The relationship with the Swedish Embassy

Forum Syd is depending heavily on the financial support from the Swedish Embassy for the SAPT (100% of funding). Since 2013, there have been uncertainty and delays regarding the funding from the Embassy due to strategy revisions and heavy workloads. These delays have made it difficult for Forum Syd to work efficiently and to invest in revised approaches and new ideas. Forum Syd refers to this situation as an “extension deadlock”.

In 2013, the Embassy adopted a new strategy for Tanzania, which is very much in line with the focus of SAPT. Despite this, no firm commitment was made towards the programme. In 2014 and 2015, a new strategy for civil society support has been in the process of being developed by the Embassy. The strategy says that a limited number of long-term core supports will be provided through agreements with domestic/national (and as far as possible membership based) Tanzanian CSOs, which have outreach to local levels and with a clear capability/role of being policy/advocacy agent at national level. These requirements could possibly be accommodated with a revised organisation of SAPT, with an anchorage in the Policy Forum or ALAT (national level) and the District CSO Networks.

The evaluators conclude that the delays in decision making by the Embassy and the limited strategic level dialogue between Forum Syd and the Embassy have contributed to the observed inefficiencies of the programme.

4.4.6 Conclusion efficiency

The organisation of the programme was not efficient, the resources were not strategically used to reach the objectives, the added value of the implementing partners is questionable, the management in Mwanza did not facilitate learning and adaptation of the programme and synergies were not sought within or outside the programme. The delayed decision making of the Embassy also contributed to the low efficiency.

4.5 HUMAN RIGHTS BASED APPROACH

Human rights based approach, gender equality and poverty reduction - evaluation questions

21. To what extent has the programme applied a human rights based approach in processes and design i.e. transparency, accountability, participation, gender equality/awareness and non-discrimination? (internal application of HRBA)
22. How have the principles of transparency, accountability, participation, gender equality/awareness and non-discrimination translated into practice by CSO partners and targeted LGA institutions (external application of HRBA)? For example, to what extent has the programme influenced inclusion (into LGAs' structures, practices and budgets) of the rights of PLWHA, PWDs, children, etc. as indicated in the sectoral policies and specific laws?

4.5.1 The design and application

The programme design is indeed based on an explicit human rights based approach, focussing on empowerment of the most marginalised groups and building the capacity of duty bearers to fulfil their duties and be accountable and transparent. Unfortunately, there have been some gaps in terms of the practical application of accountability, transparency and participation, mainly due to the organisation of the programme.

In terms of non-discrimination it was noted that HIV positive groups have indeed been empowered by SAPT to speak for themselves, while PWDs are still mainly treated as beneficiaries of services. The PWDs (visually impaired, mobility impaired and persons with albinism) have been supported to organise only in Magu, and women have been supported to organise only in Ukerewe. Both initiatives are not clearly linked to SAPT. Youth Shadow Councils are still in limbo without having any specific role and the youth driven SACCOs have become dormant due to lack of technical support and funding.

Gender equality has been observed through application of quotas in Forum Syd staffing, in trainings and in SAMCs and Youth Shadow Councils. Participation in meetings and trainings is consistently analysed according to gender. Some paralegals have focussed on assisting women to claim their rights to land, self-determination and inheritance. However, gender equality has not been considered as an issue in the disa-

bility and HIV positive groups. While women with disabilities are almost invisible, HIV positive groups are almost only consisting of women and attract very few men.

In Tanzania, local government budgets (from collection of development levies/ own revenue sources) are required to set aside 5% for youth and 5% for women. There have been some efforts by youth groups to access these funds, but there is no systematic effort by SAPT to monitor the use of these funds. There are also some funds earmarked for HIV prevention and medication (in health budgets). The HIV positive groups have been able to access these to some extent. There are no funds earmarked for persons with disabilities, but there are laws and policies stipulating their right to education and health care. Despite this, limited efforts were made by SAPT to monitor these rights (except some advocacy in Magu). Services for persons with disabilities are still reliant on CSO charity, and even disability organisations seek (and apply for funding for) segregated solutions rather than advocate for inclusion.

4.5.2 Results framework

The result framework is based on a human rights based analysis, but is insufficiently developed to address contextual and structural obstacles to fulfilment of rights. Its result areas are overlapping and provide limited guidance to the programme. There is a need for a more systematic results framework related to expected outcomes for rights holders' and duty bearers' respectively. The expected outcomes (which were rather vague) were realistic for a 3-year pilot, except for the expectations of national cooperation and synergies.

4.5.3 Conclusion HRBA

In conclusion, the programme has managed to fulfil its aspirations only to some extent. Despite a well-developed theory of change and a plausible results framework to guide the programme, the implementation has not been organised and managed according to HRBA principles. As explained above, there are deficits in participation, accountability and transparency. For example, the steering committee of the programme did not consist of independent experts but rather of the main beneficiaries of the Forum Syd funding for the programme (the training institutes). Some of these (the FDCs) were individual consultants rather than institutions. The monitoring and evaluation function of the programme focussed on formalities rather than content. Minutes also reveal that partner meetings are not held regularly and that they mainly focus on informing partners of Forum Syd plans and budgets. Moreover, such meetings do not have target group representations.

The role of Forum Syd as a combined donor, local implementing NGO and social accountability programme is problematic. Forum Syd has been funding and monitoring its own implementation. Since 2013, there has been stagnation of the programme and no developments have taken place. This stagnation is largely influenced by delayed decision making by the Embassy.

5 Lessons learnt

The most important and interesting general lessons are the following

1. New structures are difficult to sustain (e.g. SAMCs and CRCs established by Forum Syd) and tend to be viewed as foreign rather than “our/community programme”. When new structures are established, the formal and financial ownership must be anchored in existing local structures from the onset.
2. Interventions must be based on a proper context and power analysis and not just import “good models” that work elsewhere. This includes analysis of other ongoing development processes, consideration of the specific needs of communities and target groups in question and involvement of these groups from programme design stage. Such involvement also reinforces a sense of ownership among community members and increases the likelihood for sustainability of the programme.
3. Seeking synergies with other development processes and programmes is essential for effectiveness. In the Tanzanian case there are a number of reform programmes targeting district level governments which are highly relevant to social accountability monitoring. There are also a range of other SAM initiatives (as mentioned in the mapping carried out by Forum Syd) which could enhance learning. Finally, there are research institutions (e.g. REPOA) that could be useful in assisting with baseline and monitoring data and international organisations (e.g. World Bank and IDEA) that could contribute with international experiences.
4. International organisations (such as Forum Syd) need to separate themselves from implementing roles and be aware of the power of funding and the risk of out-crowding of local CSOs (as reported by Mwanza Policy Initiative).
5. M&E systems often focus too much on fulfilling formal reporting requirements and ticking activities. It is essential to monitor outcome level results and engaging in dialogue with partners around effectiveness, relevance, efficiency and sustainability. It is also important not to rely on a single information channel (i.e. the partner and its executive).
6. Effective implementation of a social change programme (even of a pilot) requires a “critical mass” and inclusion of a range of stakeholders. A pilot programme which is too small in reach (e.g. number of persons from demand and supply side) and coverage (geographic area) cannot provide a viable pilot. This means that the basis for decisions on bringing the pilot to scale is lacking.
7. Dependence on one donor creates difficulties when funding decisions are delayed or withdrawn. Forum Syd needs a more diverse funding base.

8. Swedish Embassies could play an important role as facilitator of networking and synergies between supported programmes to enhance a coordinated and effective Swedish effort.

6 Recommendations

The programme is based on a human rights based theory of change which is very relevant to the Tanzanian context and the Swedish results strategy for Tanzania. Despite its poor organisation and management, it has achieved some substantial results and provided valuable lessons. The evaluators believe that the programme deserves a second chance to prove that the bottom-up model can work and be sustainable. However, the implementation structure of the programme has to be reformed at all levels. In the next phase, SAPT should concentrate on sustainability and scale up of the programme in the current districts to demonstrate a viable district model. It is recommended that:

1. Forum Syd Tanzania office should develop clearer roles as facilitators rather than implementers and improve its M&E systems. The office should be staffed with sufficient M&E and thematic expertise in e.g. disability, gender equality, environment and social accountability to provide guidance and back stopping to SAPT pilot districts and facilitate linkages to the national and regional level developments and actors. Research institutions could be better utilised in support of M&E.
2. The District CSO Networks (umbrellas) should be selected as the key partners for the programme in each district and supported to develop the needed capacity to perform the leading role. The implementing partners should perform activities on the same conditions as other CSO members of the District Networks.
3. The National Steering Committee of SAPT should consist of local experts/stakeholders that have an interest in the programme and can contribute advice but are not dependent on funding from the project. SAPT at district level should be guided by District Coordination Committees consisting of the District CSO Networks, District planning officers, other relevant officers and representatives of the specific target groups appointed by their own networks. Forum Syd could take an advisory role.
4. The results framework should be revised to be more realistic and to reflect the expected outcomes among duty bearers and rights holders respectively in a more systematic manner. This could include for example
 - a. Formation and enhanced capacity of district level networks for women, youth, persons with disabilities and HIV positive persons so that they can systematically monitor government budgets and policies established for their respective groups and sustain their operations as self-advocacy groups

- b. Enhanced capacity of District CSO Networks (umbrellas), so that they can take on a more active role in the coordination and implementation of SAPT
 - c. Enhances awareness of political leaders and officials in the district of their responsibilities and demonstrated willingness to be transparent and engage in dialogue with CSO networks and citizen groups to plan, implement and monitor social programmes
 - d. Enhanced capacity of existing formal community committees (school, water, women, children etc.) to perform successful social accountability monitoring.
- 5. The programme should be better linked to the implementation of government policies and local government reforms (aimed at improving the situation of poor and marginalised groups) in order to systematically monitor their implementation. For example, “linking” to the recent TASAF reform would mean to systematically: a) inform marginalised citizens about their rights to get grants b) provide them with tools to apply for grants c) monitor the accountability of the grants system and enhance the social accountability competency of the TASAF officer and d) monitor that the grants are not eaten by fees for services that are supposed to be free (e.g. health and education).
- 6. SAPT should provide social accountability awareness raising to all district and ward politicians and officials (supply side) on-site in the districts, based on a careful district needs/context analysis.
- 7. Social accountability monitoring should be provided to a wider range of district CSOs, CBOs and community committees (health committees, school committees, water committees, women committees etc.). Special efforts should be made to provide the SAM tool to women, youth, disability and HIV positive organisations/groups and to support these groups to organise inclusive district networks.
- 8. A pool of ToTs should be established at district level (persons from various CSOs and groups) combined with allocation of adequate and timely availing of resources and tools for implementation. Effective monitoring/learning mechanisms should be put in place to ensure relevant training and coaching according to an agreed plan. Institutes such as Policy Forum and MC-TCD could support this.
- 9. Alternatives to formal training should be better explored and more frequently used for example drama and community radio - with performances from the women, youth, persons with disabilities and HIV positive groups.
- 10. Social accountability should be introduced as an integral part of the training courses for LGA at the Hombolo training institute and the ALAT, with potential for scale-up and adoption by like institutions in the country. More systematic efforts should be taken to create harmonisation, a common understanding and joint

learning on social accountability monitoring in Tanzania, including linkages to Global initiatives¹⁴ and Swedish IDEA.

11. The SAMCs should have Standard Operating Procedures guiding their composition, roles and responsibilities and they should have a formalised back up system that can assist them with funding/logistics/capacity building and technical support when problems occur. This back up could for example come from the District CSO Networks, which in turn could make use of expert CSOs in various policy areas.
12. The Community Resource Centres should be replaced by alternative, more efficient methods to provide citizens with information, media access, meeting opportunities and paralegal services (a private public partnership model could be investigated as an alternative).
13. When using competitions to motivate stakeholders to perform well, prices and rewards should be given to groups and not only to individual leaders (as was practiced in SAPT).
14. Forum Syd HO in Stockholm should develop its systems and practices for monitoring of country programmes (e.g. reviewing the composition and ToR of steering committees, systematically engaging local consultants with contextual/language knowledge to support in monitoring, arranging informal meetings outside the prepared field visit agenda and meeting stakeholders who are not directly targeted) and review its mechanisms for internal and external complaints and whistle blowing.
15. Forum Syd should intensify efforts to diversify its funding to reduce dependence on Sida.
16. The Embassy should address the underlying causes of the delays in decision making and consider developing its role as partner and facilitator of supported CSO initiatives.

¹⁴ <http://www.thegpsa.org/sa/>

Annex 1 – Terms of Reference

End of Programme Evaluation of Forum Syd's Social Accountability Programme in Tanzania (SAPT) 2010-2014

1. Background

In May 2013, Sweden adopted a new Result Strategy for the development cooperation with Tanzania for the period 2013 – 2019. The strategy aims to contribute to conditions for sustainable growth in Tanzania that provide people living in poverty with better opportunities to support themselves by obtaining work and starting and running productive businesses. Sweden's development cooperation activities in Tanzania will contribute to developing agricultural markets and increasing access to sustainable energy, as well as to improving education and increasing entrepreneurship. Sweden's development cooperation activities will contribute to local democratic accountability and greater awareness of human rights. The main target groups are women, children, and young people.

Within the area of democratic accountability and transparency, the following results are specified:

Result 3: Strengthened democratic accountability and transparency, and increased awareness of human rights:

- 3.1 Increased capacity and reduced corruption in Tanzanian public administration.
- 3.2 Enhanced capacity in civil society to demand accountability and increased awareness of human rights.

Swedish support and collaboration with civil society actors and the active promotion of free and independent media has a long history and has remained a strong position throughout the years. The support to the civil society has been seen as complementing the Swedish budget support for implementation of the Mkukuta (poverty alleviation strategy), by strengthening citizens to demand their rights to have well-functioning social services to alleviate poverty.

2. Social Accountability Programme in Tanzania (SAPT)

The implementing partner Forum Syd is a Swedish non-governmental membership-based organization founded in 1995. Forum Syd has 150 Swedish members and partnering with over 200 civil society organizations and networks worldwide.

Forum Syd has been implementing a "Social Accountability Program in Tanzania" (SAPT) during the period 2010-2014 and with funds from Sida. The End of Programme Evaluation will provide important learnings and feed back to the development of a new programme phase. Forum Syd manages the SAPT programme from the Country Office in Mwanza, Tanzania. The programme targeted nine wards which constitute only 16% of the total wards in Ukerewe (24) and Magu (12) Districts in Mwanza Region and in Karagwe (22) District in Kagera Region. It is implemented in

partnership with ten Tanzanian civil society organisations, local government authorities, Hombolo Institute of Local Government and MS-TCDC.

The two major problems the programme aimed to address were: 1) limited access to knowledge and influence of citizens (rights-holders) in decision-making processes at all levels in Tanzania and 2) limited capacity of politicians and leaders (duty-bearers) in democratic governance and community engagement, leading to ineffective delivery of public services.

The programme objective of SAPT is thus to increase voice, information and negotiation/influence of citizens at district and ward level, in order to enhance local government accountability, with a special focus on women, youth, people living with HIV and AIDS and disabled.

The programme implementation was structured to achieve the following six outcomes:

Outcome 1: Improved bridging between citizens and local leaders through enhanced enabling legal, political, socio-cultural and economic environment – with special focus on participation of marginalised groups.

Outcome 2: Strengthened demand and supply side of accountability at district and ward level.

Outcome 3: Increased democratic credibility and accountability of participating local civil society organisations – Internal organisational strengthening.

Outcome 4: Increased capacity of existing networks and umbrella lobby organisations at district level to become an effective link between the community and the national level.

Outcome 5: Harmonized and synergized social accountability initiatives with an Alliance Group/PF advocating and influencing Development Fund effectiveness agenda in Tanzania.

Outcome 6: Quality assured programme development.

3. Purpose of the Evaluation

This end of programme evaluation is intended for both learning and accountability purposes. The evaluation is expected to provide an independent objective and systematic assessment of the programme that will inform Forum Syd, Sida (the donor), implementing local partner organizations and, importantly, also target groups, about the performance of the programme. The evaluation is also expected to provide credible and useful lessons-learned and recommendations to inform discussions and decisions concerning a second phase of the evaluated programme.

The evaluation is expected to assess the performance of the programme against key evaluation criteria: relevance, effectiveness, efficiency, sustainability, and outcome results.

The evaluation report will be shared with the key stakeholders of SAPT: Sida, implementing partners and rights holders, including the duty bearers involved in the programme work. In addition it will be shared with other donors and non-governmental and governmental actors interested in the field of social accountability and active in its promotion.

4. Stakeholder involvement

The evaluation is expected to involve all programme stakeholders and especially the rights holders in the evaluation activities (data collection and validating of findings) in a participatory and inclusive way. The following are the programme stakeholders:

- I. Donor organization, i.e. Sida through the Swedish Embassy in Dar es Salaam.
- II. Forum Syd staff who are/were involved in the programme design, management and implementation and the Country Office in Tanzania and at Forum Syd Head Office (as deemed relevant by the consultant).
- III. The demand side of accountability:
 - Implementing civil society partner organizations - SAPT works together with eight local partners, one district platform (Mwanza Policy Institute) and one training institute (MS-TCDC). Relevant staff (management and community facilitators) should be consulted.
 - Rights holders: targeted group of the SAPT: women, youth, people living with HIV and AIDS and people with disabilities.
 - The institutions/groups/community-based organizations formed or supported by the programme: Community Resource Centres (CRCs), Social Accountability Monitoring Committees (SAMCs), Youth Shadow Councils (YSC) Ward Committees on Gender ('Kamati za jinsia za Kata') established mainly in Karagwe District and District Networks.
 - Strategic partners/consultants of SAPT: Policy Forum in Dar es Salaam.
- IV. The demand side of accountability – duty bearers at the following levels: ward, village council, district and national (MPs), African Parliamentarians Network Against Corruption (APNAC) platform and Hombolo Local Government Training Institute.

Sida and Forum Syd shall be able to comment on the draft evaluation report. Implementing partner organizations will also participate in an evaluation workshop when they will have the possibility to give feed-back on the draft evaluation report to the evaluator(s). Partner organizations (implementers and strategic) need to consult and reflect the views of their actual target groups in the feed-back provided to the evaluation.

5. Evaluation questions and criteria

The evaluation is expected to assess the program design, implementation and results according to the five principal evaluation criteria: relevance, effectiveness, efficiency, out-comes and sustainability. Specific questions about the partnership approach are included because this is an important instrument of change in Forum Syd's theory of change.

5.1 Relevance of Design and Strategy

5.1.1 Strategic Planning and Design

This includes an analysis of program design and implementation approaches used by the program, its management framework, the project's adaptation to changing conditions (adaptive management), the performance of the implementation arrangements and partnerships, relevance of changes in project design, and overall performance of program management. The evaluation will:

- a) Assess, in retrospect, whether the programme objectives and implementation strategies were consistent with rights holders' priorities based on locally identified and prioritized needs.
- b) Assess whether the programme objectives were realistic, given the time and budget allocated to the programme, the baseline situation and the institutional context in which the project was to operate.
- c) Establish and verify the over-riding aim and strategy of Forum Syd SAPT programme.
- d) Assess the strength and weaknesses evident in the strategy, design and planning of Forum Syd SAPT Programme.
- e) Ascertain to what extent the project implementation mechanisms outlined in the program document have been followed and were effective in delivering program outputs and outcomes. Were pertinent adaptations made to the approaches originally proposed?
- f) Is the intervention consistent with the actual realities and living conditions of the targeted marginalized rights holders (i.e. women, youth, people living with HIV and AIDS, and people with disabilities)? Does the intervention address the needs and priorities of the target groups? Were they involved in the programme planning? If yes, how? If no, why?
- g) Evaluate the effectiveness and efficiency of program management by Forum Syd, Program Office and how well the management was able to adapt to changes during the life of the program.
- h) Identify operational and political/institutional problems and constraints that influenced the effective implementation of the program, and how the project partners tried to overcome these problems. How did the relationship between the project management team (Forum Syd) and the local executing agencies (partners) develop?

5.1.2. Institutional and Operational Context

- a) What aspects of the operational structure of Forum Syd SAPT programme can be regarded as being particularly strong or weak?
- b) How could the programme have been structured differently to enhance its impacts?
- c) To what extent the program worked in a rights based way? How the program promote and provide evidence on existence of transparency, accountability, participative, gender awareness and non-discrimination practice in the program areas?

5.2 Analysis of Out-comes

The evaluation is expected, on a sample basis, to look at the totality of the out-come results of the programme, positive and negative and unintended effects.

- a) What do target groups (women, youth, people living with HIV and AIDS and people with disabilities), other community member involved in SAPT activities and duty-bearers perceive to be the most significant changes of the intervention on themselves?
- b) Have results (effects of activities and outputs) affected women and men differently? If so, why and in which way?
- c) What effects (expected/unexpected) have the interventions had on gender relations, gender participation and inclusion in decisions, if any?

- d) How has the program contributed to influence the enabling environment of Social Accountability and quality service delivery?

5.3 Programme Effectiveness

The evaluation is expected to assess to what extent the expected results of SAPT (programme objective and outcomes, as defined in the final version of the programme log frame) were achieved. The evaluation should also investigate the causes for achievement or non-achievement and analyze whether there is enough evidence to suggest that the results achieved can be attributed to the programme activities. The evaluation team should consider the following:

- a) Assess the quality of the program log frame (original and possible updates) as a planning and monitoring instrument; analysis, compare and verify correspondences between the original log frame in the program document, possible revised log frame and the log frame used in program implementation reports to report progress towards achieving program objectives.
- b) To what extent has baseline information on performance indicators been collected and presented in a clear manner? Was the methodology for the baseline data collection explicit and reliable?
- c) To what extent has the programme achieved the expected objectives defined in the logical framework of the programme, as a result of the activities implemented as part of the programme? What factors led to achievement or non-achievement of results?
- d) Have the methods and approaches of work with women, youth, people living with HIV and AIDS and people with disabilities been effective? What worked well and what could have been done better?
- e) Which delivery mechanisms have contributed significantly to the effectiveness of SAPT (e.g. methods/approaches, human resource capacity, stakeholders' inclusion and participation and partnerships, community empowerment, trainers training, policy change, financial provision etc.)?
- f) Are there specific indicators in the log frame for each of the program objectives? Are the indicators measurable, attainable (realistic) and relevant to the objectives?
- g) The capacity development of local partner organizations, target groups at community level and also duty bearers was a key activity of SAPT. To what extent were the capacity building activities effective in reaching the programme objectives? What worked well and what could have been done better?
- h) SAPT planned to use a dialogue oriented approach supporting and enabling significantly increased interaction and dialogue between rights holders and duty bearers. How effective was this approach? What are the strengths and weaknesses? What has been its specific added value, if any?

5.4 Programme sustainability and replication

Sustainability is understood as the probability of continued long-term programme-derived results and impacts after the external funding and assistance ends. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of benefits. Some of these factors might be direct results of the programme while others will include contextual circumstances or developments that are not under control of the programme but that may condition sustaina-

bility of benefits. The evaluation should ascertain to what extent follow-up work has been initiated and how programme results will be sustained and enhanced over time. Replication is defined as lessons and experiences coming out of the programme that are replicated (experiences are repeated and lessons applied in different geographic areas) or scaled up (experiences are repeated and lessons applied in the same geographic area but on a much larger scale and funded by other sources). The evaluation will assess the approach adopted by the programme to promote replication effects and appreciate to what extent actual replication has already occurred or is likely to occur in the near future. What are the factors that may influence replication and scaling up of programme experiences and lessons?

The evaluation is expected to assess the programme according to the following aspects of sustainability.

- a) Financial resources. The evaluation of financial resources requires assessment of the quality and effectiveness of financial planning and control of financial resources throughout the programs period. The assessment will look at actual program costs by activities compared to budget (variances), financial management (including disbursement issues to implementing partners), and co-financing (if any). The evaluation team will:
 - i. Determine to what extent the continuation of programme results and the eventual impact of the programme is dependent on continued financial support.
 - ii. Consider the likelihood that adequate financial resources for continuation of activities will become available.
 - iii. Consider any financial risks that may jeopardize sustenance of programme results and onward progress towards impact.
- b) Institutional framework. How robust are the institutional achievements such as governance structures and processes, policies, local and national agreements, legal and accountability frameworks etc. required to sustaining programme results and to lead those to impact on human behavior, governance systems and environmental resources?
- c) Socio-political (external) factors. Are there any social-political external factors which have contributed to influence change along the pathways, whether one result has led to the next? These external factors are either drivers (when the project has the certain level of control) or assumption (when the project has no control).

Stakeholder engagement and public awareness. The evaluation team should be able (with the help of Forum Syd, Tanzania Office) to identify the key stakeholders and their respective roles, capabilities and motivations in each step of the causal pathway from activities to achievement of outputs and outcomes. The evaluation team should look at three related and often overlapping processes: (1) information dissemination between stakeholders, (2) consultation between stakeholders, and (3) active engagement of stakeholders in program decision making and activities. Special attention should be drawn to the approach (es) used to identify and engage stakeholders in program design and implementation.

- d) Partner's ownership to the program: The evaluation should assess the performance, engagement of local communities and target groups, responsibility and sense of ownership of the partners involved in the program as well as Forum Syd's ability to provide adequate support to program execution, including the degree of cooperation received from the various institutions involved. Based on this, the evaluation team should also reflect on the possibilities for a transition of the project into the full responsibilities and running of local partners.

5.5 Efficiency

The evaluation will look at the extent to which the costs of a development intervention can be justified by its results, taking alternatives into account.

- a) Was the use of resources cost-effective, i.e. could the intervention have been implemented with fewer resources without reducing the quality and quantity of the results? Could similar results have been achieved at lower costs?
- b) What are the obvious constraints in terms of human and financial resources from what you can see of how programme has been operating? How might these be addressed?
- c) Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve gender-related objectives? How much resources were spent on male and female target groups? How does this compare to the results achieved for men and women?

5.6 Partnership

- a) How has the partnership between Forum Syd and partner organizations worked? Have Forum Syd values such as good partnership and accountability translated into practice adding value to the programme?
- b) How have the strategic programmes plans, monitoring and management systems, and agreements of SAPT promote participation of stakeholders and included them (especially the rights holders) in decision making?
- c) What was the achieved degree and effectiveness of collaboration and interactions between the various programme partners and stakeholders during the implementation of the programme?

6. Recommendations and lessons learnt

The evaluation is expected to provide evidence-based recommendations and lessons learnt with regard to:

- Changes/adjustments in the programme focus, strategies and methods of work and/or mode of operation that could potentially bring more effective, relevant and/or sustainable results in potential future phases of the programme or if the programme is replicated elsewhere.
- How Forum Syd and partner organisations can improve strategies of work in order to reach effective results for women and gender equality.
- How Forum Syd and partner organisations can improve strategies of work with target groups in order to more effectively reach the expected objectives.
- How Forum Syd and partner organisations can improve strategies of work with duty bearers in order to more effectively reach expected objectives.

- The capacity development of partner organisations - are there methods that could be more effective in delivering expected results?

7. Methodology

The consultant should propose methods for data collection (including for sampling and stakeholder involvement) and data analysis in the tender document submitted to Sida. The consultant(s) selected for this evaluation will then have the possibility to refine the methodology for collection of primary and secondary data, after carrying out a desk review of programme documents and based on the findings from this (a list of programme documents for desk review is provided in Annex 3). A detailed description of the refined methodology (including detailed plan for stakeholder involvement) must be included in the inception report. The inception report is subject to comments and approval by Sida and Forum Syd before data collection in the field can start.

Methodological considerations

The evaluation is expected to use participatory methodology and an evaluation approach and data collection and analysis methods that are human rights-based and gender sensitive. The evaluation should include all relevant stakeholders, as indicated in section 3 of these Terms of Reference. The evaluator(s) should ensure that data collection is scheduled at times and locations that are context and cultural sensitive and will not exclude certain stakeholders (and especially rights holders: women, youth, people living with HIV and AIDS and people with disabilities) from participating in the evaluation. Multiple methods for data collection and multiple sources of data to allow triangulation (validation) of findings should be employed; preferably with analysis of both quantitative and qualitative data.

The evaluation data should be disaggregated by sex, age and other relevant groupings. The evaluator(s) should ensure that the specific rights holders themselves (women, youth, people living with HIV and AIDS and people with disabilities) are asked what the results/effects of the programme are on them and that their voices and opinions are presented in the evaluation report. The evaluation report should objectively and impartially reflect the perspectives of all major stakeholders and make sure that no particular perspective or point of view is given precedence without explicitly saying so.

8. Key evaluation principles and values

- a) Evaluation findings and judgements should be based on sound evidence and analysis, clearly documented in the evaluation report. Information should be triangulated (i.e. verified from different sources) to the extent possible, and when verification is not possible, the single source will be mentioned. Analysis leading to evaluative judgements should always be clearly spelled out.
- b) In attempting to attribute any outcomes and impacts to the programme, the evaluator(s) should consider the difference between what has happened with and what would have happened without the project. This implies that there should be consideration of the baseline conditions and trends in relation to the intended programme outcomes and impacts. If adequate information on baseline conditions and trends is lacking, this should be clearly highlighted by the evaluator(s), along with any assumptions made by the evaluator(s) when judging programme performance.

- c) As the purpose of this evaluation is to inform a possible second phase of the programme where scaling up is considered, particular attention should be given to learning from the experience. Therefore, the “Why?” question should be at forefront throughout the evaluation exercise. This means that the consultants must go beyond the assessment of “what” the project performance was, and make a serious effort to provide a deeper understanding of “why” the performance was as it was (i.e. of processes affecting attainment of results). This should provide the basis for the lessons drawn and for the recommendations suggested. The usefulness of the evaluation will be determined to a large extent by the capacity of the consultants to explain “why things happened” as they happened and are likely to evolve in a certain direction, which goes well beyond the mere review of “where things stand” today.

9. Composition of the assessment Team

The composition of the team should possess a mix of evaluative skills and thematic knowledge, a minimum of two consultants, includes professionals from the country concerned and, if possible, has a gender balance. One of the members shall be Team Leader.

The following minimum joint qualifications and experience are required:

- a. Possess an advanced degree in Sociology, Anthropological studies, Political Science, Development Studies, Governance and Democracy, Gender and/or other related fields.
- b. Minimum 5 years demonstrated experience in successfully conducting evaluation studies of interventions in similar geographical contexts and thematic areas (governance, human rights and democracy, accountability).
- c. Experience in working with civil society organizations, preferably in East Africa.
- d. Demonstrated strong skills in social research methodology (both quantitative and qualitative data collection and analysis) and conducting evaluations with a participatory approach.
- e. Experience in social accountability, especially developing and/or evaluating social accountability interventions will be considered an added advantage.
- f. Strong knowledge of the contemporary development agenda, especially Rights Based Approach (RBA) and gender issues.
- g. Proven analytical skills, ability to write and review technical reports and manage diverse sources of information.
- h. Excellent report-writing skills and fluency in English. Knowledge of Kiswahili will be considered an added advantage.
- i. Competencies in financial evaluation & analysis would be considered an added advantage.
- j. All members: Fluency in spoken and written English.

As this is an independent evaluation, the evaluator(s) should be independent of the programme and have no stake in the outcomes of the evaluation. A gender balanced and culturally diverse evaluation team that makes use of national/regional evaluation expertise will be considered an advantage.

10. Reporting and timeframe

The evaluator(s) is expected to produce the following deliverables:

- An inception report, including a description of the methodology to be employed, stakeholder involvement and detailed work plan before 21st of January 2015. The inception report must be approved by Sida before the field work can start.
- A draft evaluation report, adhering to the instructions below and to the structure in Annex 2 should be submitted to Sida no later than: 18th of March 2015. The draft evaluation report will be assessed against standard quality criteria for evaluation reports .
- Delivery of a workshop for presentation of preliminary evaluation findings and conclusions during a seminar with Sida and Forum Syd and implementing and strategic partners and other stakeholders (including duty-bearers).
- Presentation of preliminary evaluation findings and conclusions during a seminar with Sida and other development partners.
- Final evaluation report, adhering to the instructions below and to the structure in Annex 2 should be delivered to Sida no later than 7th of April 2015, in two hard copies and electronically.

The draft and final evaluation report should adhere to the following:

- Should be of maximum 30 pages long, excluding the Executive Summary and Annexes.
- Should be written in English and adhere to the terminological conventions of the OECD/DAC Glossary on Evaluation and Results-Based Management.
- Should follow the structure presented in Annex 2.

11. Contact persons

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Annex 2 – Inception report

1 Introduction

This Inception Report aims to further elaborate on the approach set out in Indevelop's proposal for the "End of Programme Evaluation of Forum Syd's Social Accountability Programme in Tanzania (SAPT) 2010-2014".

The purpose of this document is to reflect on the evaluation questions and scope provided in the Terms of Reference (ToR), elaborate the methodology, devise a realistic work plan and serve as a tool for the future management of the evaluation process. The report has been prepared based on a preliminary review of documents – in particular the Forum Syd's project documents, annual reports, baselines, strategies, reviews and previous evaluation. It has also taken into account the suggestions and advice provided in the dialogue with Forum Syd and the Embassy of Sweden during the inception phase.

The report consists of 6 chapters. Chapter 2 provides an overview of the assignment at hand; Chapter 3 summarised the preliminary desk review; Chapter 4 proposes the focus and a set of revised evaluation questions; Chapter 5 elaborates on the methodological approach and discusses evaluation techniques that the Team intends to employ. The final chapter contains the team's work plan.

Annex 1 contains the evaluation matrix tool to be applied by the Team.

2 The Assignment

The objectives of the evaluation as defined by the ToR are as follows:

1. The evaluation is intended for both learning and accountability purposes. This includes both *vertical and horizontal* accountability, i.e. the vertical donor relationship and also the horizontal accountability towards the rights holders that have been part of the programme and all those that have contributed whether be it in time/resources as volunteers.
2. The evaluation is expected to provide an independent objective and systematic assessment of the programme that will inform Forum Syd, Sida (the donor), implementing local partner organizations and, importantly, also target groups, about the performance of the programme.
3. The evaluation is also expected to provide credible and useful lessons-learned and recommendations to inform discussions and decisions concerning a second phase of the evaluated programme.

By assessing relevance, efficiency, effectiveness, sustainability as well as outcomes (in terms of changed behaviours and actions taken by rights holders to claim rights, changed behaviours and actions taken by duty bearers to fulfil and protect rights and improved mechanisms for dialogue) the evaluation is expected to generate relevant findings, lessons, and recommendations which will inform future programme design and strategies.

3 Initial desk review

In the effort to streamline the evaluation questions, the team undertook a preliminary review of the documents. Along with the information gathered from the initial interviews with Forum Syd and the Embassy, this led to a number of *tentative* findings that the team has taken into consideration in the elaboration of the evaluation approach, such as:

- The **baseline study** has no data related to the performance and practices of duty bearers and no indicators reflecting voice and influence of citizens. There is no disaggregated data for the various target groups. The baseline data is mainly quantitative (percentages). A few of the indicators are however related to citizen participation and their perception of capacity and credibility of CSOs and private sector. This latter baseline data could be used to assess the broader effects of the programme.
- Forum Syd's **theory of change** is clearly spelled out in the programme document from 2009. It is based on the belief that by enhancing capacities of local level duty bearers (supply side) and rights holders (demand side) simultaneously, facilitating dialogue between them, and linking up with district and national level development processes – social accountability towards citizens would improve. The **results framework and reporting** of the programme is rather well structured and of high quality. The annual reports are analytical and provide information on outputs achieved and in several instances on outcomes. Since the six outcome level objectives are partly overlapping, reporting is however not always systematic. Although the results framework was reduced from 8 to 6 outcome level objectives – it is still ambitious and in need of further simplification and adjustment. It should be acknowledged that the programme framework was developed quite some time back. Due to the prolonged extensions, it has not yet been possible to alter the framework in comprehensive manner.
- The **Mid-term review (2011)**, the **Best Practice report (2013)**, the **Evaluation report (2014)** and the **Annual programme reports (2010-2013)** provide useful data on results and analyses of approaches and methods used. The evidence on which conclusions are made and the analyses of HOW and WHY changes have

occurred are, however, insufficiently elaborated. The evaluation team intends to use these reports as input and for triangulation of findings during the mission.

According to the above reports, there are a number of outputs and emerging outcomes, for example:

1. Forum Syd has developed partnerships with 3 district CSO networks. These three district networks have improved in strategic planning, lobbying and advocacy, and CSOs coordination at district level, forming an effective link between the community, district and regional levels, contributing to the national level advocacy and lobbying work. The district networks are now more confident, sustainable and active as they now get funding from other development actors for their continuity.
2. Forum Syd has developed partnerships with 8 CSO implementing partners (two in Magu, two in Karagwe and four in Ukerewe districts) and these implementing partners have received capacity development support. Six of these organisations now have policies in place, functioning boards, and submit their narrative and financial reports on time as expected. Further, they have improved their organisational and financial accountability to an acceptable level. 6 out of 8 targeted implementing partners have attracted funding from other donors.
3. District and ward level duty bearers in the nine wards have received capacity development support (around 700 individuals). Ward plans and budgets, income and expenditures are now posted on public notice boards and, according to the partner's reports, leaders read and discuss at public meetings their income and expenditure reports. Willingness to participate in dialogue has increased (but not in all of the targeted wards and villages). The turn-over of officials has been an obstacle. Another sign of commitment is that local governments have supported the social accountability monitoring committees (SAMCs) by providing venues for free, stationary and providing buildings where six of the nine Community Resource Centres (CRCs) are operating.
4. All 9 wards have established SAMCs. In total, 37 problems in public service provision were addressed by these SAMCs and solved by LGAs (2010-2013). This did not meet the target which was 3 cases in each ward per year (totally 27 per year). The reason is said to be insufficient budgets from central level government which are needed to fulfil obligations towards citizens (e.g. health, social security, education etc.).
5. All 9 wards have established Community Resource Centres (Haki Duka) with four pillars: a) Paralegal: paralegal support, b) Information: Access to information c) Media: Use of media as tool for social accountability, d) Meeting and Trainings: Space to learn, share and participate in debates/dialogue. By December 2013, these centres had received 272 legal disputes, whereby 174 cases were

mediated and the remaining 26 cases were referred to other institutions. However, the outcomes of legal aid services rendered have not been reflected in their reports. Moreover, in 2013 it is reported that a total of 11,045 community members (women 4,118, youth 3,869, persons with disabilities 478, and persons living with HIV and AIDS 465, other community members 2,115) “benefited” from different services offered at the CRCs. The target was 10,000 annually. It is not clear from the reports what kind of “benefits” they had received.

6. There have been challenges to reach and include the most marginalised groups. With some notable exceptions, they still have limited information/awareness, voice and influence.
7. Youth Shadow Councils and women’s groups are established in all three districts. All three youth councils have started Savings and Credit Cooperatives and members have used the resource centres to get support to access youth programmes and youth funds. 76 women groups received capacity development support and some have increased their activity level as a result.
8. Community members increased their participation in local level decision making forums such as village assemblies and other statutory meetings, especially in some villages such as:
 - From 100 to 480 people in Kishao village in Bugene ward Karagwe.
 - From 50 to 600 people in Namagubo, Nansio ward Ukerewe
 - From 50 to 260 people in Isangijo village, Kisesa ward Magu
 - From 100 to 350 people in Rukajange village, Bugene ward Karagwe
9. A National Alliance group on social accountability was formed and capacitated in cooperation with the Policy Forum (the national network organization for policy advocacy) and other like-minded organizations and actors.

These reported achievements and challenges will be further explored during the evaluation.

4 Focus and Evaluation Questions

The following section proposes areas of focus for the evaluation and a set of streamlined evaluation questions.

4.1 PROPOSED AREAS OF FOCUS

The team has reflected on ensuring a high degree of utility, making the best possible use of the available resources and taking into account the expectations expressed by Forum Syd and the Embassy. Upon study the evaluation criteria, the evaluation ques-

tions and the scope presented in the ToR, it appears that the areas of inquiry can be grouped into four main groups:

- **The results:** What results have been achieved/not achieved? To what extent do results correspond to set objectives? Unexpected results? What lessons and good practices can be learnt from the results achieved/not achieved? The assessment of the results achieved/ not achieved will focus mainly on the outcome level.
- **The methods and process of implementation (project intervention strategies):** Has the project been implemented according to plans? What have been key challenges? Have modifications been made along the way, including adapting to changing needs? Has a rights-based and gender sensitive approach informed implementation processes? What methods have been used to empower and develop capacities of duty bearers and rights holders? What has been the role of various stakeholders? Has the design and organisation been efficient? What lessons and good practices can be learnt from the implementation process?
- **The context:** Have the projects been relevant to the context and prevailing needs? Enabling and disabling factors? What roles have Forum Syd and its partners played? What added value does the project bring? Are synergies sought with other ongoing initiatives?
- **The future:** To what extent can the effects of the projects be sustained, replicated and brought to scale? Have the projects been imbedded in local structures? To what extent has local technical, financial and managerial capacity been developed? What is the possibility of the social accountability mechanisms being maintained by local governments and local CSOs without external support?

4.2 STREAMLINING OF EVALUATION QUESTIONS

As mentioned in our proposal, since the terms of reference contain a rather long list of evaluation questions, the team would refine and streamline the evaluation questions during the inception phase. The team has prepared a proposed revision of the questions for each DAC criteria as discussed below and included in the evaluation framework in Annex 1. Specific questions about the partnership approach and the role of Forum Syd are included as part of the efficiency section as this is an important instrument in Forum Syd's theory of change.

4.2.1 Relevance

Relevance will be assessed in relation to the perceived problems experienced by the target groups (women, persons living with HIV and AIDS, persons with disabilities, women and youth), in relation to the Tanzanian development context and in relation

to the Swedish results strategy for Tanzania (for the period under review). Evaluation questions:

1. To what extent were the programme objectives and implementation strategies consistent with rights holders' priorities, especially the targeted marginalized rights holders (i.e. women, youth, people living with HIV and AIDS, and people with disabilities)?
2. How were the target groups involved in the programme planning and implementation? Did they have influence?
3. To what extent are the actual outcomes achieved by the programme to date relevant to the specific target groups?
4. How is the SAPT programme perceived in relation to the wider accountability landscape/programmes in Tanzania?

4.2.2 Effectiveness/Outcomes

When assessing effectiveness the evaluators will look at the outcomes achieved in relation to plans as well as unexpected positive or negative outcomes or effects. Effectiveness is also about the methods used to achieve the outcomes – what has worked and what could be improved. This includes an analysis of programme design and implementation approaches used by the programme, its management framework, project's adaptation to changing conditions (adaptive management), the performance of the implementation arrangements and partnerships, relevance of changes in project design, and overall performance of programme management.

Key evaluation questions:

What are the major outcomes achieved by the project in relation to the expected outcomes and outputs¹⁵, in particular in relation to:

1. Accountability and transparency of district and ward level institutions/agents of power? Improvements in governance structures and processes? Improvements in areas of concern to the target groups?¹⁶;
 - Capacity enhancement of women, youth, persons living with HIV and AIDS and persons with disabilities to seek information on their rights, be assertive of these rights, organizing to get a stronger voice, engaging in dia-

¹⁵ As specified in the revised results framework (annex 2)

¹⁶ According to the baseline study the most prioritised area was the management of social services – 86% of respondents.

logue with institutions/agents of power, seeking assistance from supporting organisations and complaining to mandated bodies?¹⁷

- Dialogue mechanisms between rights holders and duty bearers, in particular local government authorities (LGAs)?
 - Building an enabling environment for the social accountability concept locally and nationally – including media?
2. What has been the change in relation to baseline indicators on trust and engagement (selection of indicators to be specified after analysing which of the baseline indicators that seems to be most relevant and reliable)?
 3. What do target groups (women, youth, people living with HIV and AIDS and people with disabilities), other community member involved in SAPT activities and duty-bearers perceive to be the most significant changes of the intervention on themselves?
 4. Is the overall theory of change/strategic approach and results framework effective or are there some gaps? The evaluation team will (with the help of the Forum Syd, Tanzania Office) identify the key stakeholders and their respective roles, capabilities and motivations in each step of the causal pathway from activities to achievement of outputs and outcomes. Based on this, an assessment will be made of the effectiveness of the overall strategic approaches (bottom up approaches, selection of partners, etc.).
 5. Are the methods and approaches used effective in delivering the expected programme outputs and outcomes? What has worked well/not worked well e.g. organizational strengthening efforts, capacity building methods – both for duty bearers and rights holders, methods to identify and engage with target groups, formation of ward resource centres, Forum Syd backstopping, monitoring and financial support? Have pertinent adaptations made to the approaches originally proposed?
 6. How well were citizens' concerns addressed by the institutional or legal/ governance frameworks in the project areas (Magu, Karangwe and Ukerewe districts)?
 7. What were the political/institutional problems and constraints that influenced the effective implementation of the programme, and how did the project partners work to overcome these problems?

¹⁷ The baseline study has some quantitative data on these issues, but the team finds that these indicators are generally not so useful to measure progress. Perceived credibility and capacity of CSOs are indicators that could be used.

4.2.3 Efficiency and partnership

The evaluation will look at the efficiency of the organizational and administrative set up of the programme and document the costs in relation to the various outputs and outcomes (if possible to derive from the financial reports). Evaluation questions:

1. How much financial resources were spent on achieving each output/outcome? Are there any expenses that appear to be unreasonably high?
2. Did the budget make specific allocations for the various target groups to ensure their inclusion?
3. Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the objectives? Were control mechanisms effectively organised and managed? Are there any utilities that appear unreasonably high?
4. How efficient was the organizational set-up? How has the partnership between Forum Syd and partner organizations worked? What was the added value of each participating partner, inclusive of Forum Syd (strength and weaknesses)?
5. Are there alternative organizational set ups that could increase the efficiency and/or sustainability?
6. How well was the management able to adapt to changes during the life of the programme?
7. How well did Forum Syd and partners make use of synergies, experience sharing and networking opportunities between stakeholders within and outside the programme?

4.2.4 Sustainability and replication

The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the sustainability of the programme and its outcomes. The evaluation will also assess the approach adopted by the programme to promote replication.

Evaluation questions:

1. To what extent does the continuation of social accountability efforts in wards and districts depend on continued financial support? What is the likelihood of such financial resources for continuation of activities becoming available? (financial sustainability)
2. How robust are the institutional achievements such as governance structures and processes, policies, local and national agreements, legal and accountability frameworks? (institutional sustainability).
3. What is the level of ownership of the programme among partners, local communities and target groups? What are the possibilities for a transition of the project into becoming part of the responsibilities and tasks of local partners?

4. How have social-political external factors influenced the programme negatively or positively?
5. What factors may influence replication and scaling up of programme experiences and lessons?

4.2.5 Human rights based approach, gender equality and poverty reduction

Apart from the DAC criteria the evaluation will assess the programme against the overarching policy principles of Swedish development cooperation

1. What is the knowledge level of HRBA in programming amongst project implementers, duty bearers and right holders.
2. To what extent has the programme applied a human rights based approach in processes and design i.e. transparency, accountability, participation, gender equality/awareness and non-discrimination? (internal application of HRBA)
3. How have the principles of transparency, accountability, participation, gender equality/awareness and non-discrimination translated into practice by CSO partners and targeted LGA institutions (external application of HRBA)? For example, to what extent has the programme influenced inclusion (into LGAs' structures, practices and budgets) of the rights of persons living with HIV and AIDS, persons with disabilities, children, etc. as indicated in the sectoral policies and specific laws?

4.2.6 Recommendations and lessons learnt

The evaluation will specifically provide recommendations and lessons learnt with regard to the following – as stipulated in the ToR:

- Changes/adjustments in the programme focus, strategies and methods of work and/or mode of operation that could potentially bring more effective, relevant and/or sustainable results in potential future phases of the programme or if the programme is replicated elsewhere.
- How Forum Syd and partner organisations can work more effectively to achieve results for women and gender equality, for persons with disabilities, for persons living with HIV and for youth.
- How Forum Syd and partner organisations can work more effectively with duty bearers to achieve sustainable results in terms of accountability, transparency, participation/dialogue with citizens and non-discriminatory/inclusive practices.

5 Methodological Approach

At an overall level, the key questions to address, given the objectives of the evaluation, are to first find out what is being achieved by the project in terms of *citizen-state*

bridging mechanisms, attitudes and capacities of state actors, attitudes and capacities of citizens and civil society actors, an enabling environment. Second, how change is being achieved, whether it responds to contextual priorities, capacity constraints and needs and whether/how positives effects can continue to be achieved and possibly replicated. Third, are there ways to improve the efforts and are there lessons for Forum Syd, its partners and other actors in Tanzania?

The data collection will be based on 4 sources of data – i) desk review of reports, previous reviews, baseline and other relevant documentation, ii) ward level visits to interact with representatives of the secondary target groups; women, youth, persons with disabilities, persons living with HIV, local CBOs, iii) interviews/meetings with Forum Syd direct partners and primary target groups, i.e. CSOs and institutional partners at ward, district and national level, and iv) interviews with external observers.

The methods of data generation will mainly be qualitative. Based on a set of key questions (see below), interactive group discussions will be held with target groups and stakeholders. These will be supplemented with key stakeholder interviews and a face to face survey with a random sample of citizens. A few questions will have a quantitative nature (yes/no), in order to follow up on the baseline data which measures e.g. perceptions of credibility of CSOs and level of participation of citizens in monitoring.

After the field mission, the team will set aside a full day for joint analysis of findings, drawing preliminary conclusions and preparing for a debriefing meeting in Mwanza with local stakeholders. Additional data generation will be made after this meeting to fill possible gaps, especially at national level.

A draft report will be submitted for comments and joint reflection at a stakeholder meeting in Dar es Salaam, end of April.

5.1 USE OF SECONDARY DATA

The reporting from Forum Syd provides evidence of the projects meeting many of its targets (as summarised above). They also include descriptions and analysis of methods used and of challenges identified. Since these reports are well-structured and contain considerable amounts of data, they will constitute an important source for the evaluation. The team will also consider reports from other sources which directly or indirectly touch on the execution of this programme between 2010 and 2014.

5.2 PRIMARY DATA GATHERING

5.2.1 Who to talk to?

The evaluation team will gather information from both primary and secondary target groups as well as external observers.

The primary target groups of the SAPT programme are those directly involved at different levels and through various ways in the programme implementation, namely:

- Forum Syd and its strategic partners in the Steering Group
- District and ward level CSOs, especially the 8 implementing partners¹⁸ and the three district network organisations: Karagwe Development Network of Voluntary Organisations (KADENVO), Magu Civil Society Organisations Network (MACSONET), and Ukerewe Non-Governmental Organisations Network (UNGONET) - approximately 300 persons directly reached with training. We will talk to a sample of these i.e. representatives of the implementing partners, the district networks and another 6 CSOs in each ward that have been reached by the programme (reaching a total sample of around 30 CSO representatives).
- Local leaders at hamlet, street, village, ward, and district levels (e.g. hamlet chairpersons, cell leaders, village executive officers (VEOs), ward executive officers (WEOs), village chairpersons and ward councillors, district executive director (DED), heads of departments and their relevant staff - approximately 700 persons directly reached with training. We will talk to a sample of these at two group meetings in each ward (reaching a total sample of around 45-50 government representatives, with around 6-8 at district level and around 12-16 at ward level).
- National level actors targeted for synergies and joint action on good governance and Social Accountability at local government administration level, mainly the Policy Forum.

The secondary target groups are those indirectly affected by the SAPT programme. They are identified as citizens in the 9 wards (approximately 124,000) with a special focus on women, youth, persons with disabilities, persons living with HIV. These groups will be reached through the ward level CSOs and through district/regional networks organising these groups.

External observers are those who are involved in related work at local and national level and might be able to have views on the relevance and effectiveness of the programme, including the Embassy of Sweden and consultants involved in earlier assessments and assignments.

¹⁸ Magu: MAPERECE, HUPEMEF, MACSONET, Karagwe: KARADEA, KCBR, KADENVO, Ukerewe: CHAWATA, EKT/KZACP, MZEITUNI, EMEDO, UNGONET

5.2.2 How to select the respondents in wards and districts?

The **ward level visits** are critical to get a concrete and realistic sense of the programme's relevance, effectiveness, ownership and inclusiveness. These visits can also serve as a useful way of verifying/spot checking progress and results claimed in reports and to help develop the understanding of WHY/WHY NOT and HOW changes have happened. Not least, they will also allow for stakeholder participation and influence in the evaluation process. Most of the time will therefore be spent on interacting with respondents on ward levels. It is not realistic to visit all nine wards within the timeframe given and expect to get quality information. Therefore a selection of wards has to be done.

The three districts represent different socio economic contexts and different levels of general awareness and participation (as shown in the baseline study), with Karagwe presenting higher levels of citizen information and participation already at the onset of the programme. While initially the evaluation team suggested focusing on the two least developed districts to be able to find attributable change and to be able to systematically capture the rural – semi-urban perspectives, this approach was not acceptable to Forum Syd as it was important to compare findings across the various types of districts. Thus the evaluation team agreed to cover all three districts, cautioning that the observed changes may be more difficult to attribute to the SAPT in Karagwe. In order to capture sufficient in-depth data, the team proposes to limit the sample to three wards, one ward in Karagwe, one ward in Magu and one ward in Ukerewe. These should be selected to represent:

- both urban/semi-urban and rural contexts
- both successful and challenged wards
- reasonable logistics and availability of respondents

The team proposes to interact with the following respondents at ward level (group meetings will have minimum 6 and maximum 12 persons):

- The Social Accountability Monitoring Committee (one group meeting) and visit to the resource centre set up by the SAPT programme.
- Representatives of the ward authorities (duty bearers); group meetings with the village chair persons and executive officers, the ward development committee and the ward executive officers and councillors. Efforts will be made to meet both top officials, and also staff at lower levels to see how far principles of accountability, transparency, non-discrimination/gender awareness and participation have evolved (two group meetings).
- Representatives of women (1 group which has been in contact with the SAPT programme, 1 group which is selected by other local women structures (not directly targeted by the project).

- Representatives of youth with focus on out of school youth (1 group which has been in contact with the SAPT programme, 1 group which is selected by other local youth structures (not directly targeted by the project). 50% men/boys and 50% women/girls.
- Representatives of persons with disabilities (1 group which has been in contact with the SAPT programme, 1 group which is selected through the SHIVYAWATA district/regional office or identified by other means (persons not directly targeted by the project) with 10-12 purposely selected men and women with disabilities in the ward representing the following groups; persons with visually impairment/blind, persons with hearing impairment/deaf, persons with intellectual disabilities (and their families), persons with albinism, any other disability - 50% men and 50% women.
- Persons living with HIV (1 group which has been in contact with the SAPT programme, 1 group which is selected by other local HIV+ structures (not directly targeted by the project) – 50% men and 50% women.
- Representatives of other CBOs in the ward, both those who have interacted with the SAPT (6) - and those with peripheral connections (6).
- Random selection of 10-20 persons found in the ward (taking a walk) – 50% men and 50% women.

In total each ward level visit will include 12 group meetings and 10-20 random short interview sessions. These group meetings and random interviews will be carried out over two days and divided between the 3 evaluators to make this workable. Thus, each evaluator will do 2 group meetings each day. Annika will work with an interpreter/research assistant from Forum Syd (if agreeable to Forum Syd). Clarence and Flora will each work with an assistant who will help them with facilitation and note taking. The team would appreciate advice from Forum Syd on how to identify suitable assistants in each ward. The evaluators will need three meeting rooms in each ward.

The **district level visits** will focus on the perceived outcomes of the programme, the effectiveness of the theory of change and the methods applied, the local ownership, reasons for differences between wards/districts, sustainability, replicability and linkage to other on-going related processes at district and national level. The evaluators intend to meet district level government representatives, CSO partners and stakehold-

ers that have (or could have) provided backstopping to ward level initiatives aiming at inclusion of women/girls, persons with disabilities and persons with HIV.

The team proposes to interact with the following respondents at district level (group meetings will have minimum 6 and maximum 12 persons):

- Forum Syd main partners in the districts – 3 in Magu, 3 in Karagwe and 5 in Ukerewe¹⁹ (group meeting in each district).
- Interviews with the District director and District commissioner. Group meetings with representatives of the District Council and with district executive officers and their technical advisors (community development, social welfare, gender, legal, planning, etc).
- The Youth Shadow Committee (group meeting).
- Group discussions with representatives of district level CSOs (women, youth, disability, HIV+, legal aid, accountability etc.) – two or three groups.

In total this will mean 2 interviews and 8-10 group meetings and interviews at district level.

The team welcomes the participation of one or two Forum Syd staff and/or partners during the ward and district level meetings, interviews and visits. Only when there is a feeling that the respondents may not feel free to speak in the presence of staff, the evaluators will work alone. The evaluators will discuss this with Forum Syd as we proceed with the evaluation process. There will be opportunity for debriefing sessions with staff in the evenings in case there are issues that arise.

5.2.3 How to select national level stakeholders?

The team will talk to all **strategic partners**, namely:

- MS-TCDC – telephone interview
- Mwanza Policy Initiate (MPI), - face to face interview in Mwanza
- Local Government Training Institute (LGTI) – Hombolo Dodoma, telephone interview
- Folk Development Colleges Buhangija and Malampaka in Shinyanga – telephone interview.
- Policy Forum - face to face interview in Dar es Salaam
- Sida/Embassy staff

¹⁹ Magu: MAPERECE, HUPEMEF, MACSONET, Karagwe: KARADEA, KCBR, KADENVO, Ukerewe: CHAWATA, EKT/KZACP, MZEITUNI, EMEDO, UNGONET

The team will also carefully select respondents, in consultation with Forum Syd, among the below listed **External observers** and connected national networks that could have an opinion of the SAPT programme. Interviews will be done in Dar es Salaam and by telephone/Skype, first and foremost:

- TWaweza (linkages to their regional one stop information centres)
- TMF (linkages with their media initiatives)
- Hakikazi Catalyst (linkages to the CEDLAs and on PETs)
- TGNP or WILDAF (gender component)
- Foundation for Civil Society and Legal Service Facility (LSF) - linkages to the Small Scale Grants
- Legal and Human Rights Centre; and Tanzania Network of Legal Aid Providers (TANLAP) - link the Haki Duka up to paralegal services
- The Institute of Adult Education
- PMO-RALG (Prime Minister's Office Regional Administration and Local Government)
- African Parliamentarians Network Against Corruption, Tanzania Chapter (AP-NAC)

Depending on time available, some of the following will also be contacted for opinions:

- HakiElimu, Leadership Forum, Tanzania Association for NGOs (TANGO), and Tanzania Education Network (TEN/MET)
- Federation of Disabled People's Organisations – SHIVYAWATA – and its 10 member organisations and their branches (disability component)
- National/district Youth organization such as Tanzania Youth Association (TAYOA) - to consider youth component and getting connections at district and ward levels
- National/district organization of Persons living with HIV and AIDS, such as SHIDEPH+ and National Council for Persons Living with HIV/AIDS (NACOPHA) – to consider HIV/AIDS component and getting connections at district and ward levels

5.2.4 What to ask?

Proposed question guides for focus group discussions and interviews are attached in Annex 3.

5.3 VERIFICATION AND VALIDATION

At the end of the data generation phase in Mwanza, the team and Forum Syd will organise a debriefing meeting. The purpose is to present our findings (thus far), discuss and validate these, collect additional information and agree on issues that need

further investigation. We expect to do this with Forum Syd and its local partners in Mwanza. Maximum number of participants to enable participatory interactions is 45 persons.

5.4 DIALOGUE ON FUTURE OPTIONS WITH FORUM SYD AND PARTNERS

To best support this process, the team suggests that discussion of future development and sustainability ideas be part of both of the debriefing session in Mwanza and at the occasion of presenting the draft report at the Swedish embassy at the end of April.

5.5 LIMITATIONS

The amount of additional data that the team can plausibly gather, particularly at ward district level, will be limited. Within the given timeframe, the team will concentrate on qualitative rather than quantitative data. There is a risk that the findings may not be completely representative of all wards and target groups. Also the complex nature of the programme operating at ward, district and national level with a range of networks, issues, processes and stakeholders presents some difficulty in reaching all relevant stakeholders. The team will rely on Forum Syd to guide us in terms of the most strategic informants. The team will also add some informants that we believe could give a different or new perspective. Nevertheless, the evaluation questions are ambitious in relation to the time provided and we would like to caution that the level of verification and triangulation of findings will inevitably reflect the time allocated. Furthermore, considering the contextual challenges (described in Forum Syd Annual reports), the findings and conclusions on sustainability are likely to be somewhat speculative.

6 Detailed Work Plan

The revised overall Work Plan will guide the evaluation process (attached). The details of the data collection phase are provided below. We expect that Forum Syd will assist us in making the logistical arrangements for the Mwanza field work. We also would like to request that Forum Syd introduce us with a main to national level partners and stakeholders (by e-mail), so that we can start contacting them for interviews. The work plan below is based on the tentative agenda that the team is working with Forum Syd to develop.

Date	Main activities
Sunday 1 March	Arrival of international team member
Monday 2 March	Team meeting at hotel to prepare, afternoon interview with key stakeholders
Tuesday 3 March	Meetings with key national stakeholders
Wednesday 4 March	Travelling to Mwanza and meeting with Forum Syd
Thursday 5 March	District 1 visit Ukerewe
Friday 6 March	Ward 1 visit Ukerewe
Saturday 7 March	Ward 1 visit Ukerewe
Sunday 8 March	Planning and documentation
Monday 9 March	District 2 visit Karagwe
Tuesday 10 March	Ward 2 visit Karagwe
Wednesday 11 March	Ward 2 visit Karagwe
Thursday 12 March	District 3 Magu
Friday 13 March	Ward 3 visit Magu
Saturday 14 March	Ward 3 visit Magu
Sunday 15 March	Team analysis and preparation for debriefing
Monday 16 March	Debriefing with Forum Syd
Tuesday 17 March	Travel to Dar es Salaam, documentation and planning of work ahead
Wednesday 18 March	Meeting with Swedish embassy (tentative) and follow up with national level stakeholders
Thursday 19 March	Additional national level interviews (team to split up)
Friday 20 March	Departure of international team member

Evaluation questions	Indicators	Sources
Effectiveness/Outcome		
1. What are the major outcomes achieved by the project in relation to the expected outcomes and in particular: • Accountability and transparency of district and ward level institutions/agents of power? Actual improvements in areas of concern to the target groups? • Capacity enhancement of women, youth, persons living with HIV and persons with disabilities to seek information on their rights, be assertive of these rights, organizing to get a stronger voice, engaging in dialogue with institutions/agents of power, seeking assistance from supporting organisations and complaining to mandated bodies? • Dialogue mechanisms between rights holders and duty bearers? • Building an enabling environment for the social accountability concept locally and nationally – including media? 2. What has been the change in relation to baseline indicators on trust and engagement (to be specified after analysing which of the baseline indicators that seems to be most relevant and reliable)? 3. What do target groups (women, youth, people living with HIV and AIDS and people with disabilities), other community member involved in SAPT activities and duty-bearers perceive to be the most significant changes of the intervention on themselves? 4. Is the overall theory of change and results framework effective or are there some gaps? The evaluation team will (with the help of the Forum Syd, Tanzania Office) identify the key stakeholders and their respective roles, capabilities and motivations in each step of the causal pathway from activities to	• Citizens perceptions of trust of the government and local CSOs • Existence of institutionalised accountability and dialogue mechanisms • Perceived voice, participation and influence by the secondary target groups and CSOs, • Perceived and actual changes in government and CSO performance/attitudes/services during the past 3 years • Perceived and actual changes in media reporting on social accountability issues • Visible mainstreaming of gender, disability, youth and HIV+ in government and CSO plans and budgets • Existence of national interest and support of local level social accountability initiatives • Perception of approaches used by the project and of usefulness of training and capacity building methods among primary target groups • Perception of Forum Syd's added value	• Forum Syd Reports and previous reviews • Interviews with Forum Syd, key stakeholders and external observers • Group discussions with primary target group representatives and with secondary target group representatives • Government and CSO plans and budgets • Random interviews • Evaluations from capacity building/trainings (if available)

achievement of outputs and outcomes. Based on this this, an assessment will be made of the effectiveness of the overall strategic approaches (bottom up approaches, selection of partners, etc. 5. Are the methods used effective in delivering the expected programme outputs and outcomes? What has worked well/not worked well e.g. selecting and working through community and district based partners, organizational strengthening efforts, partners' working methods to identify and engage with target groups, formation of ward resource centres, capacity building methods used, Forum Syd backstopping, monitoring and financial support? Have pertinent adaptations made to the approaches originally proposed? 6. How well were citizens' concerns addressed by the institutional or legal/ governance frameworks in the project areas (Magu, Karangwe and Ukerewe districts)? 7. What were the political/institutional problems and constraints that influenced the effective implementation of the programme, and how did the project partners work to overcome these problems?		
Sustainability		
8. To what extent does the continuation of social accountability efforts in wards and districts depend on continued financial support? What is the likelihood of such financial resources for continuation of activities becoming available? 9. How robust are the institutional achievements such as governance structures and processes, policies, local and national agreements, legal and accountability frameworks? 10. What is the level of ownership of the programme among partners, local communities and target groups? What are the possibilities for a transition of the project into becoming part of the responsibilities and tasks of local part-	• The extent to which capacity built is likely to be retained • The extent to which the institutional and organisational structures and mechanisms are likely to be sustainable after the end of the support • The extent to which the support is integrated into the cultural context • The extent to which support from other fund-	• Forum Syd Reports and previous reviews • Interviews with Forum Syd, key stakeholders and external observers • Group discussions with primary target group representatives and with secondary target group representatives

ners? 11. How have social-political external factors influenced the programme negatively or positively? 12. What factors may influence replication and scaling up of programme experiences and lessons?	ing sources has been secured • The extent there is evidence that the approaches, services and interventions are replicable and scalable in Tanzania	• Government and CSO plans and budgets • Random interviews
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Annex 3 – List of participants

NAME	ORGANIZATION/GROUP	SEX	CATEGORY	DISTRICT
WINFRIDA CHANKOLE	CHAMA CHA WASTAAFU- UKEREWE	F	CSO	Ukerewe
LEOCADIA VEDASTUS	GUWATA	F	CSO	Ukerewe
GLORIA MTANI	WANAWAKE WAJASIRIAMALI	F	CSO	Ukerewe
BAHATI RASHID	SAUTI YA WANAWAKE	F	CSO	Ukerewe
SALUM KUBWA	NURU YA UPENDO	M	CSO	Ukerewe
MSIRIKALE D. NSITA	MUMBUGA PARAREGALS	M	CSO	Ukerewe
SHERIA BUKENE	VIJANA SAUTI	M	CSO	Ukerewe
RAMADHANI ALFRED	TAS	M	CSO	Ukerewe
MGAYA WILSON	TLB	M	CSO	Ukerewe
ALLY MSUMI	A4D	M	CSO	Ukerewe
ZACHARIA MUZABA	NAPOCA	M	CSO	Ukerewe
ARODIA DIDAS	K.V.T.C	F	CSO	Karagwe
ELIMENGILIDA PHILIBERT	BARAZA KIVULI	F	CSO	Karagwe
ANASTINA REVELIAN	KADENVO	F	CSO	Karagwe
SHADIA JOSEPH	MJASIRIAMALI	F	CSO	Karagwe
CONSOLATA RUKONGWE	KADENVO BOARD No	F	CSO	Karagwe
WINFRIDA KAMILEMBE	UWAWAKA KARAGWE	F	CSO	Karagwe
ALICIA FELIX	KADENVO BOARD	F	CSO	Karagwe
PETRONIA RUMISHA	MJASIRIAMALI	F	CSO	Karagwe
MADANIO SWALEHE	TANHEALTH TRUST FUND	M	CSO	Karagwe
EDMOND MARTINE	CMN	M	CSO	Karagwe
JOSEPHAT RUNYORD	KESUDE GROUP	M	CSO	Karagwe
PASCHAL PHILOPO	RUCEPO	M	CSO	Karagwe
COSTANTINE A. RUJWEKA	CONTRACTORS REPRESENTATIVE	M	CSO	Karagwe
SHAABAN NGARAMA	RADIO KARAGWE	M	CSO	Karagwe
GILBERT BEICHOKI	IDEA/UWAKA	M	CSO	Karagwe
GEORGIA FRANCIS	MWAVINSU	F	CSO	Magu
SALOME JOHN	MWAVINSU	F	CSO	Magu
PRISCA K. MABELE	MWAVINSU	F	CSO	Magu
EVARIST PAMBA	MWAVINSU	M	CSO	Magu
MASALU MAZOYA	MWAVINSU	M	CSO	Magu
LUCAS M.BUGANDA	MWAVINSU	M	CSO	Magu

ANNEX 3 – LIST OF PARTICIPANTS

DEVOTHA MARTINE	FADECO RADIO	F	District Network	Karagwe
GEORGINA PASCHAL	KADENVO	F	District Network	Karagwe
AUGUSTINO REOESARIRE	KADENVO	M	District Network	Karagwe
JASON TIBENDA	KADENVO	M	District Network	Karagwe
TELESPHORY KALEMELA	KADENVO	M	District Network	Karagwe
AUDAX NDAULA	TRCS	M	District Network	Karagwe
LOYCE MALAGO	MASCONET	F	District Network	Magu
LUCIA BLANDI	MASCONET	F	District Network	Magu
NAOMI M. MASELLE	MASCONET	F	District Network	Magu
JOSEPH K. MAKINDA	MASCONET	M	District Network	Magu
JOHN KATINDE	MASCONET	M	District Network	Magu
MANYANZA STANSLAUS	MASCONET	M	District Network	Magu
JUMANNE NGEME	MASCONET	M	District Network	Magu
EMANUELI M. MAKANJA	MASCONET	M	District Network	Magu
MONICA MATONGO	UNGONET	F	District Network	Ukerewe
PROSPER MUZIBA	UNGONET	M	District Network	Ukerewe
JONATHAN A.KASSIBU	MPI	M	Regional Network	Mwanza
GOSBERT A. MUTO	MPI	M	Regional Network	Mwanza
KIZITO J. KONDAMWALI	MPI	M	Regional Network	Mwanza
ALICE GABRIEL	MPI	F	Regional Network	Mwanza
MANUMBU HEZRON	Hombolo	M	Training institute	Hombolo
LAZARO KISUMBE	Hombolo	M	Training institute	Hombolo
AHMED NASSORO	Hombolo	M	Training institute	Hombolo
Dr. EMMANUEL GIBEL	Hombolo	M	Training institute	Hombolo
SUZAN P. EVAREST	MAPERECE	F	Implementing partner	Magu
GRACE M. JULIUS	MAPERECE	F	Implementing partner	Magu
Monica Mapesa	HUPEMEF	F	Implementing partner	Magu
LEVITAS JOHN	MAPERECE	M	Implementing partner	Magu
JULIUS MWENGELA	MAPERECE	M	Implementing partner	Magu
ATHANASIO KWEYUNGA	MAPERECE	M	Implementing partner	Magu
SAYAY SOSPETER	MAPERECE	M	Implementing partner	Magu
ADAM MAHIMBA	MAPERECE	M	Implementing partner	Magu
Rev. Simon Chemu	HUPEMEF	M	Implementing partner	Magu
Paul Budage	HUPEMEF	M	Implementing partner	Magu
Lucas Mahoho	HUPEMEF	M	Implementing partner	Magu
Meshack masanja	MZEITUNI FOUNDATION	M	Implementing partner	Ukerewe
Emanueli James	MZEITUNI FOUNDATION	M	Implementing partner	Ukerewe
MERANIA	KARADEA	F	Implementing partner	Karagwe
MATHIAS	KARADEA	M	Implementing partner	Karagwe
Ruth Makune	SHIVYAWATA - MWANZA	F	External observer	Mwanza
Angelina Chuma	SHIVYAWATA - MWANZA	F	External observer	Mwanza

ANNEX 3 – LIST OF PARTICIPANTS

AMBROSE LUGEZI	CHAWATA-UKEREWE	M	Implementing partner	Ukerewe
CASTORY ILUNGU	CHAWATA-UKEREWE	M	Implementing partner	Ukerewe
JAPHET PAUL	CHAWATA-UKEREWE	M	Implementing partner	Ukerewe
LAWRENCE KITOGO	EMEDO	M	Implementing partner	Ukerewe
ROMAN KAKURU	EMEDO	M	Implementing partner	Ukerewe
MIRIAM WAMBURA	IDARA YA ELIMU	F	District Council	Ukerewe
THEOBALD CRISPINE	USTAWI WA JAMII H/W	M	District Council	Ukerewe
SIJO N. MAIRA	IDARA YA ELIMU	M	District Council	Ukerewe
MARIANA SUMARI	M/JAMII	F	District Council	Ukerewe
Wambura Kizito	Social Welfare Officer	M	District Council	Magu
Daniel Sanyenge	Development Officer	M	District Council	Magu
Chilico Daniel	Youth Community Development Officer	M	District Council	Magu
Yalled Mgulla	Planning Officer	M	District Council	Magu
Meado Clemencia	Ngoma Wards	F	Ward leaders	Ukerewe
Juma Mzigo	Kakerege Ward	M	Ward leaders	Ukerewe
Vedastus Toto	Bukindo Ward	M	Ward leaders	Ukerewe
Laureen Kamala	Nakutungulu Ward	F	Ward leaders	Ukerewe
Debra Nyambuli	Mulutunguru Ward	F	Ward leaders	Ukerewe
Rozi B. William	Nkirizi Ward	F	Ward leaders	Ukerewe
Sang'ora Nyango	DED	M	District Council	Ukerewe
ASHURA KAJUNI	SOCIAL WELFARE	F	District Council	Karagwe
EDNA KABYAZI	YOUTH OFFICER	F	District Council	Karagwe
DIONIZ KYARUZI	COMMUNITY DEVT.OFFICER	M	District Council	Karagwe
MORRIES MULILO	PLANNING OFFICER	M	District Council	Karagwe
STEPHANO BYARUGABA	Street Leader	M	Ward leaders	Ukerewe
PALAPALA M. P	Livestock Sector	M	Ward leaders	Ukerewe
BENJAMINI MUNANGA	Health Sector	M	Ward leaders	Ukerewe
RAMADHAN M. NYASOMA	Street Leader	M	Ward leaders	Ukerewe
ZUHURA AYUBU M.	Street Leader	F	Ward leaders	Ukerewe
ARNOLD B. MAFURU	Community Development	M	Ward leaders	Ukerewe
TABITHA I. SILAS	Agriculture	F	Ward leaders	Ukerewe
HAMAD S. MAKUYU	Street Leader	M	Ward leaders	Ukerewe
BONAMAX C. MABULA	Second Master-Nansio Secondary School	M	Ward leaders	Ukerewe
MAJEBA M MABONDERA	Street Leader	M	Ward leaders	Ukerewe
VICENT K. STACCO	Educational Officer	M	Ward leaders	Ukerewe
KESI M. ATHUMANI	Head Teacher-Nansio	M	Ward leaders	Ukerewe
FAUSTINE J. MATTEU	WEO	M	Ward leaders	Ukerewe
IBRAHIM S. KAKILA	Treasurer-Municipal	M	Ward leaders	Ukerewe
JUMA J. MAKI	Street Leader	M	Ward leaders	Ukerewe
JOSEPH JOHN	Head Teacher	M	Ward leaders	Ukerewe

ANNEX 3 – LIST OF PARTICIPANTS

DEUS	VEO	M	Ward leaders	Karagwe
GOZBERT ELIAS	OFFICE ATTENDANT	M	Ward leaders	Karagwe
TRYFORD	AGRICULTURE	M	Ward leaders	Karagwe
JUSTINE		M	Ward leaders	Karagwe
SEVELA(Ms)		M	Ward leaders	Karagwe
FORTUNATUS	CHAIRMAN	M	Ward leaders	Karagwe
KANYAMBO	CHAIRMAN	M	Ward leaders	Karagwe
DENIS	CHAIRMAN	M	Ward leaders	Karagwe
EVAGRACE	W/CDO	F	Ward leaders	Karagwe
MUGISHA	CHAIR- PLWHIV	M	Ward leaders	Karagwe
AHMED	CHAIRMAN	M	Ward leaders	Karagwe
HILALI ELISHA	COUNCILOR	M	Ward leaders	Magu
EDWIN LUGIRA	AGRICULTURE FIELD OFFICER	M	Ward leaders	Magu
MECKTRIDA MAGESE	WEO/MECK	F	Ward leaders	Magu
TATU L. NKUSI	VEO	F	Ward leaders	Magu
MABEL D.MHANA	WEC	M	Ward leaders	Magu
CHARLES MABONA	VEO-NYANGUNGE	M	Ward leaders	Magu
EZEKIELI SEMEGENDI	WEO- MAGUMJINI	M	Ward leaders	Magu
MSHIGWA EDWARD	M/KITI KITONGOJI	M	Ward leaders	Magu
PENDO BEATUS	MJUMBE	F	Ward leaders	Magu
YASINTA BUJUNJU	MAGU MJINI	F	SAMC	Magu
GETRUDA AMOSI	MAGU MJINI	F	SAMC	Magu
EMMA B. BILIYA	MAGU MJINI	F	SAMC	Magu
YOHANA MASUNGA	MAGU MJINI	M	SAMC	Magu
AUGUSTINE SAKALA	MAGU MJINI	M	SAMC	Magu
KASSIMU MTIMALYAKI	MAGU MJINI	M	SAMC	Magu
ABEL EMANUELI	MAGU MJINI	M	SAMC	Magu
MAJALIWA RASHID	MAGU MJINI	M	SAMC	Magu
FIKIRI M. MABELE	SAMC	M	SAMC	Ukerewe
EMELESIANA MASILILA	SAMC	F	SAMC	Ukerewe
LEOCADIA SABATO	SAMC	F	SAMC	Ukerewe
DEUSI NAULILO	SAMC	M	SAMC	Ukerewe
KALINZI NTULAYA	SAMC	M	SAMC	Ukerewe
MARTINE KOLOYE	SAMC	M	SAMC	Ukerewe
SILAS MUJALYA	SAMC	M	SAMC	Ukerewe
DENIS MALINDI	SAMC	M	SAMC	Ukerewe
BELINAIS MASONYI	SAMC	F	SAMC	Ukerewe
KASILI SUMUNI	SAMC	M	SAMC	Ukerewe
LETISIA ALEX	CHAIRPERSON - NANSIO	F	SAMC	Ukerewe
LEONARD KOMBA	NANSIO	M	SAMC	Ukerewe
SYLVESTER MALILA	NANSIO	M	SAMC	Ukerewe

ANNEX 3 – LIST OF PARTICIPANTS

JANE KAZIMOTO	NANSIO	F	SAMC	Ukerewe
VICENT MASASI	SECRETARY - NANSIO	M	SAMC	Ukerewe
JOHNBOSCO KANYOMOZA		M	SAMC	Karagwe
EDWINE ERNEST	SAMC	M	SAMC	Karagwe
REVERIAN POLIKALIPO	KCBRP-SAMC	M	SAMC	Karagwe
JUMA PASCHAL	KCBRP-SAMC	M	SAMC	Karagwe
ANAMERY EXPELIUS	KCBRP-SAMC	F	SAMC	Karagwe
SEVELINA BENGES	KCBRP-SAMC	F	SAMC	Karagwe
GRACE WILLIAM	KCBRP-SAMC	F	SAMC	Karagwe
ROBERT KASHUSHURA	SAMC	M	SAMC	Karagwe
ANITHA TULIHUNGWA	SAMC	F	SAMC	Karagwe
PASKAZIA AUDAX	SAMC	F	SAMC	Karagwe
MARICEL KANYOMOZA	SAMC	F	SAMC	Karagwe
ABIAH MAKANJA	NYANGUGE	F	SAMC	Magu
HELENA JOSEPH	NYANGUGE	F	SAMC	Magu
JOYCE BULUBA	NYANGUGE	F	SAMC	Magu
MARTHA WILLIAM	KISESA A.	F	SAMC	Magu
DISMAS KWILIGWA	ISANGIJO	M	SAMC	Magu
ELIAS MICHAEL	KISESA A.	M	SAMC	Magu
ISACK BUSANJI	HAYABUYAGA	M	SAMC	Magu
EDITHA NYALIWA	IGEKEMAJA	F	SAMC	Magu
LEONARD MATHIAS	NYANGUGE	M	SAMC	Magu
VICENT JAMES	MATELA	M	SAMC	Magu
GEORGE WILLIAM	BUKANDWE	M	SAMC	Magu
RESTITUTA KILABULI	NYANGUGE	F	SAMC	Magu
JUMA DOSSA	NYANGUGE	M	SAMC	Magu
GAUDENCIA ELIUTHA		F	Women group	Magu
REBECA SEMPIGA		F	Women group	Magu
WINFRIDA JAGANTI		F	Women group	Magu
HELENA JOSEPH		F	Women group	Magu
ABIAH MACKANJA		F	Women group	Magu
DEMELATA MGOHOZI		F	Women group	Magu
ALETRUDA GASPER		F	Women group	Magu
WINFRIDA MAREMBO		F	Women group	Magu
ROSEMARY BUNWENGE		F	Women group	Magu
SCHOLASTICA MAJINJA		F	Women group	Magu
DIANA ISHENGOMA		F	Women group	Magu
CRENSENSIA ELIASI		F	Women group	Karagwe
JUNIAS JONATHAN		M	Women group	Karagwe
ALINDA MARCO	KAMATI YA UFUATILIAJI	F	Women group	Karagwe
JOYCE DOMISIAN	KAMATI YA UFUATILIAJI	F	Women group	Karagwe

ANNEX 3 – LIST OF PARTICIPANTS

FROLIDA LAULIANI	NAFAKA-KAYANGA	F	Women group	Karagwe
MARIA FIDER	NAFAKA-KAYANGA	F	Women group	Karagwe
FLORA KICHELE	NAFAKA-KAYANGA	F	Women group	Karagwe
HELENA MSAFIRI	MJASIRIAMALI	F	Women group	Karagwe
MERY BENJAMINI	MJASIRIAMALI	F	Women group	Karagwe
SARERA ARON K.	JIPE -MOYO	F	HIV group	Karagwe
MULIYA NYEKANABO	MAISHA	M	HIV group	Karagwe
METHOD KATEMA	MAISHA	M	HIV group	Karagwe
GEORGINA BONIFACE	MAISHA	F	HIV group	Karagwe
LEONCIA JOSEPH	MAISHA	F	HIV group	Karagwe
IMAKULATHA KATEBALILWE	MAISHA	F	HIV group	Karagwe
JEMETH GOZIBETH	MAISHA	F	HIV group	Karagwe
PETRIDA DANI	MAISHA	F	HIV group	Karagwe
VERENA JOSEPH	MAISHA	F	HIV group	Karagwe
WAZO WILIAM	MAISHA	F	HIV group	Karagwe
AGNES HILYA	KISESA	F	HIV group	Magu
HERMAS KUZENZA	ISANGIZO	M	HIV group	Magu
PAULINA PIUS	IHAYAYAGEZA	F	HIV group	Magu
CHRISTINA KISHOSHA	KANYAMA	F	HIV group	Magu
JOSIA BENJAMIN I KALUM-BETE	KISESA "A"	M	HIV group	Magu
ELIZABETH E. MAIGE	KISESA	F	HIV group	Magu
NDWALA DELELI	ISANGIJO	M	HIV group	Magu
WILLIAM L. SHOLLI	ISANGIJO	M	HIV group	Magu
YONA NGERIJA	KISESA	M	HIV group	Magu
WITNESS NATAHANIELI	KISESA	F	HIV group	Magu
DANIELI ENOCK	KISESA	M	HIV group	Magu
SHIJA MARCO	KISESA	M	HIV group	Magu
DAVID LUSHITA	Kisesa	M	Disability group	Magu
RICHARD MATHIAS	Kisesa	M	Disability group	Magu
SAMWEL KAHANGARA	Kisesa	M	Disability group	Magu
DEOGRATIOU GAYLWA	Kisesa	M	Disability group	Magu
NEEMA SIBOJA	Kisesa	F	Disability group	Magu
MGOMA DEDE	Kisesa	M	Disability group	Magu
JOSEPH MSUKA – PARALE-GAL	Kisesa	M	Disability group	Magu
DOMALI ERASTO	Kisesa	F	Disability group	Magu
ESTER FRANCIS- PHYS	Kisesa	F	Disability group	Magu
RENATUS F. MTAWA	UYSC-MUKINTUNTU	M	Youth shadow council	Ukerewe
EDWIN L. SEBASTIAN	UYSC-MUKINTUNTU	M	Youth shadow council	Ukerewe
MAJULA THOMAS	UYSC-MURITI	M	Youth shadow council	Ukerewe

ANNEX 3 – LIST OF PARTICIPANTS

OLIVER EVARIST	UYSC-BUKONGO	F	Youth shadow council	Ukerewe
MERINA DAMAS	UYSC-MURITI	F	Youth shadow council	Ukerewe
ASHELY PALAPALA	UYSC-BUKONGO	M	Youth shadow council	Ukerewe
JESCA HABWENDERO	UYSC-NAKATUNGURU	F	Youth shadow council	Ukerewe
ALBERT PALAPALA	UYSC-BUKONGO	M	Youth shadow council	Ukerewe
EDWIN L. SEBASTIAN	UYSC	M	Youth shadow council	Karagwe
MAJULA THOMAS	UYSC	M	Youth shadow council	Karagwe
ASHELY PALAPALA	UYSC	M	Youth shadow council	Karagwe
MERINA DAMAS	UYSC	F	Youth shadow council	Karagwe
JESCA HABWENDELO	UYSC	F	Youth shadow council	Karagwe
ALBERT PALAPALA	UYSC	M	Youth shadow council	Karagwe
RENATUS F. MTAWA	UYSC	M	Youth shadow council	Karagwe
OLWER EVARIST	UYSC	F	Youth shadow council	Karagwe
EDWINE ERNEST	KARAGWE YOUTH GROUP	M	Youth group	Karagwe
SAJIDA TWAHA	KARAGWE YOUTH GROUP	F	Youth group	Karagwe
DOMITIRA SYLIDION	KARAGWE YOUTH GROUP	F	Youth group	Karagwe
MERABU BIRAKASHEKWA	KARAGWE YOUTH GROUP	M	Youth group	Karagwe
PRICILA PAULINE	KARAGWE YOUTH GROUP	F	Youth group	Karagwe
KALOKOLA MUGISHA	KARAGWE YOUTH GROUP	M	Youth group	Karagwe
EDWIN EDWARD	KARAGWE YOUTH GROUP	M	Youth group	Karagwe
CRISPIN CLEMENCE	KARAGWE YOUTH GROUP	M	Youth group	Karagwe
STAMIUS MARLELY	KARAGWE YOUTH GROUP	M	Youth group	Karagwe
ANAN.NDABATUNGA	KARAGWE YOUTH GROUP	M	Youth group	Karagwe
RAURENT KAYANDA	KARAGWE YOUTH GROUP	M	Youth group	Karagwe
JUSTA HASSAN	KARAGWE YOUTH GROUP	M	Youth group	Karagwe
SETH SADOCK	YOUTH IYUNDA WARD- KARAGWE	M	Youth group	Karagwe
JUSTUS JUSTIAN	YOUTH IYUNDA WARD- KARAGWE	M	Youth group	Karagwe
EPIFANIA SHWEREREZA	YOUTH IYUNDA WARD- KARAGWE	F	Youth group	Karagwe
EDISON NICOLOUS	YOUTH IYUNDA WARD- KARAGWE	M	Youth group	Karagwe
ERINA MATHIAS	YOUTH IYUNDA WARD- KARAGWE	F	Youth group	Karagwe
AVIRA HENERICO	YOUTH IYUNDA WARD- KARAGWE	F	Youth group	Karagwe
PATRICIA THEOPHIL	YOUTH IYUNDA WARD- KARAGWE	F	Youth group	Karagwe
ELIMENGIRIDA PHILIBERT	YOUTH IYUNDA WARD- KARAGWE	F	Youth group	Karagwe
LEONARD WILLIAM	YOUTH GROUP-MAGU	M	Youth group	Magu
TEDDY KESSY	YOUTH GROUP-MAGU	F	Youth group	Magu
JACQUELINE MASIHA	YOUTH GROUP-MAGU	F	Youth group	Magu
KOMBO SALMIN	YOUTH GROUP-MAGU	M	Youth group	Magu
ALEXANDER KAKWAYA	YOUTH GROUP-MAGU	M	Youth group	Magu
SAZAH JAMES	YOUTH GROUP-MAGU	M	Youth group	Magu
OMEDY TELEPHONY	YOUTH GROUP-MAGU	M	Youth group	Magu
EUNICE	cultural-VANILLA GROUP	F	Youth group	Magu

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OMAR	cultural-VANILLA GROUP	M	Youth group	Magu
NYONI(Non-member)		M	Youth group	Magu
MABINA	CULTURAL-IGEMBA SABO GROUP	F	Youth group	Magu
FELISTER	None	F	Youth group	Magu
LUCY	None	F	Youth group	Magu
BENJAMINI	None	M	Youth group	Magu
RENATUSI F. MTAWA	CHAWATA- MKITUNTU WARD	M	Disability group	Ukerewe
MGANGA NAGABONA	CHAWATA- MKITUNTU WARD	M	Disability group	Ukerewe
DAUDI S. MANJALI	CHAWATA- MKITUNTU WARD	M	Disability group	Ukerewe
FORTUNATUS M. MATATA	CHAWATA- MKITUNTU WARD	M	Disability group	Ukerewe
KANYALA G. MASALA	CHAWATA- MKITUNTU WARD	M	Disability group	Ukerewe
CHARLES MTIMBA	CHAWATA- MKITUNTU WARD	M	Disability group	Ukerewe
MBONAMEGI MANYAGA	CHAWATA- MKITUNTU WARD	F	Disability group	Ukerewe
RUDIA MALISELI	CHAWATA- MKITUNTU WARD	F	Disability group	Ukerewe
VEREDIANA MAKOLE	CHAWATA- MKITUNTU WARD	F	Disability group	Ukerewe
THEOPISTA MCHURO	CHAWATA- MKITUNTU WARD	F	Disability group	Ukerewe
REVONATUS NSELELE	CHAWATA- MKITUNTU WARD	M	Disability group	Ukerewe
NYABUHARA KAMALAMO	CHAWATA- MKITUNTU WARD	F	Disability group	Ukerewe
BAHATI MAPESA	CHAWATA- MKITUNTU WARD	M	Disability group	Ukerewe
ALOYCE MKUNGU	CHAWATA- MKITUNTU WARD	M	Disability group	Ukerewe
AHUMAERY EXPELIUS	KCBAO-KAMATI YA UFUATILIAJI	M	Disability group	Karagwe
JUMA PASCHALY	KAMATI YA UFUATILIAJI	M	Disability group	Karagwe
REVERIANI POLIKALIPO	KCBRP-KAMATI YA UFUATILIAJI	M	Disability group	Karagwe
ERADIUS ROBERTH	PWD	M	Disability group	Karagwe
ANASTANZIA PASTORY	PWD- UHAI GROUP	F	Disability group	Karagwe
WINFRIDA ALIVINIUS	UHAI-K/ CHA WALEMAVU	F	Disability group	Karagwe
JOASI JOHN	UHAI-K/ CHA WALEMAVU	M	Disability group	Karagwe
PHILIMONI ANTHONY	UWAI-LUKORE	M	Disability group	Karagwe
JACKOB SEBASTIAN	UWAI-LUKORE	M	Disability group	Karagwe
DOMITHINA PASTORY	UWAI-LUKORE	F	Disability group	Karagwe
VENANCIA NGAIZA	MHUDUMU WA UWAI LUKORE	F	Disability group	Karagwe
SALUM MAGETA	FORUM SYD	M	Forum Syd staff	Mwanza
SOPHIA DONALD	FORUM SYD	F	Forum Syd staff	Mwanza
FLUORENCE MAIRA	FORUM SYD	F	Forum Syd staff	Mwanza
MARY KYOMA	FORUM SYD	F	Forum Syd staff	Mwanza
ATHANAS EVARIST	FORUM SYD	M	Forum Syd staff	Mwanza
MODESTA MEDARD	FORUM SYD	F	Forum Syd staff	Mwanza
WILSON JAMES	FORUMSYD	M	Forum Syd staff	Mwanza
CHRISTANT KAGORO	FORUM SYD	M	Forum Syd staff	Mwanza
AARON MIKULI	FORUM SYD	M	Forum Syd staff	Mwanza
AUDIPHAX KAMALA	FORUM SYD	M	Forum Syd staff	Mwanza

ANNEX 3 – LIST OF PARTICIPANTS

GODFREY WAWA	FORUM SYD	M	Forum Syd staff	Mwanza
Lisbeth Petersen,	Director International Programmes, Forum Syd Stockholm	F	Forum Syd staff	Sweden
Anna Rambe,	Programme Development Advisor, Forum Syd Stockholm	F	Forum Syd staff	Sweden
Theresia Linuma,	Research and Development Officer, ALAT	F	External observer	Tanzania
Sylvia Lussumo	ALAT	F	External observer	Tanzania
Jorge Maluenda,	technical Advisor, ALAT (Orgut)	M	External observer	Tanzania
Maureen Roell,	eMJee Consult	F	External observer	Tanzania
Eke Mwaipopo,	AMKA consultancy firm	M	External observer	Tanzania
Tumsifu Mmari,	former Sida programme officer (Embassy)	M	External observer	Tanzania
ESTER MASSAWE	Former Forum SYD staff	F	Forum Syd staff	Mwanza
Musa Salim	Consultant	M	External observer	Mwanza
Kazimil Kombo	Division Officer AG – DC -UKEREWE	M	District Council	Ukerewe
Son’gora Nyango	AG-DED-UKEREWE	M	District Council	Ukerewe
Hebron Mwakagenda	Consultant	M	External observer	Tanzania
Deus Kibamba	Consultant	M	External observer	Tanzania
BUCHARD MPAKA	SHIVYAWATA AND TAS-KAGERA	M	External observer	Kagera
DARRY I. RWEASIRA	DC-KARAGWE	F	District Council	Karagwe
MARRY DAFFA	PRINCIPAL-BUHANDIJA	F	Training institute	FDC
ABUBAKAR REHANI	TUTOR-BUHANDIJA	M	Training institute	FDC
SOSPETER KUGASA	PRINCIPAL-MALAMPAKA	M	Training institute	FDC
Dr. Suma Kaare	MS TCDC, Arusha	F	Training institute	Arusha
Mr. Ruchard	Policy Forum	M	External observer	Tanzania
NATHAN PETER	Ukerewe	M	Random interview	Ukerewe
NICHOLAS NTETE	Ukerewe	M	Random interview	Ukerewe
GEORGE ZABRON	Ukerewe	M	Random interview	Ukerewe
PRANCIA	Ukerewe	F	Random interview	Ukerewe
GRACE MESSO	Ukerewe	F	Random interview	Ukerewe
Zenaida Kazembe	Ukerewe	F	Random interview	Ukerewe
Veneranda Mauna	Ukerewe	F	Random interview	Ukerewe
Rajab Ally (group of 2)	Ukerewe	M	Random interview	Ukerewe
Rajab Ally (group of 2)	Ukerewe	M	Random interview	Ukerewe
Tailor lady	Ukerewe	F	Random interview	Ukerewe
Group of youth (3 of them)	Ukerewe	M	Random interview	Ukerewe
Group of youth (3 of them)	Ukerewe	M	Random interview	Ukerewe
Group of youth (3 of them)	Ukerewe	M	Random interview	Ukerewe
	Karagwe	F	Random interview	Karagwe
	Karagwe	F	Random interview	Karagwe
	Karagwe	F	Random interview	Karagwe
	Karagwe	M	Random interview	Karagwe

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	Karagwe	M	Random interview	Karagwe
	Karagwe	M	Random interview	Karagwe
AMOS ANTHONY	Magu	M	Random interview	Magu
MAMA PENDO	Magu	F	Random interview	Magu
MICHAEL (GROUP OF 3)	Magu	M	Random interview	Magu
MICHAEL (GROUP OF 3)	Magu	M	Random interview	Magu
MICHAEL (GROUP OF 3)	Magu	M	Random interview	Magu
John Chacha (Group of 2)	Magu	M	Random interview	Magu
John Chacha (Group of 2)	Magu	M	Random interview	Magu



End of Programme Evaluation of Forum Syd's Social Accountability Programme in Tanzania (SAPT) 2010-2014

Forum Syd has developed a pilot programme on social accountability (SAPT) in three districts in north-western Tanzania. It aimed at increasing the accountability of local governments and empowering poor and marginalised citizens - especially women, youth, persons with disabilities and person living with HIV - to influence quality of government plans and services. The evaluation showed that the pilot programme after three years had indeed resulted in improved dialogue between local government and citizens as well as increased citizen engagement and participation in the targeted districts. The pilot program is relevant to the context and has demonstrated potential. However, the programme has been organised and implemented ineffectively and inefficiently. It needs substantial modification before bringing to scale.

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