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Sida Decentralised Evaluation

FCG Sweden Development AB

Evaluation of Childrens Dignity Forum

Strategic Plan 2016/17 – 2018/19

Final Report

Evaluation of Childrens Dignity Forum Strategic Plan 2016/17 – 2018/19

**Final Report
July 2019**

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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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Abbreviations and Acronyms

CDF	Children's Dignity Forum
CSE	Comprehensive Sexuality Education
CSO	Civil Society Organization
DCDO	District Community Development Officer
FGM	Female Genital Mutilation
FORWARD	Foundation for Women's Health, Research and Development
GBV	Gender Based Violence
GRRS	Gender Responsive Reporting System
HR	Human Resources
IGA	Income Generating Activity
LHRC	Legal Human Rights Center
M&E	Monitoring and Evaluation
MIS	Monitoring and Information System
MP	Member of Parliament
Sida	Swedish Development Cooperation Agency
SRH	Sexual and Reproductive Health
ToC	Theory of Change
ToR	Terms of Reference
VAWC	Violence against Women and Children
WCPC	Women and Child Protection Committee
VSLA	Village Saving and Loan Association
WILDAF	Women in Law and Development in Africa
UMATI	Chama cha Uzazi na Malezi Bora Tanzania
UNFPA	United Nations Population Fund

Executive Summary

The Children's Dignity Forum (CDF) is a Tanzanian civil society organization working to protect children, help them realize their rights and change attitudes towards women and children. It was established in 2006 and now has 31 employees and volunteers in Dar es Salaam, as well as two other regions. CDF focuses on reducing three main problems affecting poor children: child marriage, Female Genital Mutilation (FGM) and teenage pregnancies. To influence the attitudes and behaviour of various groups of individuals, CDF works with community members such as parents, boys and men, religious and traditional leaders, village and ward leaders and national authorities such as the police, social welfare officers, parliamentarians and the media.

In July 2016, the Embassy of Sweden/Sida decided to provide core support to CDF for the implementation of its *Strategic Plan 2016/17 – 2018/19*. The total amount awarded during the period was SEK 22 million. With current agreement coming to an end, Sida has commissioned an independent assessment of CDF's achievement of goals, outcomes and outputs as established in CDF's *Results Framework* for the period 2016-2019.

The Evaluation Team's findings related to relevance, effectiveness, cost-efficiency, impact and sustainability as presented below.

Relevance of CDF's work

The Evaluation Team has found CDF's *Strategic Plan* to be fully aligned with the Government's *National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2020/21* and with Sida's policies and *Results Strategy for Tanzania*. CDF's *Strategic Plan* is challenging some of Tanzania's existing laws (the *Law of Marriage Act*), while working in line with others.

CDF's *Strategic Plan* is found to be based on a solid evidence-based analysis of the specific challenges in its working areas. The process of developing the *Strategic Plan* included consultation with the target groups, but assumptions on how its activities would significantly contribute to achievement of the *Strategic Plan's* objectives were not set out. The *Theory of Change* and the *Results Frameworks* were developed only after the *Strategic Plan* was developed. The Evaluation Team found evidence that CDF invests carefully and continuously in identifying beneficiaries' needs and in adjusting interventions to meet those needs. In this manner CDF continues to remain relevant to the needs of the rights holders.

CDF is found to be “doing the right things” as it has a multi-pronged approach to addressing the many drivers of FGM, child marriage, and teenage pregnancy. However, of the many interventions CDF is implementing, the Income Generating Activities (IGAs) have not been fully successful and there is a risk that the rights holders are burdened by debts they cannot repay as a result of CDF’s activities. Thus, CDF should consider cooperating with an experienced partner if it intends to continue with these interventions.

Effectiveness

For each outcome result, CDF established a number of measurable output indicators against which its monitoring is carried out. Monitoring systems are project focused and report at the activity and output level. CDF has failed to monitor outcome results and to continue to be relevant and innovative, CDF needs to become more analytical, using monitoring data to measure *outcomes* (and to a lesser degree outputs) and use its experience, as well as learning and adapting approach to analyse how CDF contributes to change.

Data gathered by Evaluation Team through focus groups and stakeholder interviews shows evidence of CDF’s impact:

- The Evaluation Team finds that girls interviewed have been empowered by CDF in terms of knowing and acting upon their rights. However, there is insufficient evidence to support achievement of some of the outcome indicators (reduction in deliveries by young women), and evidence shows that CDF’s work to enhance the economic independence of girls has not been successful.
- CDF has contributed to the formation of formal and informal structures for protecting women and children at ward, district and regional levels, and to an increased effectiveness of those.
- There is evidence of boys and men actively changing their behaviour toward their wives, children, friends, and siblings, and engaging with their communities to stop children being abused and/or neglected.

Factors influencing achievement of outcomes include CDF’s flexible approach, and good understanding of the target groups. The Evaluation Team found CDF staff working closely with the rights holders to be highly adaptable and tuned in to the needs of the target groups. CDF should also ensure that all parts of the organization adopts the beneficiary-cantered approach also when working at the national level.

CDF is found to be very effective in coordinating and harmonizing with relevant stakeholders at both district and national level.

CDF has grown substantially as an organization; increasing its funding, number of donors, staff and volunteers but it is not yet financially sustainable.

Cost-efficiency

CDF has implemented systems that aim to ensure that its purchasing strategy focuses on cost-efficiency and that its salary rates (the largest cost area) are benchmarked against comparators. The risks mentioned in the most recent *Efficiency Audit Report* (March 2017) appear to have been addressed by CDF. CDF has changed its structure, policies and activities as the number of donors and requirements have increased. CDF does not, currently, sub-grant funds, but appears to have staff with some experience of sub-granting funds.

Impact

Overall, CDF's *Strategic Plan* has contributed to CDF's transformation into pre-eminent national CSO dealing with challenges of FGM, child marriage and teenage pregnancy in Tanzania. The core funding provided by Sida has primarily allowed CDF to grow as an organization, but also offered CDF flexibility in addressing the needs of the target groups, and in incrementally building its model. However, CDF uses the *Results Framework* as if managing a project and fails to use it strategically to learn what needs to change and be adaptive to better achieve its strategic objectives.

CDF is seen as an effective convener for the TECMN network, achieving substantial successes in accessing MPs, organizing public campaigns, and drafting of a bill for the amendment of *Law of Marriage Act*. The network has a clear and very public aim, a number of influential and well-funded members, and is itself well-funded. By contrast, stakeholders' feedback is that CDF has been less effective as a convener of the MenEngage network. This network has a vague aim, limited funds, less engagement of the members, and few activities implemented.

Sustainability

There are a number of sustainable outcomes that CDF has contributed to on individual and community levels, as well as on district and national levels by setting up formal protection structures. The Evaluation Team concludes that CDF has contributed to establishing permanent structures at the national and district level by e.g. training of police officers, advocating for amendments in the *Law on Marriage Act*, and helping to establish Protection Committees at regional and district level. CDF has also contributed to setting up structures with potential to be replicated, namely, learning platforms with government officials, informal meetings on community level, informal educational initiatives undertaken by men and boys to cascade knowledge, and information seminars for girls on where to turn to if they need help.

1 Introduction

1.1 CHILDREN'S DIGNITY FORUM

The Children's Dignity Forum (CDF) is a Tanzania-registered and founded Civil Society Organization (CSO) working to protect children, help them realize their rights and change attitudes towards women and children. It was established in 2006 and now has 27 employees and four volunteers in three offices (in the Headquarter in Dar es Salaam, in Mpwapwa, and in Tarime). It has a growing donor-base, and systems to ensure management of projects and funds. CDF's mission is to protect and enhance the rights of the most vulnerable children by creating working forums that empower children, families and communities. It focuses on reducing three main problems affecting poor children: child marriage, Female Genital Mutilation (FGM) and teenage pregnancies.

In July 2016, the Embassy of Sweden/Swedish Development Cooperation Agency¹ (Sida) made a decision to provide core support to CDF for the implementation of its *Strategic Plan 2016/17 – 2018/19*. The amount awarded was SEK 11 million, which was later increased to SEK 22 million. Sida is CDF's largest donor, representing 33 percent of total income in 2018. Other major donors include Amplify Change, Comic Relief, the European Union, the embassies of Canada and the Netherlands, FORWARD UK, and UNFPA.

CDF was established in 2006 and has had a presence in Dar es Salaam and Tarime (Mara Region) for a long time. Its work in Mpwapwa is more recent, from 2017. Its primary target group is children between 0 and 18 years of age. However, CDF works with and to influence the attitudes and behaviour of the following groups of individuals:

- Parents,
- Boys and men in the communities,
- Religious and traditional leaders,
- Village and ward leaders,
- Members of parliament,
- Police officers handling cases and interviewing victims of Gender Based Violence (GBV),

¹ For the purpose of this report Sida is referred to as the donor, represented through the Embassy of Sweden in Dar es Salaam.

- Social welfare officers handling cases,
- The general public in Tanzania,
- Health care providers, and
- Media.

1.2 CDF'S THEORY OF CHANGE AND INTERVENTIONS

CDF did not have a Theory of Change (ToC) at the outset of the strategy period, and the Results Framework was prepared without an underlying ToC. CDF has submitted a ToC prepared after the *Strategic Plan* and *Results Framework*. It establishes a number of outcomes and interim outcomes for CDF to implement and explains CDF's multi-pronged approach to protecting children, ensuring that children's rights are realized and that men and boys have positive attitudes to promoting girls' and women's rights. The multi-pronged approach involved CDF working with both rights holders (girls, women) and duty bearers at different levels (men and boys, other community representatives, government authorities and parliamentarians) in different interventions.

The following is a description of the main interventions at community, district and national levels (CDF has a number of additional interventions, groups, and trainings that are not listed here as these are not included in the scope of the evaluation as per the ToR).

1.2.1 Girls clubs and influential women

In-school and out-of-school girls clubs have been created with the assistance of Community Development Officers, Village Executive Offices, and teachers. For the out-of-school clubs the participants are² the victims of teenage pregnancy, have dropped out of school, have experienced child marriage, live in the geographical area since five years back and be below 17 years of age. The participants in the group must agree to empower others (with support and training from CDF on Sexual and Reproductive Health (SRH), GBV, child rights, leadership skills, etc.) through outreach activities in the community and in schools informing women and girls about GBV, their rights and where to turn to report cases of violence and abuse. In total, CDF has created 28 out-of-school clubs: 23 in Tarime, four in Mpwapwa and one in Ilala. These clubs each have between eight and 30 members. As the Wards cover vast

² According to CDF's Manual for how to form clubs.

geographical areas, each group has more than one leader: one per village where members live. All except the out-of-school club in Ilala have received training in Income Generating Activities (IGA) and are conducting some type of business (pig rearing, tailoring, catering, or soap making)³.

Since 2014, CDF has created 89 in-school clubs: 69 in Tarime, 16 in Mpwapwa (since 2017) and four in Ilala. For the in-school clubs the criteria for membership is that the girls shall be between 9-17 years old and be prepared to be peer educators within the school and talk about violence against children without fear. The teachers in school help identify club members. A member shall be interested in building her capacity (through training offered by CDF on SRH, GBV, child rights, leadership skills, etc.) and create her dreams for the future, set an example for others, and be a contact person for children who are abused. The in-school clubs have a matron to support them, and each club has a club leader.

CDF arranges community meetings to which school girl club members are invited to speak. They may also be invited when fathers' groups (see below) organize meetings. Otherwise the in-school clubs do no outreach work in the community. They engage in debates, dialogues and theatre plays in school on teenage pregnancy, child marriage and harmful traditional practices.

Influential women are educating their fellow community members and support out-of-school clubs in Tarime, but there are not yet any such women's groups in Mpwapwa. Fathers groups there are talking to women whom they think should be engaged. They also discuss forming parents' group.

1.2.2 Fathers and boys groups

Boys groups exist in Tarime, but not in Mpwapwa. They are organized at school level where the boys talk to their peers and community members about FGM, teenage pregnancy and child marriage.

The members of fathers groups are influential men in the community. The Village or Ward Executive Officers help CDF identify and invite members and the idea is to provide a platform for men and boys to meet, challenge each other and contribute to value clarification and attitude transformation on gender equality. Members of fathers groups shall include an inter-generational mix of older and younger men, elderly and religious leaders, fathers and other respected men, and Bodaboda riders⁴. There are two fathers groups in Tarime, two in Mpwapwa and one in Ilala, each with 15 members, who have been trained by CDF on GBV, fatherhood and children's rights.

³ CDF Club Database

⁴ Bodaboda: Tanzanian motorcycle taxi.

By the end of 2018, CDF reported to have reached more than 500 men by arranging community meetings and events (often sports events or “bonanzas”) and talking individually to mothers and fathers.

In addition to the fathers and boys groups, male champions are engaged to amplify the voices on children’s rights and GBV and advocate for changed attitudes and practices at community level. CDF organizes capacity building sessions especially for such male champions.

1.2.3 Learning platforms

The approach by CDF is that “communities understand their problems more than we do therefore we must find the solutions together⁵”. This approach is taken forward via learning platforms. Examples of learning platforms at the village and ward level are the monthly monitoring sessions between CDF staff and Village/Ward Executive Officers, fathers groups and out-of-school girl clubs. At these meetings they discuss what is working best in outreach and what the challenges are. On an annual basis CDF organizes community sensitization meetings inviting all members of a village offering cultural activities and sports games to attract people. Fathers groups also organize community meetings and door-to-door education, and the Ward Executive Officers have their quarterly community meetings, where CDF participates. These are meetings not only for awareness raising but also for dialogue with community members and for information about emerging issues. With this information CDF adapts its coming interventions. With this approach rights holders and duty bearers are to become drivers in the evolution of the program, and it enables CDF to follow up on issues and successes.

The Annual District Child Protection Stakeholder Meetings are district level learning platforms where duty bearers (the police, social welfare, health and education authorities), together with the District Executive Commissioner and the elected Ward Councils, identify challenges and agree on how to move forward in strengthening the child protection mechanisms in the coming year. The District Executive Officer who is a member of this meetings is also the chair of the formal District Women and Child Protection Committee (WCPC)⁶.

1.2.4 Strengthening child protection structures

CDF works to strengthen the child protection structures with a focus on the WCPC, the Gender and Children’s Desk (of the Tanzania Police Force) and training of duty bearers in child protection. According to the CDF manager in Mpwapwa, the informal

⁵ CDF Executive Director Koshuma Mtengeti.

⁶ Formal structures created as part of the *National Plan of Action on Violence against Women and Children*

Stakeholder Meeting helped speed up the establishment of the formal District WCPC to be created as part of the *National Plan of Action to end Violence Against Women and Children*. Agreements made at the Stakeholder Meetings are followed up at the quarterly meetings of the WCPC. Actions taken are presented at the annual Stakeholder Meeting. Until now CDF has conducted the Stakeholder Meetings with all stakeholders to collect information on what they have done during the year. In the future, WCPC will take on this monitoring role.

CDF is a member of WCPC, and tries to ensure that the committee is effective, by facilitating the quarterly meetings and providing capacity building on child protection and child rights to the WCPC members at district level. The District Community Development Officer (DCDO) is the secretary of the WCPC. CDF follows up with the DCDO to push that decisions made within the WCPC are implemented.

1.2.5 Strengthening child protection structures at national level

CDF has worked extensively with the Tanzania Police Force, and the Gender and Child Desk in particular. It is part of the Police Partners Coordination Group (composed of CSO, INGOs, and the police) supporting the Gender and Child Desk and has helped train police officers in identifying and receiving victims of GBV, raise awareness within police forces on GBV issues, helped install the Gender Responsive Reporting System (GRRS), among many activities.

CDF is working with other national CSOs through several networks: the Tanzania Ending Child Marriage Network (TECMN), AntiFGM Coalition and MenEngage Network to advocate for a changes of the *Law of Marriage Act* and for child rights. CDF also advocates through media campaigns both in local radio (e.g. in Tarime) and at the national level, by participating in TV and in running campaigns.

2 The Evaluated Intervention

2.1 BACKGROUND AND PURPOSE OF THE EVALUATION

The purpose of this assignment is to provide the CDF's management team and Sida with evidence-based input for their respective decisions on strategic issues. For Sida, as CDF's main funder, the focus is to obtain an independent assessment of CDF's achievement of goals, outcomes and outputs as established in CDF's *Results Framework*. For CDF, the evaluation will provide an input into its next strategic plan, as well as an assessment of what is working well and what can be improved.

In 2016 CDF presented a *Strategic Plan* including a *Logical Framework* to Sida to cover the period 2016/17 to 2018/19. At that point, Sida asked CDF for a *Results Framework* that more clearly established measurable outcomes and outputs, as well as a baseline, as a condition for funding. The *Results Framework* submitted by CDF was used by the Evaluation Team for evaluating its achievements.

The reason for carrying out the evaluation now is that CDF is already in the process of developing its next strategic plan and both CDF and Sida felt that the results of this evaluation and learning from the period 2016 to 2019 were important to incorporate into the next strategic plan.

2.2 EVALUATION OBJECT AND SCOPE

The objective of the evaluation is to measure the effectiveness of activities carried out by CDF, identify best practices, challenges and gaps to be bridged, and help CDF improve project implementation. The evaluation should be both summative, analysing CDF's achievement of the outcomes and outputs identified in CDF's *Results Framework*, and formative, in that it should be focused on developing recommendations for the future and identifying potential improvements to current CDF operations. The main stakeholders of this evaluation are Sida and CDF.

The focus is on CDF's current strategic period i.e. 2016/17-2018/19. The four Strategic Objectives listed in the *Results Framework* for which actual versus intended achievements have been evaluated are as follows:

Table 1: CDF's Strategic Objectives		
CDF Outcomes	Description	Outcome result
Strategic Objective # 1:	Social, economic and political rights of girls are realized in the CDF targeted areas (Girls Empowerment).	20% (546) of girls aged 9 - 19 years in CDF targeted areas empowered to access their rights.
Strategic Objective # 2:	Children are protected at all levels (Child protection).	10% (397) of children in CDF targeted areas are protected at all levels.
Strategic Objective # 3:	Boys and men with positive attitudes towards promotion of children and women rights in CDF targeted areas (Men & boys engagement).	20% (4,940) boys and men in CDF targeted areas promote children and women's rights.
Strategic Objective # 4:	Organizational development, sustainability and growth.	An organization capable of sustaining its development and growth by 2019.

CDF's *Results Framework* and *Strategic Plan* are weak in explaining the intervention logic i.e. the causal links between outputs and outcomes. This issue was discussed during a "Deconstruct the Results Framework" workshop where the Theory of Change approach was presented to help CDF begin to understand how to identify the causal links and assumptions behind outputs and outcomes. The workshop identified a number of "dream results" and assumptions from which the Evaluation Team selected the most commonly mentioned to test in this evaluation.

Table 2: Assumptions underlying Strategic Objectives		
CDF Outcomes	Outcome indicator	Assumptions to be tested
Strategic Objective # 1:	20% (546) of girls aged 9 - 19 years in CDF targeted areas empowered to access their rights.	By knowing and understanding their Sexual and Reproductive Health and Rights (SRHR), girls have a) accessed services and b) spoken out.
Strategic Objective # 2:	10% (397) of children in CDF targeted areas are protected at all levels.	By training duty bearers (category C see above) at village level they a) understand their protection responsibility and b) act to protect rights holders.
Strategic Objective # 3:	20% (4,940) boys and men in CDF targeted areas promote children and women's rights.	By training and campaigning on children and women's' rights boys and men are a) less violent against girls and women and b) agree that women/girls and men/boys should be treated equally.
Strategic Objective # 4:	An organization capable of sustaining its development and growth by 2019.	By having staff and systems for M&E and proposal drafting CDF is supported by donors to implement their own projects.

It is important to mention that the evaluation draws on evidence from key informant interviews and focus group discussions with a sample of the rights holders and duty bearers. Using a sample, which in this case is not random as CDF selected the focus group participants, provides less confidence in the findings than if the entire population had been interviewed. In order to address this, the data collected through focus groups has been compared with similar data collected from other studies, national statistics and by other surveys. The Evaluation Team has also carried out two focus groups with individuals that have not participated in CDF interventions, in order to be able to assess the difference.

2.3 EVALUATION QUESTIONS

A prioritization was made of the 26 evaluation questions listed in the Terms of Reference (ToR) and the number reduced to 14. These are the questions that the Evaluation Team were able to gather substantive evidence for and which were also a priority for Sida. These can be found in Annex 2.

2.4 OVERALL APPROACH

The overall approach was presented in detail in the *Inception Report* and is summarized here. To the extent possible, CDF has been involved throughout the evaluation in planning, but the Evaluation Team has carried out all information gathering in order to safeguard the objectivity of the data.

The methodology has involved the following phases and data gathering methods:

2.5 INCEPTION PHASE

The inception phase involved the following activities:

- Initial meeting between the Team Leader and the Embassy,
- Review of CDF's *Strategic Plan*, *Results Framework*, Financial Statements and *Annual Reports*,
- Preparation and delivery of the “Deconstruct the Results Framework” workshop,
- Delivery of the outputs of the “Deconstruct the Results Framework” workshop to CDF,
- Gathering of CDF data (research reports, additional program documentation),
- Planning meeting with CDF regarding logistics, timing of field work, etc.,
- Discussion with the Embassy regarding the time plan for the evaluation, and
- Preparation of the Inception Report.

2.6 DATA COLLECTION PHASE

During this period the Evaluation Team:

- Analyzed documentation received,
- Prepared an excel database for data collation and analysis,
- Planned the field work including interviews and focus groups with CDF,
- The field work involved the Evaluation Team splitting up into three teams by which we were able to gather data from:
 - 61 girls in- and out-of-school groups (of which four had not participated in CDF interventions),
 - 17 mothers and 18 fathers (of which 11 had not participated in CDF interventions),

- 29 participants from men and boys groups (of which 8 had not participated in CDF interventions),
- 4 village elders and religious leaders (all male),
- 9 persons from the local police, social welfare and village leadership (of which three were female),
- 9 external stakeholders including:
 - Tanzania Police Force,
 - 2 Members of Parliament, and
 - Six CSOs.
- CDF staff (9 persons).

The Evaluation Team's conclusions are based on information received during the period of March 10 - May 26. Additional information (CDF's Theory of Change and a new database of child clubs) was submitted and reviewed after this.

2.7 ANALYSIS AND REPORTING PHASE

This period has involved:

- Data analysis, trend analysis and triangulation of data,
- Preparation of the Draft report and its submission to CDF and the Embassy for comments,
- Preparation of the Final Report after reviewing comments by CDF and Sida and receiving additional information from CDF, and
- Submission of the Final Report.

2.8 INSTRUMENTS FOR DATA COLLECTION

The Evaluation Team did not have the time or resources to interview a statistically representative sample and the selection of rights holders and duty bearers was carried out by CDF and not randomly. We therefore interviewed rights holders and duty bearers both within CDF interventions and individuals that had not participated in CDF activities (in order to gain an understanding of any significant differences in behaviour or attitude towards girls' and women's rights between the two groups).

Evaluation Team's two child protection experts (Gabriella Olofsson and Stephen Katende) with experience of interviewing children and their families, carried out individual interviews, and focus groups. The methodology used was based on a set of open-ended questions – covering issues of FGM, early marriage and other SRH, GBV, and girls'/children's participation – and allowing participants to elaborate as freely as possible on each question. Details of the open-ended questions used in the focus groups and key informant interviews can be found in Annex 3.

3 Findings

The findings chapter is structured in accordance with the *OECD DAC Evaluation Criteria*⁷, and begins with an analysis of CDF's:

- relevance to its target groups, stakeholders and national priorities,
- effectiveness in achieving the outcomes established in its *Results Framework*,
- cost efficiency and ability to sub-grant funds,
- impact, and
- sustainability.

3.1 RELEVANCE

In the following sub-chapter, the Evaluation Team presents its findings, with supporting evidence, to answer and draw conclusions with regard to the following evaluation questions:

- To what extent have the program activities conformed to the needs and priorities of the beneficiaries, stakeholders and donor priorities on Child Rights and Gender Equality.
- How was the program aligned to national policies and programs on gender equality and child rights.
- How appropriate were program activities and outputs to achieving expected outcomes.

3.1.1 Conforming to the priorities of the national stakeholders and Sida's priorities

Finding: CDF's *Strategic Plan* is fully aligned with the Government's *National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2020/21*, and relevant Sida policies and strategies. CDF's *Strategic Plan* is challenging some of the existing laws, while working in line with others.

CDF developed its current *Strategic Plan* at a time when there was a strong consensus and will among CSOs and the Government of Tanzania to work against

⁷ OECD DAC Network on Development Evaluation. *Evaluating Development Co-operation*. 2006.

violence against women and children (VAWC). In 2016 the Tanzanian government became one of the first pathfinder countries in the Global Partnership to End Violence against Children. The Ministry of Health, Community Development, Gender, Elderly and Children developed the *National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 – 2021/22* together with CSO, donor and government stakeholders with the stated aim to “Eliminate violence against women and children in Tanzania and improve their welfare.” A number of studies⁸ showed that FGM, child marriage and teenage pregnancies were significant problems for all of Tanzania at the time and more prevalent in certain regions of Tanzania. So, CDF’s work was highly relevant to national policy makers as well as grounded in data from various sources that indicated the prevalence and drivers of these types of child rights abuse. The *National Action Plan* establishes seven strategies⁹ to address 18 issues identified. CDF’s *Strategic Plan* is focused on contributing to, and hence aligned with, the following five of those strategies:

Strategy 1 - Strengthening the households by empowering men, women, girls and boys in the pursuit of social economic opportunities.

Strategy 2 - Strengthen norms and values that empower women and support nonviolent, nurturing and gender equitable relationships.

Strategy 4 - Positive and equitable relationships between men and women, and between children and those who care for them.

Strategy 5 - A Tanzanian society that endorses and supports the changes in laws that are proposed and implemented to protect and respond to violence against women and children.

Strategy 6 - A comprehensive and integrated protection system delivering coordinated, quality and timely support to women and children affected by violence.

Despite Tanzania ratifying UN conventions to protect women and children, commitments to Agenda 2030 and international declarations, the legal and political structures are not supporting the fulfilment of these commitments fully. Tanzania’s *Law on Marriage* and laws on children’s rights to education contradict Tanzania’s above listed commitments. The *Law of Marriage Act* allows men to be married from age 18 and girls from age 15 (with exceptions allowed for parents to marry their girls off even earlier). Also, in mid-2017 Tanzania’s President banned pregnant girls from attending public schools. There is a confusion about which laws apply with regard to

⁸ CDF et al. *National Survey on the Drivers and Consequences of Child Marriage in Tanzania*. 2016; Multi Sector Task Force on Violence against Children. *Violence Against Children in Tanzania - Findings from a National Survey 2009-2011* National Bureau of Statistics. *Tanzania Demographic and Health Survey 2010*. 2011

⁹ Using the INPSIRE model (by the World Health Organization).

the child marriage issue and the ban on child mothers in school, which makes CDF's work more difficult at the local level, and increases the importance of advocacy at the national level even more. Through the TECMN network of CSOs, CDF is working to change the *Law of Marriage*. While challenging certain laws as also mentioned above, CDF is in line with the Government's *National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 – 2021/22*, its values and respect for international children's rights.

CDF was (and continues to be) relevant to Sweden's *Feminist Foreign Policy* as well as Sida's *Gender Policy*¹⁰ and Sida's *Result Strategy for Tanzania* as its operations and aims address GBV (of which FGM is part), gender inequalities and children's rights protection (among these the right not to be married off before reaching the age of majority). As CDF operates both at the rights-holders' level as well as with advocacy at the national level CDF falls in line with Sida's *Gender Policy*¹¹. Sida's work in Tanzania aims at alleviating poverty among women, children, and young people. More specifically, Sida aims to enhance employment and entrepreneurship among women and young people, as well as to increase school enrolment among children (both girls and boys)¹². CDF's focus on women and children, and girls' school attendance is clearly in line with Sida's strategy for Tanzania. CDF also incorporated elements of supporting and training girls in clubs to earn their own livelihoods in its *Strategic Plan* which is in line with Sida's *Result strategy for Tanzania*.

3.1.2 Development of the Strategic Plan

Finding: The *Strategic Plan* is based on a solid evidence-based analysis of the specific challenges in the areas in which CDF works.

Finding: The process of developing the *Strategic Plan* did include consultation with the target groups, but assumptions on how its activities would significantly contribute to achievement of the *Strategic Plan*'s objectives were not set out. There are also risks with ownership and understanding of the *Strategic Plan* within CDF as consultants carried out much of the work in developing it, the objectives and indicators.

CDF developed its *Strategic Plan* for the period 2016-2019 through a series of steps involving staff and consultants. CDF commissioned a *Baseline Report* from consultants who carried out desk review of secondary data as well as interviews with

¹⁰ Sida. *Swedish work and policies on Gender Equality*. 1998.

¹¹ Sida. *Swedish work and policies on Gender Equality*. 1998.

¹² Sida. *Results strategy for Sweden's international development cooperation in Tanzania 2013-2019*. 2013.

a large number of interviewees in a total of 18 villages in Tarime and Mpwapwa. The findings from the thorough baseline study confirmed the national statistical data available, census reports and other studies regarding the occurrence of FGM, teenage pregnancy, and child marriage in the two districts. It also provided recommendations as to outcome and output goals and indicators for CDF to use during the upcoming strategy period.

The *Strategic Plan* is based on comprehensive primary and secondary data gathering. The occurrence of the issues that CDF aims to address are clearly presented as is CDF's SWOT¹³ analysis. There is, however, no causal analysis of how CDF's interventions are to contribute to the goals i.e. the ToC is missing. Furthermore, the *Baseline Report*, prepared by consultants, provided a set of strategic objectives, outcome indicators and output indicators¹⁴ that were incorporated into the *Strategic Plan*. CDF staff were involved and consulted, and a strategic planning meeting with staff was part of the process to develop the plan, but the documentation indicates that there was substantial involvement by the consultants in proposing and determining CDF's strategic objectives and indicators. This is not the optimum situation, as it needs to be CDF that decides its objectives, based on their consultation with rights holder and duty bearers.

3.1.3 Conforming to the needs and priorities of the beneficiaries

Finding: Evidence is that CDF invests carefully and on an on-going basis in identifying beneficiary needs and adjusting what is done to meet those needs. In this manner it continues to remain relevant to the needs of the rights holders.

CDF's most recently initiated program area is Mpwapwa (began in 2016/17) and shows CDF's approach to gathering information about the target groups' needs and of involving the target groups and stakeholders in the process of developing the interventions. This is used to illustrate the extent to which CDF's activities are relevant to the priorities of its target groups.

In Mpwapwa a baseline survey was carried out in Jan/Feb of 2017 to explore the needs and problems and find out how CDF was going to work. Although FGM is a high-profile topic of CDF, the baseline survey indicated that this issue could not be addressed directly in Mpwapwa since it did not surface in the interviews (a topic nobody acknowledged or spoke about). It was therefore agreed with the District Council in Mpwapwa that CDF should focus on child marriage and teenage pregnancy in the four wards covered by CDF. A second in-depth participatory study on these issues was carried out in selected wards. Community Development Officers

¹³ Strengths, Weaknesses, Opportunities and Threats

¹⁴ As required by the ToR for the Baseline study.

were closely involved in the planning, methodology development, data gathering, monitoring the girls who did peer interviews, and in validating the findings. The interventions were thereafter developed by CDF based on information from the baseline survey and the subsequent in-depth study and in compliance with CDF's *Strategic Plan*. The District Community Development Officer has continued to be closely involved in CDF's interventions feeling like a part of the CDF team, feeling ownership of the program and part of the solution. The interventions in Mpwapa appear to have been highly relevant to the needs and based not only on research and survey data, but also on what was realistic to work on (not working explicitly with FGM).

Data collected by the Evaluation Team on if beneficiaries interviewed had been involved in the design of the interventions indicated that they had not, which means that we could not ask them for their experience of the initial needs assessment work carried out by CDF. Some of the girls interviewed joined already established in- or out-of-school clubs, others were original members. None of them participated in the design of the interventions, but have subsequently been consulted by CDF through the learning platforms described above. There is ample evidence from both the Evaluation Team's interviews and CDF's monitoring work that CDF follows-up carefully on activities, plans, problems and successes of the clubs and groups, by listening, learning and adapting interventions to their needs. Two examples of changes to the interventions resulting from such follow-up are: 1) changing from revolving funds to start up kits in the IGAs and 2) training in confidence building and negotiation skills with girls in the out-of-school club after they had encountered negative attitudes. This shows that CDF's interventions are sensitive to identified needs and ensures that they continue to be relevant to the beneficiaries.

3.1.4 Appropriateness of interventions

Finding: CDF is found to be “doing the right things” as it has a multi-pronged approach to addressing the many drivers of FGM, child marriage and teenage pregnancy, and bases its design of interventions on its own research, national statistics and studies of what works by other CSOs.

CDF's main aim¹⁵: a “Tanzania landscape where children dwell in a context permeated with dignity and where social justice is upheld” is being addressed by working with different and relevant stakeholders and at different levels. CDF focuses on violation of girls' and young women's rights and their interventions are derived from research¹⁶ on causes and drivers of child marriage, FGM, and teenage

¹⁵ CDF. *Strategic Plan 2016/17-2018/19*. No date.

¹⁶ CDF et al. *National survey on the drivers and consequences of child marriage in Tanzania*. 2016
CDF and FORWARD. *“I have no idea how I got pregnant” Participatory Study on Teenage Pregnancy and Child Motherhood in Mpwapa District, Tanzania*. 2018

pregnancies. CDF has worked in several projects with FORWARD (Foundation for Women's Health, Research & Development) applying a specific ToC which is in accordance with CDF's ToCs.

In order to achieve its objectives, CDF works with several target groups, designing and implementing interventions for each group that aim to:

- Increase girl's knowledge of their rights,
- Strengthen the economic independence of young mothers,
- Provide girls with confidence to speak up (at school, in communities and at home),
- Build knowledge on and change the attitudes of duty bearers (by training boys and men, parents, religious and traditional leaders, and others) about children's rights in general and girls rights in particular), and
- Ensuring that child protection structures – police, child welfare, village leaders - fulfil their duties in protecting girls from GBV, e.g. rape and FGM.

CDF is addressing the problem by engaging with rights holders and relevant duty bearers at the local (village and ward) level. At the national level, CDF is, through networks of CSOs, informing and advocating for changes in national laws (the *Law on Marriage Act*). They are also applying a tried and tested approach.

CDF's work has aimed at improving the financial situation of teenage mothers by establishing IGAs. In 2016, CDF created five revolving funds (loans to a group to be repaid) for five out-of-school clubs. However, only one of the five loans were repaid, the IGAs suffered from low profitability and there was a high dropout rate from the groups. In response to this, CDF began providing start-up kits to out-of-school clubs and training in entrepreneurship. Examples of start-up kits were sewing machines, kitchen equipment for restaurants/catering businesses, and pigs for livestock production. However, dropout rates remain high, on average 30 percent from both types of programs¹⁷. This year, Village Saving and Loan Association (VSLA) are being considered by CDF.

CDF needs to consider the negative effects of the IGAs, VSLA or start up kits that require repayment. Girls remaining after fellow borrowers have left or failed to repay their parts of the loan may become worse off than before entering the IGA (as they are collectively liable for repayment of the loans). CDF needs to carefully consider continuing with such initiatives, and to consider if the IGAs/VSLAs/start up kits are doing more harm than good. CDF could also consider partnering with an experienced

¹⁷ CDF's regular reporting shows a 30 percent dropout rate and that for many clubs, the remaining loan to be repaid to between 40 and 72 percent of the borrowed capital (Source: CDF. *Monitoring Report Q1. 2018*).

VSLA or microfinance organization in order to establish IGA-systems that work effectively.

According to the *Strategic Plan*, CDF's target groups are in- and out-of-school children of both sexes, aged between 0 and 18. However, this appears to have shifted during the strategy period, as CDF's reporting, and the interviews with out-of-school clubs revealed that many out-of-school clubs are composed of young women aged 18-24.

3.2 EFFECTIVENESS

In the following sub-chapter the Evaluation Team presents its findings, and supporting evidence, to answer and draw conclusions on following evaluation questions:

- To what extent were the outcomes achieved?
- What were the major factors influencing the achievement or non- achievement of the objectives?
- To what extent programs adapted or is able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups and adjust program implementation?
- To what extent have the interventions of the different stakeholders been harmonized?

3.2.1 Achievement of outcomes

Finding: It not possible to assess overall achievement of outcomes from the data presented by CDF.

CDF's strategic objectives and outcomes as presented in the *Results Framework* covering the period 2016-2019 are the following:

Table 4: CDF's Expected Outcome Results	
Expected Outcome Result	Outcome indicator
1. 20% (546) of girls aged 9 - 19 years in CDF targeted areas empowered to access their rights.	Outcome indicator 1.1: Number of girls aged 9 to 19 years informed of SRH rights and services by 2019.
	Outcome indicator 1.2: % of <20-year-old deliveries in Mpwapwa and Tarime districts.
	Outcome indicator 1.3: number of girls who are economically independent following CDF support.
2. 10% (397) of children in CDF targeted areas are protected at all levels.	Outcome indicator 2.1: Number of child protection structures CDF targeted areas that are effectively providing and promoting child protection services and rights.
3. 20% (4,940) boys and men in CDF targeted areas promote children and women's rights.	Outcome indicator 3.1: Number of Boys and Men in CDF targeted areas who agree women/girls and men/boys should be treated equally in their community.
4. An organization capable of sustaining its development and growth by 2019.	Outcome indicator 4.1 CDF's Operational efficiency improved.

For each outcome result, a number of measurable output indicators have been established measuring number of persons trained, sensitized, reached through advocacy campaigns, participating in clubs etc. CDF's *Annual Reports* provide narrative and quantifiable information on outputs achieved (# of people reached, trained, etc.) each year with testimonies from rights holders and duty bearers as anecdotal evidence and real-life stories. Data on achievement of outcomes is neither collected nor presented in the *Annual Reports*, in any of the *Monitoring Reports* or *Quarterly Narrative Reports* produced by CDF's team, or in the most recent update of the *Results Framework*. The outcome results are, according to the *Results Framework*, to be measured through mid-term and end-term surveys, none of which have been done. When asked, CDF could not answer why such surveys had not been done. Nor was this data available from CDF's Monitoring, Evaluation and Learning (MEL) officer at the time of writing this report. A careful analysis of the outputs achieved does not allow for aggregation to the outcome level, and it is therefore not possible to assess achievement of outcomes from the data presented by CDF. This does not mean that CDF has not achieved or contributed to the outcomes. The following presents the data gathered and analysis of evidence regarding CDF's achievement of the outcomes as established in the *Results Framework*.

3.2.2 Outcome 1: Girls are empowered

Finding: The evaluation finds that girls are likely to have been empowered in terms of knowing and acting upon their rights although it is not possible to conclude that the target has been met.

According to CDF's definition of "empowered"¹⁸, girls are empowered when they a) know their rights, b) have accessed services and c) have spoken out.

By the end of 2018 CDF had trained over 1,400 girls on SRH, life skills and child rights¹⁹. This was done through in-school and out-of-school clubs and the girls, in turn, have cascaded this knowledge to their communities and friends through outreach activities.

The Evaluation Team's data gathered from focus groups with in- and out-of-school club members compared with focus groups with girls not participating in CDF activities show a significant difference between the two categories of rights holders. Girls in CDF interventions have a significantly greater knowledge of their rights (and which laws these stem from), and higher confidence levels. They also testified to actively speaking to family, friends, and community members about child marriage and teenage pregnancy.

¹⁸ As established in the Deconstructing the Results Framework workshop in April 2019.

¹⁹ CDF. *Results Framework 2016-2018 with Actuals*.

There was also a clear difference in knowledge of where to seek help if threatened by FGM, other forms of GBV, or child marriage. Older girls (typically in out-of-school club girls) knew where to seek help (police, health facilities, etc.), and had already done so in several cases. Younger in-school club girls primarily sought help (or advised friends to do so) from teachers, as well as from family, and CDF. The Child Help Line was also mentioned by several girls. There were also stories recounted of girls helping sisters, friends and cousins to either report rape, avoid child marriage and/or help a friend to a health facility.

The data gathered by the Evaluation Team triangulates well with the change stories recounted by CDF in its reporting, but also of that of a recent report²⁰ evaluating a project implemented by CDF, UMATI and Wadada Center in Mara and Mwanza. The report, based on a survey and focus group interviews with rights holders and duty bearers (among other data gathering methods), concluded that the rights holders were more aware of their rights and showed a significant increase in the number of girls who knew how and where to seek help.



Picture 1: Output from focus group with girls club: where to seek help

Finding: There is insufficient evidence to support achievement of a reduction in the number of deliveries by women below the age of 20 as a percentage of total number of deliveries.

CDF has an outcome indicator (1.2) to measure the number of deliveries by women below the age of 20 as a percentage of total number of deliveries. The data collected by CDF²¹ is flawed as CDF collected only data on # of deliveries by young women at specific points in time during 2018 and failed to compare this with the total # of deliveries (which was the outcome indicator). It therefore does not measure the outcome indicator. Data needs to be collected over a longer time period, on an annual basis (or at the exact same time every year) and compared to the total number of deliveries (i.e. all deliveries by women of all ages) to be relevant as a measure of CDF's outcome indicator.

Finding: Evidence would suggest that CDF's work to enhance the economic independence of girls has not been successful and, in some instances, may have

²⁰ Zewolde, S. *Mid-term Evaluation of the Haki Ya Binti Project 'Phase 2: Mobilizing Action to Safeguard the Rights of Girls in Tanzania'*. March 2018.

²¹ CDF. *Annual Review Meeting Report*. Dec 2018.

had unintended negative consequences because members of IGAs are collectively responsible for the debts of the group as a whole.

CDF has not presented evidence to support the achievement of Outcome indicator 1.3: “number of girls who are economically independent following CDF support”. In order to do so, CDF would need to a) define the target b) define “economically independent” and c) be able to attribute such a situation to CDF’s interventions.

CDF presents output data in the *Results Framework* on its training of more than 560 girls in business and entrepreneurship skills, of whom 153 are running IGAs²². While in a recent project review²³ nearly all of those running an active IGA state they have increased their monthly income, CDF’s data indicates issues with drop-outs, poor profitability, and cases of failed revolving funds. There is no data on if CDF’s interventions allow girls to be economically independent.

The IGAs have, as commented on in CDF’s *Annual Review Report*, been one of CDF’s less successful interventions (see section 4.1.4 above). However, there is no consistent analysis by CDF on the viability of the current IGAs needed to assess success criteria, reasons for failure, and impact on the borrowers. Such analysis would enable CDF to decide whether to abandon these types of interventions, continue with a modified approach, or to partner with a micro-finance organization or expert. Nor is there evidence collected by CDF to be able to validate that the girls are “economically independent”.

3.2.3 Outcome 2. Children are protected

Finding: CDF has contributed to the fact that formal and informal structures for protecting women and children now exist at ward, district and regional level. There is some evidence that these structures have become more effective as reported cases have increased nation-wide and at local level and that the percentage of all cases reported that get to court has not decreased.

CDF has not provided data or evidence to be able to assess achievement outcome result 2; “10% (397) of children in CDF targeted areas are protected at all levels”. To measure this accurately would be very expensive as it would require a survey of all residents and a definition of what “protected at all levels” means.

However, the Evaluation Team has gathered data on the number of reported GBV and VAWC cases at national and district level which is an indicator of the awareness of

²² CDF. *Results framework 2016-2018 and Actuals*.

²³ Zewolde, S. 2018.

GBV and VAWC as a crime as well as the willingness of community members to report it.

The National Child Helpline Tanzania²⁴ has received an increasing number of calls (both prank calls – called non-responsive - as well as those requiring a response) during the past three years.

Table 5 Calls to the National Child Helpline Tanzania	2016	2017	2018
Non-responsive calls	18 563	17 000	18 000
Responsive calls	421	1 072	1 827

The main issues reported by callers in 2017 were (in order of incidence): abandoned children, children being physically abused, children being raped or sexually abused, child marriage and child labour.

Also, the Tanzania Police Force's Gender and Children Desk has seen an increasing number of cases of GBV and VAC reported:

Table 6 Cases reported to the Tanzania Police Force²⁵	2016	2017	2018
GBV cases reported	31 863	41 416	43 487
VAC cases reported	10 551	13 457	14 491

The numbers of GBV and VAC cases reported both to the police and the Child Helpline have increased substantially since 2016. The increasing number of both prank and responsive calls to the Help Line and cases reported to the police shows an increasing awareness of child abuse and GBV and willingness to seek help through the Helpline/police. This is an important outcome, where CDF has likely contributed. The testimonials from girls interviewed as well as community-level duty bearers shows that both rights holders and duty bearers are aware of the rights and know where to report them.

CDF's Outcome indicator 2.1: "Number of child protection structures in CDF targeted areas that are effectively providing and promoting child protection services and rights" is more difficult to measure as this requires CDF to define "effective" as well as "child protection structures". Child protection structures at the village level are both informal and formal. The informal structures include religious and traditional leaders, families and the extended community. Formal protection structures include schools, village and ward executive officers, the Regional and District WCPC, the police, social welfare authorities and staff in health institutions (clinics and hospitals).

²⁴ Interview with Michael Marwa, Director National Child Helpline Tanzania.

²⁵ Interview with Faidha Suleiman, Coordinator Gender and Child Desk, Tanzania Police Force.

CDF has worked substantially both with informal (sensitizing) and formal structures (facilitating WCPC meetings, training WCPC members, police and health staff among other activities). The concrete results of this work have not been measured by CDF but the Evaluation Team's interviews with police, village and ward authorities, and social welfare authorities show that these duty bearers:

- are more aware of child abuse cases and rights,
- have noticed an increase in VAC cases reported,
- have a greater understanding of how to treat victims of GBV,
- can communicate with some religious and traditional leaders on issues of VAC.

One of the several measure of structure's effectiveness is a) how many cases get reported and b) how many cases get taken to court. In Tarime, the number of reported GBV-cases decreased between 2016 and 2018²⁶ and the number of cases prosecuted in courts was about 30 percent of total cases reported²⁷. The recent mid-term review²⁸ of the Haki Ya Binti project in Mara and Mwanza, concluded that few cases of GBV were followed up by police and/or social workers and that duty bearers did not have adequate knowledge of laws and policies regarding GBV. This is a worrying tendency as all data at the national level indicates increasing reporting of GBV and VAC.

In Mpwapwa, police statistics show that the number of reported cases increased significantly between 2016 and 2018²⁹. Data collected by the Evaluation Team showed that about 50 percent of reported GBV cases were prosecuted in 2016 and 2017. Are the protection structures in Mpwapwa more effective than those in Tarime? What are the reasons for the significant differences? What can be done to improve protection structures in Tarime? Are interventions to address these differences within CDF's mandate? These are all questions that CDF should consider when drafting its new strategic plan.



Picture 2: Interview in Mpwapwa

²⁶ Data collected by the Evaluation Team in Tarime. Data collected by CDF and reported in Annual Review Meeting Report Dec 2018.

²⁷ Data collected by the Evaluation Team in Tarime.

²⁸ Zewolde, S. 2018.

²⁹ Data collected by the Evaluation Team in Mpwapwa. Data collected by CDF and presented in Annual Review Meeting Report Dec 2018.

3.2.4 Outcome 3: Boys and men promote children and women's rights

Finding: There is evidence of boys and men actively changing their behaviour toward their wives and children, engaging with their communities to stop children being abused or neglected.

CDF has worked substantially with men and boys, reaching 378 men and boys through their campaigns. Of these, 101 men are actively championing children's and women's rights according to CDF's *Monitoring Reports*. This is far below the goal of 20 percent of men and boys in CDF targeted areas, a goal that appears to be unrealistic and very difficult to gather evidence on in a cost-efficient manner.

Nevertheless, the group interviews with men and boys conducted by Evaluation Team shows they are actively changing their behaviour toward their wives and children, and engaging with their communities to stop children being abused or neglected. The group interview with men not being part of CDF interventions showed notable difference as none of the eight men interviewed reported to have taken any action to protect children and women. The recent mid-term report³⁰ on the Haki Ya Binti project in Mara and Mwanza also shows increase in positive attitudes of respondents towards supporting and protecting persons at risk of GBV.

3.2.5 Outcome 4. An organization capable of sustaining its development and growth by 2019

Finding: CDF has substantially increased its funding, number of donors, staff and volunteers but is not yet financially sustainable.

Finding: Monitoring systems are project focused and report at the activity and output level. To grow into a sustainable organization able to innovate and become an organization guiding the work against FGM, child marriage and teenage pregnancy, CDF needs to monitor and evaluate its work differently and focus more on acting on lessons learned and whether it is significantly contributing to its intended outcomes.

This outcome is measured by staff retention, the attraction of volunteers, staff trained, the existence of an M&E plan and Monitoring Information System (MIS) and increased funding of CDF's proposals. CDF has been successful in staff and volunteer recruitment, and has reached its goal of having 20 managerial positions filled. CDF currently has four volunteers (while the goal was five), and has trained staff in financial management, human resources (HR), human rights, program

³⁰ Zewolde, S. 2018.

development, resource mobilization, M&E, advocacy and lobbying, on-line visibility, and leadership and teamwork.

A MIS has been installed and is being populated with reports. It is the Evaluation Team's understanding that the MIS system is to be a repository for reports primarily. CDF has also established an M&E plan and appointed a MEL officer. CDF's annual monitoring cycle is shown below:

Table 7 CDF's monitoring cycle		
When	Report	Prepared by
Quarterly	<i>Narrative Quarterly Reports</i> - Girls empowerment - Child protection - Engagement of men and boys	Each thematic area
Quarterly	<i>Monitoring Report</i>	MEL officer
Quarterly	<i>Management Progress Report</i> (for the Board)	CDF management
Mid-year	Staff Mid-year Review Meeting All staff meet for several days to review progress made and lessons learned Output: <i>Staff Mid-year Review Meeting Report</i>	Moderated by the Program Manager
End of year	Annual Review Meeting All staff meet for several days to review progress made, lessons learned and Annual Work Plans for the next year Output: <i>Annual Review Meeting Report</i>	Moderated by the Program Manager
Subsequent year	<i>2018 Annual Report</i>	

The *Narrative Quarterly Reports* provide information on activities completed, success stories, lessons learned, and identify issues to be addressed. Some monitoring data at the output level (number of participants in groups, trainings conducted etc.) is included.

The *Monitoring Reports* are prepared by the MEL officer after visiting the sites of CDF's activities with colleagues, interviewing rights holders and duty bearers, and carrying out spot checks to monitor the implementation of activities planned for the respective quarter. These reports are also largely activity based, include success stories and identify lessons learned and recommend follow-up actions at a micro level (e.g. how to solve a disagreement between girls in a joint IGA). They are based on activity reports prepared by groups and clubs in every ward and village on a monthly basis, but there is little reflection or analysis of either causes to emerging issues, or how they are being handled. The purpose of the *Monitoring Report* appears to be a control function i.e. to ensure that the activities reported by the thematic areas (e.g. Child protection) have been carried out.

CDF has a very good system of bringing together the entire staff in bi-yearly meetings where each thematic area presents progress and lessons learned, and there is possibility for everyone to comment, suggest and recommend actions/solutions. All

areas of CDF's operations are covered including advocacy, finance and HR. During these meetings there is reporting against outputs, as established in the *Strategic Plan*, but there is less reflection on outcomes, analysis of causes of problems and how to move forward towards reaching outcomes.

The board reports, again, focus on activities and outputs (number of clubs, people trained etc.) and success stories.

Evaluations of projects are done with and/or by donors with a focus on improving specific project results (e.g. Comic Relief and CDF evaluated its project in Tarime in April 2019). CDF also collects feedback from participants of trainings and other events.

CDF's monitoring system is activity based, narrative and is time consuming. There is evidence from the bi-annual *Review Meeting Reports* that the M&E reports are not used actively to improve the work (lessons learned are repeated, comments on reports by the Program Officer are not addressed and reports are not completed as required). If the reports are not actively used by operational staff in planning of the work, their usefulness is questionable. CDF focuses on the activities and outputs and not on the outcomes. There is limited analysis of the reasons why problems arise (e.g. girls leaving IGA groups) and more focus on solving "micro" problems. It would appear that CDF is taking responsibility for solving each and every situation, instead of asking "why" the problem has occurred and then identifying:

- a) if it is within CDF's mandate to solve it?
- b) if the problem is caused by factors common to many in the target group?
- c) if a solution to the cause would improve CDF's program overall?

One example of a problem that is commonly referred to by CDF in its reporting is that young women move away and leave the club/IGA/activity. This will always occur and is a natural part of growing up. Instead of seeing this as a problem, CDF needs to find an approach that allows for this.

CDF's quantifiable output data (number of clubs, people trained etc.) could easily be entered into an excel sheet or in a dashboard format. The more important analysis work needs to be done on a bi-annual and/or annual basis. CDF needs to be able to

1. Analyse success rates (not only individual success stories) in order to assess where changes to CDF's programs are needed. E.g. if only 3 of 6 traditional leaders are "walking the talk", CDF needs to analyse this issue.
2. Seek the root cause to the problem. CDF needs to ask itself (based on the success rate analysis) a) Why are traditional leaders not protecting children from FGM? Have we made the correct assumptions as to causality? What can we do differently to make the change happen? Is there something CDF can do to help them change?

3. Look for ways to replicate the solution to question 2). The answers to the “why” questions could be part of new strategies to be applied in current and future programs.

At present, CDF’s M&E system is appropriate for an organization that works on a project basis. Activities are followed up and outputs and success stories recorded and reported to donors. However, to become a sustainable organization able to innovate and an organization guiding the work against FGM, child marriage and teenage pregnancy, CDF needs to monitor and evaluate its work differently. Among CSOs, government agencies and INGOs, CDF is known to be a strong national CSO and the “FGM and child marriage CSO to go to”³¹. To continue to be relevant and innovative, CDF needs to become more analytical, using monitoring data to measure outcomes (and to a lesser degree outputs) and use its experience and learning and adapting approach to analyse how CDF contributes to change.

CDF has since 2016 substantially increased its income and the number of donors. By 2017, 17 of CDF’s financial proposals had been funded with a large increase in income, projects and donors and looked as follows:

Table 8 CDF Income (Tzs)	2016	2017	2018	2019 (Budget)
EUROPEAN UNION	138 150 370		103 322 836	137 149 488
COMIC RELIEF	342 622 800	91 779 850	235 591 600	
Sida		676 852 136	905 666 950	2 250 000 204
Amplify Change			200 772 347	
Right to Play	16 472 309		49 240 727	
Comic Relief - Tuwezeshe			157 271 445	29 179 021
Foundation for Civil Society - French Embassy	53 179 500	61 043 000	98 622 510	
Canada Embassy			61 959 160	
Sonke Gender Justice	27 926 300	42 987 886	67 385 100	6 999 372
UNFPA	384 089 329		814 281 440	450 581 000
Plan/Norad			33 998 118	58 002 918
Equality Now				56 854 548
Baillie Gifford				7 318 798
Total Income	962 440 608	872 662 872	2 728 112 233	2 996 085 349
Total expenses	962 065 608	559 101 470	3 298 374 597	3 047 850 280

³¹ Attested to by staff of LRHC, UNFPA, WILDAF, the Gender and Child Desk (Tanzania Police Force).

CDF had 11 donors and 12 proposals won in 2018, compared to four donors and seven proposals in 2017, and a large hike in income and expenditure. The number of staff has also increased to 27 in 2018 and CDF opened two offices, one in Tarime (Mara region) and one in Mpwapwa (Dodoma region). The Comic Relief core funding is to cease, the Sida contract ends this year and the support from Sonke Gender Justice for the work of the MenEngage network is coming to an end. If Sida decides to recommit to CDF, CDF would have almost full coverage for its activities in 2019. The Executive Director has emphasized the need to submit and win proposals.

3.2.6 Factors influencing achievement of outcomes

Finding: Factors influencing achievement include CDF's understanding of the target groups and flexible approach. The limitations of the *Strategic Plan* and CDF's focus on outputs has limited its ability to think strategically using its deep knowledge of the target groups' situation to develop new strategies.

The major factors influencing CDF's achievements are:

- the organisation's thorough understanding of the drivers of FGM, child marriage and teenage pregnancy,
- its close interaction with duty bearers and rights holders at district and local level,
- the organisation's flexible approach, continuously adapting the program to new concerns as they surface at district, ward and village level,
- CDF's organizational structure based on working in teams (e.g. Child Protection, Girls Empowerment) and the delegation of decision-making to the team and district level.

The major factors that has hindered CDF from achieving the outcomes are:

- CDF's strategic planning process where the causal links and assumptions are missing and the output and outcome indicators are unconnected and outcomes are poorly defined and, in practice, impossible to measure.
- CDF's activity- and output-based monitoring of its work which has limited its ability to think strategically using its deep knowledge of the target groups' situation.

3.2.7 CDF's ability to adapt to changing circumstances to ensure benefits for the target groups

Finding: The Evaluation Team found CDF staff working closely with the rights holders to be highly adaptable and tuned in to the needs of the target groups. CDF should ensure that all parts of the organization apply the beneficiary-cantered approach also when working at the national level.

CDF's program is designed based on information from rights holders and duty bearers and their ideas on what needs to be done to address FGM, teenage pregnancy, child marriage and CBV. The way people talked about themselves and about women's and children's rights in interviews and focus groups discussions in Tarime and Mpwapwa demonstrated that CDF's interventions have a great impact on attitudes and self-awareness of those who are actively involved. This is a result of continuous adaptability by CDF to the changing conditions in people's daily lives.

The Evaluation Team found CDF staff at district level and those working closely with the rights holders to be able and willing to adapt and find solutions. However, other parts of the organization are less adaptive applying a "we know best" approach to working with duty bearers, especially at national level. It is important that all levels of the organisation understand how the philosophy "communities understand their problems more than we do, therefore we must find the solutions together" should inform the development of the interventions. This approach should be applied also at higher levels, district leadership, national (ministry or similar) levels. Otherwise CDF risks becoming rigid and less able to adapt as the organisation grows.

One example of a risk of increased rigidity is the *Children's Club Formation Training Manual*. The current version of the manual includes everything that has happened so far in the ambition to support and strengthen girls clubs, based on their expressed needs. It is the result of continuous adaptation to girls' needs in specific contexts. However, a reader of the manual may interpret this detailed information to be the steps that you must take when supporting girls' clubs. There is a risk that the manual will be understood in a top-down manner by a leader more eager to follow instructions from above than to listen to the community. In order not to lose its adaptability when scaling up, CDF has to clarify what parts of the program should be standardized and what parts must allow flexibility with a 'learning by doing' approach with the aim to adapt to changing circumstances at community level.

3.2.8 Harmonization with different stakeholders

Finding: CDF is found to be very effective in coordinating and harmonizing with relevant stakeholders at both district and national level.

At the local and district level, the learning platforms are excellent forums for sharing learning, identifying concerns, and coordinating interventions with both government actors and other CSOs.

There is also ample evidence of CDF coordinating and harmonizing with national authorities (e.g. being part of the Police Partners Coordination Group), international organizations (e.g. UNFPA), other CSOs (in the Anti-FGM coalition and TECMN). This is very important work in order to avoid overlapping interventions.

3.3 COST-EFFICIENCY

In the following sub-chapter, the Evaluation Team presents its findings, with supporting evidence, to answer and draw conclusions with regard to the following evaluation questions:

- What strategies did the program use to become more efficient over the course of its existence?
- How flexible was the program in adapting to changing needs and scenarios?
- To what extent can CDF perform the role of forwarding of funds to other child rights organizations, partners and stakeholders?

Finding: CDF has implemented systems that aim to ensure that its purchasing strategy focuses on cost-efficiency and that its salary rates (the largest cost area) are benchmarked against comparators.

Finding: The most recent *Efficiency Audit Report* (March 2017) highlighted the financial management as of high risk, and issued recommendations that appear to have been addressed by CDF.

Finding: CDF has changed its structure, policies and activities as the number of donors and requirements have increased.

The strategies that CDF has used to become more effective include a new procurement policy and stricter routines. Procurement routines have been implemented whereby all purchases are to be purchased by comparing costs (particularly for venue hire, transport etc.) and when employing a new person, the salary level is checked against similar positions being hired.

CDF's single largest cost is its staff, with salary costs increasing in line with the added number of staff. For 2019, however, staff salaries are budgeted to increase substantially with between 12 and 35 percent, the latter appearing to be a substantial hike.

In addition, CDF has, since 2016, implemented a number of changes to improve its financial management and internal control capacity. The financial department was increased from three to the current seven persons. CDF has one accountant in each of the offices in Tarime and Mpwapwa and four at the head office in addition to the Finance Director. The accounting system has been upgraded now allowing for costs to be allocated to different projects and donors and for accountants in field offices to record transactions that the head office can see in real time.

Funds transferred (by bank transfer) to the field offices is done as an advance (based on a request for funds and budgets) and the funds are released only once the

documentation (vouchers, receipts etc.) showing actual payments is submitted to the head office.

CDF has received clean audits of its financial statements in 2016 and 2017 by its auditors. The most recent *Efficiency Audit Report* (March 2017) highlighted the financial management as of high risk. The auditors assessed that access control over CDF's accounting package, segregation of duties in the finance department were weak and that the *Financial Regulations Manual* needed updating. The *Financial Regulations* document has, according to the Finance Director and verified by the Evaluation Team³², been updated since the *Efficiency Audit*, with improved segregation of duties and rules for payment, and more comprehensive rules for the control over cash. The *Efficiency Audit* furthermore stated that CDF did comply with the regulations of its contract with Sida. UNFPA also carries out assessments of CDF's internal control functions through micro-evaluations and annual spot checks.

Finding: CDF does not, currently, sub-grant funds, but appears to have staff with some experience of sub-granting funds.

CDF does not sub-grant any funds to partners either governmental or CSOs. It does receive funding from donors in the capacity of coordinator of the TECMN and MenEngage Network. These funds are kept separate and used to fund specific activity-related expenses (travel costs, material for conferences, meetings, campaigns etc). This is paid against receipts or invoices.

CDF's Finance Director does have experience from sub-granting to CSOs from other CSOs/programs. His approach to sub-granting, as explained to the Evaluation Team, appears appropriate: the benefit that CDF has is its offices in Tarime and Mpwapwa with on-site accountants. Closeness to sub-grantees is important, in order to be able to follow-up activities and expenses, provide capacity building and help sub-grantees with financial reporting. The process to follow, were CDF to sub-grant funds, is also appropriate as the Finance Director understand that an initial assessment or evaluation of the sub-grantee is needed prior to signing a sub-granting agreement and disbursing funds. This in order to assess if the potential sub-grantee has the capacity to fulfil Sida's and CDF's requirements, manage funds appropriately and identify capacity building needs. Were CDF to sub-grant funds, the Finance Director is also cautious, recommending smaller amounts to be disbursed initially, and once the sub-granting relationship is established, increase the funding.

³² A comprehensive analysis of CDF's financial management and internal control systems is beyond the scope of this evaluation and has therefore not been completed. The Evaluation Team relies on the most recent Efficiency Audit and a brief analysis of CDF's Financial Regulations.

3.4 IMPACT

In the following sub-chapter, the Evaluation Team presents its findings, with supporting evidence, to answer and draw conclusions with regard to the following evaluation questions:

- What has happened as a result of the implementation of the strategic plan?
- What were the main results achieved through CDF's role as a Convenor of two networks i.e. MenEngage, and Tanzania Ending Child Marriage Network (TECMN)?

3.4.1 Implementing the Strategic Plan

Finding: Overall, the *Strategic Plan* has contributed to the development of CDF as possibly the pre-eminent national CSO dealing with challenges of FGM, child marriage and teenage pregnancy in Tanzania. It has also helped focus the organization on developing its capacity. However, CDF uses the results framework as if managing a project and fails to use it to strategically learn what needs to change and be adaptive to better achieve its strategic objectives.

The core funding provided by Sida has primarily allowed CDF to grow as an organization, but also offered CDF flexibility in addressing the needs of the target groups, and incrementally building its model.

CDF's model to achieve "a Tanzania landscape where children dwell in a context permeated with dignity and where social justice is upheld" is based on an implicit ToC and an approach targeting many drivers of FGM, child marriage and teenage pregnancy. The *Strategic Plan* has allowed CDF to grow as an organization. It has included commitments and aspirations on number of specific staff trained and focus on internal operations e.g. HR, MEL, Program Management. Furthermore, CDF has been able to establish medium-term goals for the organization's institutional development: improving internal control and financial policies and routines, fundraising capacity, as well as establishing M&E structures and HR systems to recruit and train staff. The impact is apparent in the substantial increase in funding, staff, projects and donors. In the view of other CSOs in Tanzania, CDF has become the expert national CSO on FGM and child marriage – a CSO that is respected, has an important voice and presence in different regions in Tanzania.

When implementing the interventions in a complex environment, new issues emerge that may hinder achievement. These are discovered in feedback meetings and other learning platforms with duty bearers and rights holders at community and district level.

However, the manner in which the *Strategic Plan*'s results framework has been monitored and used has hindered CDF. There has been an extraordinary focus on

reporting against the outputs and inputs (# of materials distributed – an input, # of people trained – an output) in CDF’s monitoring of the *Strategic Plan* and insufficient focus on outcomes and impact. CDF has seen the *Strategic Plan* similar to a project plan, where all outputs must be achieved in order to complete the donor contract rather than as a strategic plan for meeting the organization’s objectives.

3.4.2 CDF as convener of networks

Finding: CDF is seen as an effective convener for the TECMN network. By contrast, it is reported to have been less effective as a convener for the MenEngage network.

CDF is the convener of two networks: TECMN and MenEngage.

The TECMN network has a specific aim: *to end child marriage in Tanzania*. According to members of the network as well as members of parliament (MP) that the TECMN network has approached³³, it has been very active. CDF has, according to both the target group (MPs) and members of the TECMN network, been an active and structured coordinator of this network with substantial successes in the form of meetings with and access to MPs, and drafting of a bill for the amendment of *Law of Marriage Act* submitted to the Parliament. The network has a clear and very public aim, a number of influential and well-funded members, and is itself well-funded.

CDF is well known and appreciated by the MPs interviewed, with one MP saying she had attended several workshops and seminars to discuss the issue, which had allowed MPs to meet with traditional leaders (seen by MPs to be one of the main obstacles to ending child marriage) and presenting a proposal for an amendment of the *Law of Marriage Act*. Members of the network find CDF to be an active and engaged driver of the process, delegating tasks within the network and being able to co-fund expenses for travel (to the Parliament in Dodoma), campaigns etc. The total amount budgeted for the TECMN networks work in 2018 was Tzs 580 million (approximately USD 250,000). This network is, by its members as well as by the MPs, seen as active and achieving results although a change in the *Law of Marriage Act* is yet to be passed by Parliament.

The MenEngage network aims at “engaging men and boys to promote gender equality and end gender-based violence in Tanzania”. The network has the financial support from, and uses the methodology proposed by, Sonke Gender Justice. It has been reported in interviews, however, that the network has not been very active. CDF reports that several members are not active and only a few activities (positive

³³ Interviewed by the Evaluation Team.

parenting, training of journalists and Bodaboda drivers) have been implemented. The budgeted amount for this network was about Tzs 40 million in 2018 (approximately USD 17,000). This network does not have as clear, measurable and publicized goal as that of TECMN. Also, several of the members are very small, project-based CSOs that ceases to exist when the project ends. CDF is by far the largest member that smaller members see partially as a funder of activities, and provider of training in e.g. dialog with men in the community, HRBA, etc. CDF's Executive Director sees potential in this network, while other CSOs in Tanzania see the network as not achieving its potential. At the time of the Evaluation Team's visit, the network was discussing a new strategic plan, but the member organization interviewed reported a lack of engagement by the members in the process.

3.5 SUSTAINABILITY

In the following sub-chapter, the Evaluation Team presents its findings, with supporting evidence, to answer and draw conclusions with regard to the following evaluation questions:

- To what extent has the implementation of the strategic plan resulted in leveraging of knowledge and interventions to ensure sustainable impact?
- What program management mechanisms have been put in place to ensure sustainability of program outcomes?
- Is it likely that the benefits (outcomes) of the project are sustainable?
- How is CDF able to build capacity at community level?

3.5.1 Sustainable outcomes

The Evaluation Team has defined program outcomes to be sustainable if these lead to either:

- A. the establishment of a permanent state or structure e.g. a new law, a new curriculum, a committee/department, and/or,
- B. establishing processes that can be replicated without the involvement of CDF (that may ultimately lead to A.).

Finding: There are a number of sustainable outcomes that CDF has contributed to, for individuals, at the local community level and regarding formal protection structures at district and national level.

The Evaluation Team finds that CDF has contributed to A. in the following manners:
At national level

- the support to the Gender and Child Desk of the Tanzania Police Force has involved installation of the Gender Responsive Reporting System (GRRS) to ensure delivery of on-time data related to GBV. This is being installed but is not yet fully up and running. CDF has also helped put in place processes and tools for examining GBV victims (the so called PF3 guideline). These are

concrete processes and tools to be used by police officers in dealing and reporting GBV cases³⁴.

- CDF is, through the TECMN network, advocating for a change of the *Law on Marriage Act* and the network has drafted a private bill for amendment of the Law. Although not a concrete result, this now needs to be presented to the Constitutional Committee of the Parliament for review and presentation to the Parliament³⁵.

At district level

- The establishment of WCPCs is mandatory at regional, district and ward level under the *National Action Plan on Violence against Women and Children*. Their role is to ensure coordinated action of all relevant government services for a functional protection system, from village level executive officers, social welfare, health clinics, police gender and children desks, to magistrates in court, in support of women and children who are victims of violence and abuse. The committees have recently been established in CDF's districts and are so far functioning thanks to CDF supporting their quarterly meetings, and providing capacity building of the committee members.

The Evaluation Team concludes that CDF has contributed to B. in the following manners:

- The learning platforms with government officials at district level are important arenas for creating a sustainable outcome. The District Child Protection Stakeholder Meeting is an informal learning platform that ties into the formal WCPC. These platforms have become important forums for developing a common way forward in strengthening the child protection system within and among authorities. A sign of the common understanding is the way officials interviewed at district and ward level echo each other when talking about the challenges related to arresting perpetrators of rape and protecting victims' rights.
- Establishing informal processes whereby the issues of FGM, children's rights, teenage pregnancy, child marriage are discussed at community level by male and female champions and/or influential persons, elderly leaders, religious leaders and other members of fathers groups. Young women, girls and boys in school or out of school clubs are supported and provided training on how to discuss these issues with their peers. Evidence from CDF's own surveys and success stories matches the evidence gathered from group interviews by the Evaluation Team. Executive officers at ward and village level are involved in

³⁴ Interview with Faidha Suleiman, Coordinator of Gender and Child Desks nationwide. Tanzania Police Force.

³⁵ CDF Annual Reports, interview with TECMN former Chairperson, Valery Msoka

planning and running awareness raising activities at community level and work as teams with elderly leaders and fathers groups.

- There is evidence (both reported by CDF and data gathered by the Evaluation Team) that fathers groups, at their own initiative, take action to manage of GBV in their communities which may partially be as a result of CDF training, sensitization and work with male groups. They do this either by speaking directly to the parents, bringing the cases to the social welfare authorities and/or to the police. CDF has reached more than 500 boys and men with its campaigns and by the end of 2017, had 101 boys and men actively championing children's and women's rights.
- A very important sustainable outcome is that in-school club girls and out-of-school club girls have gained knowledge about SRH, the right to say no and where to seek help for victim of violence. Girls who have participated in CDF's interventions also recount having told siblings and friends what to do. The difference between the knowledge and confidence of girls in CDF's programs and girls not having participated in the programs was significant³⁶. Girls not in CDF programs also feared the police which girls in the CDF program did to a lesser degree.
- Girls in out-of-school clubs have gained the confidence to speak up about SRH, GBV and teenage pregnancy to other young girls and women in the community. However, it is difficult for these girls to reach out to the wider community without the support from influential men and women in the community, due to negative attitudes. This is an additional feature that CDF has added in order to support out-of-school girls' outreach work.
- Fathers groups have the potential for a faster and wider impact, thanks to the patriarchal system. The training and capacity building on fathers' roles in parenting, men's responsibility for ending violence against women and children, women's and children's rights, have transformed the individual male members as they describe it themselves. Women who were not active in CDF interventions, have learnt from the fathers group about women's rights and the equality between girls and boys, and the importance of caring for one's child.
- CDF's MenEngage team worked to introduce Positive Parenting skills (using Sonke Gender Justice's model) among men. Testimonials gathered by the Evaluation Team show changes in attitudes to involving wives and children in decision-making, in changes in risky parenting behaviour³⁷. Members of one

³⁶ Source: group interviews with two groups of girls in CDF programs and one group of girls not in CDF programs in both Ilala and Tarime, respectively, carried out by the Evaluation Team.

³⁷ Examples mentioned in interviews include parents ceasing to bring children to bars, giving them alcohol, staying out late, putting clothes on the children and sending them to school, asking children's opinion and joint decision-making.

fathers group, as well as women from the same village, talked about the importance of sharing in child rearing and in decision making within the family. The fathers group wanted to work together with women to better reach out to families. CDF is asked by several stakeholders to also form mothers/women groups.

CDF's internal process of monitoring activities, following up with the children's clubs, parent groups, champions, etc. have led to several positive effects³⁸:

- The groups CDF engages with feel a strong support from CDF and that they are listen to and encouraged by them.
- Duty bearers (police, ward and village executive offices, social workers at village/ward level) feel that they are partners with CDF, fully engaged and jointly working towards a common goal, which is due to the consistency of CDF's work, presence, and engagement. This means that CDF is considered a partner.
- The approach CDF uses supports it in adapting to changing circumstances in the complex work towards changing attitudes and traditional practices.

Through a careful follow up of its activities, CDF is able to identify (sometimes on a very micro-level) problems and address those. An example is a solution to the issue of the out-of-school club girls visiting schools as part of the outreach program to speak about child marriage and teenage pregnancy, who were sometimes met with negative attitudes by teachers who mistreated them and did not admit them to the school ("what can you teach others, you can't even take care of yourselves" is the reaction reported). CDF trained the girls on how to respond to criticism and had an influential woman accompany them in order to provide support, resulting in admission to the schools and ability to cascade their knowledge, as a result of which they are now being appreciated by some teachers. There are numerous examples of relatively small adaptations as a result of learning that demonstrate CDF's flexibility and sensitivity towards participants' needs. This is an important part of CDF's work, and demonstrates that the organization is learning by doing and that it is flexible in its approach.

³⁸ Source: Group interviews with target groups, individual interviews with duty bearers and CDF internal reporting.

4 Evaluative Conclusions

This evaluation aims to provide Sida with an independent assessment of CDF's achievement of outcomes as established in CDF's *Results Framework*. It furthermore provides CDF's management team with evidence-based input for its next strategic plan, as well as an assessment of what is working well and what can be improved.

4.1 CDF'S STRENGTH

CDF's **strength** lies in the following important aspects of the organization:

- In the method it applies to address FGM, child marriage, and teenage pregnancy in Tanzania. It is based on data from a substantial amount of research and follows the strategies established in the *National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 – 2021/22*. CDF's interventions are also based on a thorough understanding of these drivers gained through its work within the communities.
- CDF ensures that it continues to be relevant to the rights holders through its process of following-up on interventions. This ensure that problems are captured and addressed and the duty bearers and other stakeholders feel part of the process to adapt to new learning and changes in the context. The Evaluation Team found CDF staff working closely with the rights holders to be highly adaptable and tuned in to the needs of the target groups.
- CDF's ToC: The interventions that CDF has chosen to implement follow a ToC (although not explicit in the *Strategic Plan*), and it would appear that CDF is “doing the right things” through its multi-pronged approach.
- CDF has the processes to adapt interventions, strategies, and even entire programs at the village and district level, based on learning. The following table presents the Evaluation Team's findings regarding CDF's achievement of outcomes.

Table 9: CDF's Expected Outcome Results		
Expected Outcome Result	Outcome indicator	Achievement of outcome
1. 20% (546) of girls aged 9 - 19 years in CDF's targeted areas empowered to access their rights.	Outcome indicator 1.1: Number of girls aged 9 to 19 years informed of SRH rights and services by 2019	There is sufficient evidence to show that girls have been reached by CDF, that they are better informed about their rights, feel confident to speak out about their right, know where to go to seek help. There was a significant difference between girls in CDF-clubs and those not having participated in CDF interventions. CDF has not presented data to show that the outcome indicator has been achieved.

Table 9: CDF's Expected Outcome Results		
Expected Outcome Result	Outcome indicator	Achievement of outcome
	Outcome 1.2: % of <20-year-old deliveries in Mpwapwa and Tarime districts	There is insufficient evidence to support achievement of this outcome.
	Outcome indicator 1.3: number of girls who are economically independent following CDF support	More than 500 out-of-school girls have been trained and more than 150 are running IGAs. However, this intervention has been problematic and there is a risk that some girls are worse off having participated than prior to entering into revolving funds or similar initiatives. There is no evidence to support the outcome that girls are economically independent.
2. 10% (397) of children in CDF targeted areas are protected at all levels	Outcome indicator 2.1: Number of child protection structures in CDF targeted areas that are effectively providing and promoting child protection services and rights	The existence of structures for protecting women and children now exist at ward, district and regional levels which is also an outcome contributed to by CDF. There is some evidence that structures have become more effective as reported cases have increased nation-wide and at local level and that the percentage of all cases reported that get to court has not decreased.
3. 20% (4,940) boys and men in CDF targeted areas promote children and women's rights.	Outcome indicator 3.1: Number of Boys and Men in CDF targeted areas who agree women/girls and men/boys should be treated equally in their community	There is evidence of boys and men actively changing their behaviour toward their wives and children, engaging with their communities to stop children being abused or neglected. The difference between the group of men not in CDF interventions was obvious. CDF also reports that it has 101 male champions promoting women's and children's rights, which is far below the 20 percent goal.
4. An organization capable of sustaining its development and growth by 2019	Outcome indicator 4.1 CDF's Operational efficiency improved.	CDF has substantially increased its funding, number of donors, staff and volunteers. Its M&E process, however, focuses on outputs, and on controlling activities, but does not allow for an analysis of causes, identification of solutions or of processes to handle emerging issues. CDF is not yet financially sustainable.

- Finding: Factors influencing achievement include CDF's understanding of the target groups and flexible approach.
- Finding: CDF is found to be very effective in coordinating and harmonizing with relevant stakeholders at both district and national level.
- CDF's internal systems and structures: CDF has developed more sustainable organizational structures. CDF has managed to increase income, the number of donors, staff and address weaknesses in its financial management and procurement systems. CDF has put in place a more robust procurement procedure, and policy of comparing salaries of new employees to similar positions. CDF does not, currently, sub-grant funds, but appear to have staff with some experience of sub-granting funds.
- The sustainability of its outcomes: CDF has contributed to sustainable outcomes for individuals, for the local community in terms of providing formal protection structures at both district and national levels. An acceptance of women's and children's rights is at the core of a functional child protection system, and is the basis for CDF's work. If girls are valued less than family honour, the formal protection system will never be able to protect the child.

There are sustainable practices observed at the individual and community level which include establishing processes for seeking help, increased reporting of GBV and VAWC cases, and encouraging sharing of knowledge between rights holders. These are important processes that rely on individuals' will and ability. The learning platforms introduced by CDF are important as they provide important information sharing opportunities and input to the formal protection structures at regional, district and village levels. CDF has also helped establish formal WCPC.

- CDF's work in the TECMN network has been very successful. This network has a substantial budget, a very clear and public goal, and partners that are well funded.

4.2 CDF'S WEAKNESSES

CDF has a few weaknesses that need to be addressed in order for CDF to become the sustainable pre-eminent national CSO dealing with challenges of FGM, child marriage, and teenage pregnancy in Tanzania that it has the capacity to become.

CDF's **weaknesses** lies in the following issues:

- CDF's outcomes. The limitations of the *Strategic Plan* and CDF's focus on outputs has limited its ability to think strategically using its deep knowledge of the target groups' situation to develop new strategies. CDF needs to monitor its *Strategic Plan*, not as a project, but with an eye to the impact and outcomes. CDF's *Strategic Plan*, goals and indicators need to be developed internally by CDF staff to ensure ownership and feasibility. The learning that continuously takes place as a result of CDF's follow-up work disappears under the burden of reporting against output results, adaptive learning doesn't happen and activities known to be a failure continue.
- The Evaluation Team found CDF staff working closely with the rights holders to be highly adaptable and tuned in to the needs of the target groups. Nevertheless, CDF should ensure that all parts of the organization apply the beneficiary-cantered approach also when working at the national level.
- CDF's monitoring of its achievements has been too focused on outputs and inputs, to the extent that it prevents CDF from producing evidence on achievement of any of its outcomes. CDF should adapt the Results Based Management (RBM) approach when monitoring and evaluating its outcomes, and when designing its next strategic plan. This means defining clear outcomes, monitoring these, and evaluating the impact. The RBM approach means that changing an activity or output is not only desirable, but required, if CDF finds that it is not contributing to the outcome and impact. Yet, with an RBM approach, to discontinue an activity or output if it is detrimental to the achievement of the outcome is vastly preferred to "carrying on because we need

to achieve the outputs”. CDF needs to, in its next Strategic Plan therefore include:

- A few outcomes that CDF can cost-effectively measure and track
 - Identification of key assumptions on how outputs would significantly contribute to achievement of the outcomes,
 - Ensure that the outcomes can be monitored cost-efficiently (both outcomes and assumptions) , and
 - A strategy for adaptive learning.
- CDF’s work in the MenEngage network has been less successful. It has a very small budget, many small project-based members without the competence or capacity to contribute substantially. The aim of this network is also vague and not measurable.

5 Recommendations

The following section presents the Evaluation Team's recommendations to Sida and CDF.

5.1 RECOMMENDATIONS TO SIDA

1. CDF has shown substantial progress towards its outcomes, has an established (although not explicit) a ToC it follows and a process for continuously adapting its interventions to the situation of its target groups. As such it is a good partner for Sida to continue to support.
2. Sida should support CDF in its work to become a partner to Sida with the competence and capacity to direct its work based on monitoring of outcomes and the RBM approach.
3. If CDF were to sub-grant funds to partners, it is recommended that a new efficiency audit be carried out within two years from beginning to sub-grant funds in order to assess CDF's sub-granting capacity.

5.2 RECOMMENDATIONS TO CDF

1. CDF's staff should draft the next strategic plan, develop indicators that are based on the knowledge of its program staff up-country.
2. CDF needs to, in its next strategic plan, focus on:
 - A few outcomes,
 - Realistic outcomes,
 - Outcomes that can be monitored efficiently (without too large an expense), and
 - That allow for both qualitative and quantitative measuring.
3. CDF should reform its monitoring system following the RBM approach to focus on outcomes and build on CDF's current follow-up practices where the learning is captured and can be used to assess CDF's progress against outcomes.
4. CDF needs to, on a bi-annual or annual basis, try to identify the causes of a problem by asking "why" the problem has occurred. CDF needs to
 - Analyse success rates (not only individual success stories) in order to assess where changes to CDF's programs are needed. E.g. if only 3 of 6 traditional leaders are "walking the talk", CDF needs to analyse this issue.
 - Seek the root cause to the problem. CDF needs to seek the causes for the problem (based on the success rate analysis)
 - Why?
 - Have we made the correct assumptions as to causality?
 - What can we do differently to make the change happen?
 - Is it with CDF's mandate?

- if the problem is caused by factors common to many in the target group?
 - Look for ways to replicate the solution to question 2). The answers to the “why” questions could be part of new strategies to be applied in current and future programs.
 - if it is within CDF’s mandate to solve it?
- 5. CDF’s monitoring of outputs and inputs should be simplified in order to be easily entered into an excel sheet or dashboard format.
- 6. CDF should consider how to expand its work into new wards and hand over CDF’s learning to actors at district and ward level of how to continue work to transform attitudes and practices in relation to GBV.
- 7. CDF needs to consider the viability of the MenEngage network, the level of engagement of its members and to articulate a clearer objective.
- 8. CDF needs to carefully assess the success rate of IGAs, their profitability, the negative effects of non-repayment of loans prior to beginning VSLA work.
- 9. CDF should consider finding an experienced micro-finance or VSLA organization to partner with if CDF decides to continue with support to IGAs.

Annex 1 – Terms of Reference

Terms of Reference for the Evaluation of Children's Dignity Forum (CDF) Strategic Plan 2016/17 – 2018/19 in Tanzania

Date: 17th December 2018

1. Evaluation object and scope

The Children's Dignity Forum (CDF) is a children's rights Civil Society Organization which is voluntary, private, non-governmental, non-partisan and non-profit-making based in Dar es Salaam as its headquarters. It was founded and registered in 2006 under the NGO Act No. 24/2002. CDF has offices in Tarime District, Mara Region and Mpwapwa District, Dodoma Region. CDF's Vision is about creating a Tanzania landscape where children dwell in a context permeated with dignity and where social justice is upheld. CDF defines its mission as the promotion of children's rights for most vulnerable children, through creation of working forums that empower children, families and communities.

In July 2016, the Embassy of Sweden made a decision to provide core support to the Children's Dignity Forum (CDF) Strategic Plan 2016/17 – 2018/19 with MSEK 11, which was later increased to MSEK 22 to support implementation of the CDF Strategic Plan 2016/17 – 2018/19. The Swedish contribution is approximately 54% of the total Strategic Plan budget.

The Children's Dignity Forum was proposed to be a new strategic partner to the Embassy in the area of Child rights. Sweden committed to support the CDF's Strategic Plan, through basket-funding arrangements with a number of other development partners, who were supporting the Strategic Plan who include i.e. UNFPA, European Commission, Comic Relief, FORWARD UK, Canadian Embassy, French Embassy, Netherlands Embassy, Baillie Gifford, Amplify Change and Sonke Gender Justice. The Swedish support is expected to be long-term, results-based and could stretch for multiple years as well as allow for flexibility and enable CDF to respond rapidly to unexpected developments and changing demands in the respective organizational programmatic areas.

The aim of this exercise is to conduct an evaluation of the Children's Dignity Forum Strategic Plan 2016/17 – 2018/19. The objectives of the evaluation are to assess progress of the Strategic Plan towards its set outcomes and outputs as identified in the results framework, as well as identify challenges, lessons learnt and provide

recommendations for the remaining project period and next CDF Strategic Plan 2020-2024.

The core functions of CDF are embedded in its Mission and Vision; and these are:

1. Strengthening and facilitating human rights advocacy for children at risk and/or affected by child marriage, FGM, gender-based violence and other gender inequalities;
2. Establishing a supportive environment for enhancement of meaningful child protection and sustainable participation of children in development initiatives in their communities;
3. Engaging boys and men in the promotion of women's and girls' rights to upheld gender equality; and
4. Strengthening CDF's organizational capacity in order to effectively and efficiently implement its strategic plan.

In order to fulfil these functions effectively, Children's Dignity Forum (CDF) Strategic Plan (2016/17 – 2018/19) has four thematic areas focusing on:

1. Girls' Empowerment;
2. Child Protection;
3. Boys and men engagement;
4. Organizational Development, Sustainability and Growth.

The Children's Dignity Forum Strategic Plan overall goal for the period 2016/17 – 2018/19 is ***Children independently and positively capable of contributing towards the social and economic development of Tanzania.***

The specific goals are:

1. Strategic Objective #1: Social, economic and political rights of girls are realized in the CDF targeted communities (Girls empowerment)
2. Strategic Objective #2: Children are protected at all levels (Child Protection)
3. Strategic Objective #3: Boys and Men with positive attitudes towards promotion of children and women rights in CDF targeted areas. (Men & Boys Engagement)
4. Strategic Objective #4: Organizational Development, Sustainability and Growth

Children's Dignity Forum (CDF) is also the convenor of the Tanzania Ending Child Marriage Network (TECMN) and the Men Engage Network.

The evaluation will examine the results achieved and areas for future improvement. The evaluation will also contribute towards the design of the Children's Dignity Forum (CDF) Strategic Plan 2020- 2024. The evaluation will include in-depth discussions with child protection structures, Police Children and Gender desks, child

advisory board members, and government officials, young women and young men, parliamentarians, journalists, communities and other relevant key stakeholders. It will also incorporate the findings from the various report reviews and project documents. It is expected that the evaluation will cover three districts where CDF operates.

The stakeholders to be consulted during this evaluation should include, but not be limited to, the following:

1. Targeted beneficiaries i.e. girls and young women, boys and young men, community members
2. Locally based NGOs, and government service providers involved in women and girls programs on GBV, FGM and child marriage, e.g. schools, police, health and social welfare
3. In and out of school clubs
4. Fathers' groups
5. Traditional and religious leaders
6. Influential women and men
7. Existing formal and informal community-based organizations.
8. District, regional and national relevant government offices
9. Relevant UN agencies, international and national organizations, including but not limited to UNICEF, UNFPA and UN Women and Save the Children, Plan International and Tanzania Child Rights Forum

For further information, the CDF Strategic Plan 2016/17 – 2018/19 and Results Framework is attached as Annex D.

The scope of the evaluation and the intervention logic or theory of change of the project/program shall be further elaborated by the evaluator in the inception report.

2. Evaluation rationale

The Children's Dignity Forum (CDF) has been implementing the Strategic Plan since July 2016 and has made progress in reaching communities, schools, professionals, decision and policy makers as well as other stakeholders working in the CDF target areas in Dar es Salaam, Mara and Dodoma regions. During this time, CDF has enhanced its own understanding and strategies towards ending Female Genital Mutilation (FGM), Child marriage and teenage pregnancies in the three areas. The evaluation is intended to assess the program progress as systematically and objectively as possible, in six focus areas:

1. To contribute towards the design of the Children's Dignity Forum (CDF) Strategic Plan 2020- 2024.
2. To assess and document the implementation of the Strategic Plan at national and district levels focusing on the achievements, challenges and lessons learnt;
3. Measure achievements and outcomes of the strategic plan based on available baseline information and developed results framework;

4. To accentuate best practices so as they can be duplicated within CDF as well as in partner programs and activities;
5. Identify lessons learnt and explore potential for sustainability and scale-up of the implementation;
6. To identify gaps and provide recommendations on the implementation of the Strategic Plan so as to address them for the remaining period of the Plan.

3. Evaluation purpose: Intended use and intended users

The purpose or intended use of the evaluation is to enable Children’s Dignity Forum (CDF) assess progress of the on-going project to learn what works well and what could be adjusted to be even better. The evaluation will also be used to inform decision on how project implementation may be adjusted and improved. It will also contribute and provide input to the design and preparation of the new CDF Strategic Plan 2020 - 2024

The primary intended users of the evaluation are the CDF project management team and staff of CDF and CDF Board members and Embassy of Sweden in Tanzania that provides core support to the CDF Strategic Plan 2016/17- 2018/19.

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

Other stakeholders that should be kept informed about the evaluation include , FORWARD UK, UNFPA, Comic Relief, European Commission, French Embassy, Canadian High Commission, Royal Netherlands Embassy, Sonke Gender Justice, Baillie Gifford, and Amplify Change, who contribute to the Children’s Dignity Forum (CDF) Strategic Plan 2016/17 – 2018/19. Others include; Ministry of Health, Community Development, Gender Elderly and Children–Gender and Children’s Departments, Ministry of Home Affairs – Police Gender and Children Desk, Ministry of Education, Science and Technology and President’s Office Regional Administration and Local Government- Tarime, Mpwapwa and Ilala districts.

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

4. Evaluation criteria and questions

The main objective of this evaluation is to assess progress of the Strategic Plan towards its set outcomes and outputs (as defined in the Results Framework), identify challenges, lessons learned and provide recommendations for the remaining project period and contribute towards the design of the CDF Strategic Plan 2020 – 2024. The

aim is also to evaluate the effectiveness of the CDF Strategic Plan 2016/17 – 2018/19 and formulate recommendations as an input to upcoming discussions concerning the preparation of a new Strategic Plan 2020 – 2024.

The specific objectives are:

1. To assess and document the implementation of the Strategic Plan at national and district levels focusing on the achievements, challenges and lessons learnt;
2. Measure achievements and outcomes of the strategic plan based on available baseline information and developed results framework;
3. To accentuate best practices so as they can be duplicated within CDF as well as in partner programs and activities;
4. Identify lessons learnt and explore potential for sustainability and scale-up of the implementation;
5. To identify gaps and provide recommendations on the implementation of the Strategic Plan so as to address them for the remaining period of the Plan.

The Evaluation questions are:

Relevance

1. To what extent have the program activities conformed to the needs and priorities of the beneficiaries, stakeholders and donor priorities on Child Rights and Gender Equality.
2. To what extent have the activities and outputs of the thematic areas been consistent with the overall goals and attainment of its objectives? Were the activities and outputs of each thematic area consistent with the impacts and effects?
3. How was the overall strategic objective relevant to the specific needs of the population in the project area?
4. How was the program aligned to national policies and programs on gender equality and child rights.
5. How appropriate were program activities and outputs to achieving expected outcomes.

Efficiency

1. To what extent can the costs of the program activities be justified by its results?
2. What strategies did the program use to become more efficient over the course of its existence
3. Were organization's resources managed in a transparent and accountable manner?
4. How flexible was the programs in adapting to changing needs?
5. To what extent can CDF perform the role of forwarding of funds to other child rights organizations, partners and stakeholders

Effectiveness

1. To what extent were the objectives achieved/are likely to be achieved in the remaining strategic plan timeframe?
2. What were the major factors influencing the achievement or non- achievement of the objectives?
3. To what extent are unplanned positive effects contributing to results produced / services provided?
4. To what extent programs adapted or is able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups and adjust program implementation?
5. To what extent have the interventions of different stakeholders/actors in the program been harmonised?

Impact

The Consultant(s) will assess if the project demonstrated impact during the implementation period which will be i.e. positive and negative changes produced by the interventions, directly or indirectly, intended or unintended. The assessment will also be concerned with the positive and negative impact of external factors. The following will be explored:

1. What has happened as a result of the implementation of the strategic plan?
2. What were the main results achieved through CDF's role as a Convenor of two networks i.e. MenEngage and Tanzania Ending Child Marriage Network (TECMN)?
3. How many people (beneficiaries, partners or stakeholders) have been affected?
4. Have there been/ will there be any unplanned positive impacts on the planned target groups or other non-targeted communities arising from the interventions? How did this affect the impact?
5. Did the implementation of the strategic plan take timely measures for mitigating the unplanned negative impacts? What was the result?
6. What is the overall impact of the project/program in terms of direct or indirect, negative and positive results?

Sustainability

The Consultant(s) will assess if the project has factored in sustainability when working with beneficiaries, partners and stakeholders. The following will be explored:

1. To what extent has the implementation of the strategic plan resulted in leveraging of knowledge and interventions to ensure sustainable impact?
2. What sustainability mechanisms have been put in place to ensure sustainability of program outcomes. What are the other major factors that have influenced the achievement and non-achievement of sustainability of the implementation
3. Is it likely that the benefits (outcomes) of the project are sustainable?

Other Research questions for consideration. Has the project had any positive or negative effects on gender equality? Could gender mainstreaming have been

improved in planning, implementation or follow up? Has the project contributed to poverty reduction? How?

Questions are expected to be developed in the tender by the tenderer and further developed during the inception phase of the evaluation.

5. Evaluation approach and methods for data collection and analysis

It is expected that the evaluator describes and justifies an appropriate evaluation approach/methodology and methods for data collection in the tender. The evaluation design, methodology and methods for data collection and analysis are expected to be fully developed and presented in the inception report. A clear distinction is to be made between evaluation approach/methodology and methods.

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

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

6. Organization of evaluation management

This evaluation is commissioned by **Embassy of Sweden in Dar es Salaam**. The intended user(s) is/are the **Children's Dignity Forum (CDF) and the Embassy of Sweden**. The intended users of the evaluation formed a steering group, which has contributed to and agreed on the ToR for this evaluation. The steering group is a decision making body. It will approve the inception report and the final report of the evaluation. The steering group will participate in the start-up meeting of the evaluation, as well as in the debriefing/validation workshop where preliminary findings and conclusions are discussed.

7. Evaluation quality

All Sida's evaluations shall conform to OECD/DAC's Quality Standards for Development Evaluation³⁹. The evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation⁴⁰. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

8. Time schedule and deliverables

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

The inception report is an important deliverable as it provides an opportunity for the Embassy, Children's Dignity Forum and the evaluator to ensure that they have a mutual understanding of the ToR. Before commencing field work, a brief inception report shall be submitted to and discussed with CDF. Immediately after completion of field work, a debriefing meeting will be held between CDF, the consultant and any other relevant stakeholder to validate the findings.

It is expected that a time and work plan is presented in the tender and further detailed in the inception report. The evaluation shall be carried out between **15th February – 30th May, 2019**. The timing of any field visits, surveys and interviews need to be settled by the evaluator in dialogue with the main stakeholders during the inception phase.

The Consultant(s) will submit draft reports to CDF for review and feedback five weeks after commencing the evaluation. The Consultant(s) will submit a consolidated final evaluation report two weeks after receiving feedback and inputs from CDF and the Embassy.

The consultant will work closely with the Children's Dignity Forum Monitoring and Evaluation and Learning Manager and the Programme Manager. The consultancy team for the task will also be shared with CDF to ensure coherence and coordination.

The following activities and deliverables will be expected from the evaluation:

³⁹ DAC Quality Standards for development Evaluation, OECD, 2010.

⁴⁰ Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014.

1. Prepare and submit concept note which will lay out the methodology in detail.
2. Develop data collection tools, testing the tools and revising them accordingly before the start of data collection process.
3. Training data collectors on the use of the tools and also quality control of returned data
4. Coordinating and implementing field data collection.
5. Carrying out a literature review of secondary data including national studies, Development Plans, sector specific strategies, publication and any other relevant national and regional data sources.
6. Collect information from print and electronic media.
7. Analyse data collected, producing a report, presenting findings from the draft report to CDF and incorporate feedback provided.
8. Producing a final report and PowerPoint presentation of findings and meet with CDF (if requested) to discuss the full report.

The consultant is expected to submit a final evaluation report in both electronic format and hard copy as part of the evaluation process and Power Point presentation summarizing the report. The main report **should not exceed 40 pages** and should include an executive summary and recommendations. Technical details should be confined to appendices, which should also include a list of informants and the evaluation team's work schedule. The back ground information should be very short and directly relevant to the mid-term evaluation study.

The table below summarises the key deliverables from the evaluation process. Deadlines for final inception report and final report must be kept in the tender, but alternative deadlines for other deliverables may be suggested by the consultant and negotiated during the inception phase.

DELIVERABLES AND TENTATIVE DATES IN THE TABLE

Deliverables	Participants	Deadlines
1. Start-up meeting at CDF Conference Room or Skype Conference	CDF staff and the consultant(s)	[STATE DATE] [Allow a minimum of 6 weeks from start of call-off process to start of the assignment. This period should include <u>at least</u> 2 weeks for submission of the tender, time needed for evaluation of tenders at Sida/Embassy, and the 10-day stand still period before a contract can be

		signed with the winning firm] 15 th February 2019
2. Draft inception report	Consultant	Tentative 1 st March, 2019
3. Inception meeting at CDF conference room or Skype Conference	CDF staff and Consultant(s)	Tentative 11 th March, 2019
4. Comments from intended users to evaluators		Tentative- 19 th March 2019
5. Final inception report		Tentative- 26 th March 2019
6. Debriefing/validation workshop (meeting)	CDF staff, Embassy of Sweden and the Consultant	Tentative- 2 nd April 2019
7. Draft evaluation report	Consultant	Tentative- 16 th April , 2019
8. Comments from intended users to evaluators	CDF staff, Embassy of Sweden and other development partners	Tentative- 30 th April 2019
9. Final evaluation report		Tentative – 10 th May 2019]
10. Seminar Embassy of Sweden Conference Room	Tentative- CDF staff, Government stakeholders, Development partners	Tentative – 20 th May 2019

The inception report will form the basis for the continued evaluation process and shall be approved by the Children’s Dignity Forum and the Embassy of Sweden before the evaluation proceeds to implementation. The inception report should be written in English and cover evaluability issues and interpretations of evaluation questions, present the evaluation approach/methodology, methods for data collection and analysis as well as the full evaluation design. A clear distinction between the evaluation approach/methodology and methods for data collection shall be made. A specific time and work plan, including number of hours/working days for each team

member, for the remainder of the evaluation should be presented. The time plan shall allow space for reflection and learning between the intended users of the evaluation.

The final report shall be written in English and be professionally proof read. The final report should have clear structure and follow the report format in the Sida Decentralised Evaluation Report Template for decentralised evaluations (see Annex C). The executive summary should be maximum 3 pages. The evaluation approach/methodology and methods for data collection used shall be clearly described and explained in detail and a clear distinction between the two shall be made. All limitations to the methodology and methods shall be made explicit and the consequences of these limitations discussed. Findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings and analysis. Recommendations and lessons learned should flow logically from conclusions. Recommendations should be specific, directed to relevant stakeholders and categorised as a short-term, medium-term and long-term. The report should be no more than **40 pages** excluding annexes (including Terms of Reference and Inception Report). The evaluator shall adhere to the Sida OECD/DAC Glossary of Key Terms in Evaluation⁴¹.

The evaluator shall, upon approval of the final report, insert the report into the Sida Decentralised Evaluation Report for decentralised evaluations and submit it to Nordic Morning (in pdf-format) for publication and release in the Sida publication data base. The order is placed by sending the approved report to sida@nordicmorning.com, always with a copy to the Sida Programme Officer as well as Sida's Chief Evaluator's Team (evaluation@sida.se). Write "Sida decentralised evaluations" in the email subject field and include the name of the consulting company as well as the full evaluation title in the email. For invoicing purposes, the evaluator needs to include the invoice reference "ZZ610601S," type of allocation "sakanslag" and type of order "digital publicering/publikationsdatabas.

9. Evaluation Team Qualification

[Sida's framework agreement for evaluation services stipulates that a 'core team member' (i.e. a senior consultant with high level of evaluation competence) shall lead the evaluation team. These mandatory qualifications are already specified for each consultant level in the framework agreement: Academic background, evaluation skills, number of years of working experience and English language skills. Include only additional (if any) specific qualifications that are required within the team, but not specified at an individual level. Additional qualifications may vary depending on the assignment, but might include local knowledge, subject matter expertise, language skills etc.]

⁴¹ Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014

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

1. Demonstrable experience in the design and implementation of evaluations including the use of participatory methodologies
2. Demonstrable expertise and experience of working with/ and or evaluating projects on girls' and women's rights, sexual and gender based violence, harmful traditional practices particularly child marriage and FGM - preferably in the Tanzania context or in the region
3. Demonstrable experience and skills in quality data collection and high level data analysis using participatory methodology and triangulation
4. Ability to write high quality, clear, concise reports

It is desirable that the evaluation team includes the following competencies

1. Track record of developing and conducting various types of evaluation studies using qualitative and quantitative methods
2. Experience in managing and coordinating evaluation/research exercises, and the capability to handle necessary logistics and work within tight time schedules.
3. Previous experience of working with girls, communities and vulnerable groups
4. Ability to respond to comments and questions in a timely, appropriate manner
5. Excellent written and verbal English communication skills

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

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

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

10. Resources

The maximum budget amount available for the evaluation is MSEK 600 (Six hundred thousand Swedish Krona)

The contact person at Sida/Swedish Embassy is Programme Officer- Gender and Child Rights, Development Cooperation Division, email: joyce.tesha@gov.se. The contact person should be consulted if any problems arise during the evaluation process.

Relevant Sida documentation will be provided by Programme Officer- Gender and Child Rights, Development Cooperation Division, email: joyce.tesha@gov.se.

Contact details to intended users (cooperation partners, Swedish Embassies, other donors etc.) will be provided by Children’s Dignity Forum, Programme Manager Email: dorothy@cdfz.org The evaluator in consultation with Children’s Dignity Forum (CDF) will be required to arrange the logistics such as booking interview, preparing field visits etc including any necessary security arrangements.

11. Annexes

[The compulsory attachments to the ToR are Annex A “List of key documentation”, Annex B “Data sheet on the evaluation object” and Annex C “Decentralised Evaluation Report Template”. Annex D “Project/Programme document” could be annexed if relevant.]

Annex A: List of key documentation

[List the key resources that are available either publicly on the internet or will be distributed with the ToR (e.g. internal documents) in order to provide evaluators with insight and guidance when preparing the tender (e.g. relevant strategy documents, program documents and reports).]

LIST OF KEY DOCUMENTS

Childrens Dignity Forum Strategic Plan 2016/17 – 2018/19

Children’s Dignity Forum Operational Plan 2016/17 – 2018/19

Childrens Dignity Forum Annual Report 2016, 2017

Childrens Dignity Forum Conclusion on Performance 2016 and 2017

Decision on contribution to the Children’s Dignity Forum 2016/17 – 2018/19

Annex B: Data sheet on the evaluation object

Information on the evaluation object (i.e. project or program)	
Title of the evaluation object	Evaluation of the Children’s Dignity Forum (CDF) Strategic Plan 2016/17 – 2018/19
ID no. in PLANIt	5117010803
Dox no./Archive case no.	UM 2016/06615/DARE
Activity period (if applicable)	2016-07-01 – 2019-12-31
Agreed budget (if applicable)	MSEK 22

Main sector ⁴²	Human rights and gender equality
Name and type of implementing organization ⁴³	3759 Children's Dignity Forum
Aid type ⁴⁴	B01 Core support to NGOs and civil society, PPPs and research institutes
Swedish strategy	106120200 Tanzania 2013-2019

Information on the evaluation assignment	
Commissioning unit/Swedish Embassy	Embassy of Sweden in Dar es Salaam
Contact person at unit/Swedish Embassy	Programme Officer- Gender & Child Rights
Timing of evaluation (mid-term, end-of-program, ex-post or other)	Evaluation
ID no. in PLANIt (if other than above).	

Annex C: Decentralised evaluation report template

[This format is a requirement for publication under the “Sida Decentralised Evaluations” report series and can be found on Sida Inside, under Guidelines & Support/Cooperation Methods/Evaluation at Sida/Manual for planning and commissioning/Implementing process.]

Annex D : Project/Program document

⁴² Choose from Sida's twelve main sectors: education; research; democracy, human rights and gender equality; health; conflict, peace and security; humanitarian aid; sustainable infrastructure and services; market development; environment; agriculture and forestry; budget support; or other (e.g. multi-sector).

⁴³ Choose from the five OECD/DAC-categories: public sector institutions; NGO or civil society; public-private partnerships and networks; multilateral organisations; and other (e.g. universities, consultancy firms).

⁴⁴ Choose from the eight OECD/DAC-categories: budget/sector support; core contributions/pooled funds; project type; experts/technical assistance; scholarships/student costs in donor countries; debt relief; admin costs not included elsewhere; and other in-donor expenditures.]

Annex 2 – Evaluation Matrix

The following matrix shows how the Evaluation Team addressed, analysed and gathered data to answer the prioritized evaluation questions.

Table 4: Answering the Evaluation questions			
Evaluation questions prioritized	How evidence-based judgement is formed	Evidence needed	Data collection instruments and data sources
Effectiveness			
1. To what extent were the outcomes achieved? 2. What were the major factors influencing the achievement or non- achievement of the objectives? 3. To what extent programs adapted or is able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups and adjust program implementation? 4. To what extent have the interventions of the different stakeholders been harmonized?	• % of indicators achieved (from CDF's <i>Results Framework</i>) • Number of rights holders and duty bearers bearing evidence that the assumptions in Table 2 above are correct. • Comparison between testimonials from rights holders in CDF programs and rights holders not part of CDF programs. • Identification of type of changes in attitude and behaviour of rights holders and duty bearers over time • List of factors influencing achievement – prioritized according to number of sources mentioning the factor • Identification of if and how CDF has modified programs to address changing context and the effect of the modification • Identification of learning shared with and gained from stakeholders (govnt, other CSOs, other donors to CDF) and changes to the program as a result of the learning.	• CDF results framework, annual reporting and MIS system • Testimonials from rights holders and duty bearers • Statistical data from authorities • Documentation shared with stakeholders, interviews with govnt, CSOs and other partners testifying to learning shared and any changes to the program made as a result of this.	• Desk review of program documentation, reporting to donors and other stakeholders, statistics and relevant reports • Interviews/focus groups with rights holders and duty bearers at village level both participants in CDF interventions and non-participants (see question guides/focus group questions in Annex 4-6) • Interviews with network CSOs, govnt authorities, donors.

Table 4: Answering the Evaluation questions			
Evaluation questions prioritized	How evidence-based judgement is formed	Evidence needed	Data collection instruments and data sources
Cost-efficiency			
5. What strategies did the program use to become more efficient over the course of its existence?	• Evidence of synergies, learning and coordination that has meant cost/activity being reduced/adapted over the strategic plan period.	• CDF's Budget and actual cost of activities over time	• Desk review of financial statements
6. How flexible was the program in adapting to changing needs/ scenarios?	• CDF currently does not sub-grant funds. The current partnership approach will be assessed against good sub-granting practice.	• CDF's current partnership approach, MoUs, cooperation with CBOs/CSOs	• Interviews with CDF program and financial staff re partnership approach
7. To what extent can CDF perform the role of forwarding of funds to other child rights organizations, partners and stakeholders			• Desk review of current MoUs and partnership agreements
Relevance			
8. To what extent have the program activities conformed to the needs and priorities of the beneficiaries, stakeholders and donor priorities on Child Rights and Gender Equality.	• Extent to which the documentation and descriptions by CDF program staff shows that rights holders, duty bearers and donors were consulted/involved in the design of the thematic programs.	• Base line data conforms with views of rights holders "the before" situation.	• Desk review of Strategic plan and Results Framework, base line data, context analysis
9. How was the program aligned to national policies and programs on gender equality and child rights.	• Testimonials from duty bearers and rights holders to what extent they were involved in thematic program design	• Base line data conforms with view of duty bearers A, B and C, "the before" situation.	• Desk review of National plans re national policies for child protection and child rights protection.
10. How appropriate were program activities and outputs to achieving expected outcomes.	• Extent to which CDF's Strategic Plan contributes to national plans, regional plans, national policies for child protection and child rights protection.	• Indicators that rights holders/duty bearers were consulted or involved in program design	• Secondary data analysis (evaluations, census, research) on current situation regarding: FGM, girl pregnancies, child marriage and access to SRH services of young girls)
	• Deconstruction of the Results Framework to understand the theory of change and context analysis if these are missing in the documentation.	• Commonalities and/or discrepancies in CDF's Strategic Plan against national policies	• Interviews with CDF staff, other national experts on the key thematic areas (CSOs, national experts, parliamentarians)
	• Evidence that CDF consulted and researched the beneficiaries needs when designing the Strategic Plan		• Interviews with rights holders.
	• Evidence that the needs of beneficiaries and other stakeholders were correctly understood at the design phase and methods to address these were developed based on needs.		• Interviews with duty bearers A, B & C.
Sustainability			

Table 4: Answering the Evaluation questions			
Evaluation questions prioritized	How evidence-based judgement is formed	Evidence needed	Data collection instruments and data sources
11. To what extent has the implementation of the strategic plan resulted in leveraging of knowledge and interventions to ensure sustainable impact? 12. What program management mechanisms have been put in place to ensure sustainability of program outcomes? 13. Is it likely that the benefits (outcomes) of the project are sustainable? 14. How is CDF able to build capacity at community level?	- Evidence that CDF has, throughout the time period, assessed achievement against the strategic plan through documentation and interviews with CDF staff - Evidence that CDF's M&E processes and MIS is used regularly to review and revise programs and activities - Evidence of capacity building or knowledge transfer activities to external partners.	- Annual reports, modifications to programs, challenges identified and addressed by different thematic areas, evidence of learning shared - CDF's MIS and M&E processes - CDF partnership approach – existence and if it is implemented	Interviews with CDF program management to understand program management, M&E system
Impact			
15. What has happened as a result of the implementation of the strategic plan? 16. What were the main results achieved through CDF's role as a Convenor of two networks i.e. MenEngage and Tanzania Ending Child Marriage Network (TECMN)?	- Overall assessment regarding the achievement of the four strategic objectives and the assumptions in Table 2. - Testimonials from network members on CDF's role and involvement in the two networks	- The evidence gathered to answer the questions above will be summarized and conclusions drawn - Testimonials from network members	Interviews with network CSOs

Annex 3 – Data Collection Instruments

Focus groups questions (girls) in Ilala, Mpwapwa and Tarime

Set up for the focus group:

- Explain who you are and why you are here.
- Explain confidentiality and how the information will be used.
- Rules for the focus group explained.

Question	Answers
How did you get to be involved with CDF/the program? <i>(Listen for girls' active participation)</i>	
What has changed in the community? Can you give examples?	
Why did it change?	
Do you feel comfortable speaking your mind with your family/in school/other places? When have you spoken out? Examples?	
Do you know where to turn for help? Explain.	
Have you sought help (accessed services)? Where? <i>(examples health services, safe house, talked to teacher/parents/village authority)</i>	
What would you like more to change in your family /community? Examples?	
	<i>make note of how many respond the same i.e. 5 of 8 girls responded X</i>

Focus groups questions (mothers/fathers) in Ilala, Mpwapwa and Tarime.

Set up for the focus group:

- Explain who you are and why you are here.
- Explain confidentiality and how the information will be used.
- Rules for the focus group explained.

Question	Answers
How did you get to be involved with CDF/the program? <i>(Listen for their active participation in both design and implementation of the program)</i>	
What has changed in the community? Can you give examples?	
Why did it change?	
What rights do you think that girls and women have? Examples?	
What does it mean to protect women and girls? What role do families have to protect them? Explain.	
What have you done to help girls and women? Explain.	
What remain as challenges at family/community level? Examples?	
What needs to be done to address this?	
	<i>make note of how many respond the same i.e. 5 of 8 parents responded X</i>

Focus group questions (boys' and men's groups) in Ilala, Mpwapwa and Tarime.

Set up for the focus group:

- Explain who you are and why you are here.
- Explain confidentiality and how the information will be used.
- Rules for the focus group explained.

Question	Answers
How did you get to be involved with CDF/the program? <i>(Listen for boys' and fathers' active participation)</i>	
What has changed in the community? Can you give examples?	
Why did it change?	
What rights do you think that girls and women have? Examples?	
What role do men and boys have to protect women and girls? Explain.	
What have you done to help girls and women? Explain.	
What remain as challenges at family/community level? Examples?	
What needs to be done to address this?	

*make note of how many respond the same i.e. 5 of 8
parents responded X*

Interview guides for interviews with duty bearers in Ilala, Mpwapwa and Tarime.

Individual interviews with elders/traditional/religious leaders in Ilala, Mpwapwa and Tarime.

Set up for the interview:

- Explain who you are and why you are here.
- Explain confidentiality and how the information will be used.

Question	Answers
How did you get to be involved with CDF/the program? (Listen for the person's active participation)	
What has changed in the community? Can you give examples?	
Why did it change?	
What rights do you think that girls and women have? Examples?	
What role do families/men and boys have to protect women and girls? Explain.	
What have you done to help girls and women? Explain.	
What remain as challenges at family/community level? Examples?	
What needs to be done to address this?	

Child and gender desk

Question	Answer
How did your cooperation with CDF begin? When?	
Were you involved in the design of the activities/program?	
Training received from CDF?	
What (if any) changes in procedures have you made?	
Description of the process of managing the gender and child cases – describe the entire process: who reports it, what does the police person do with the report, how is the victim/reporting person treated, how is the allegation investigated, who takes a decision.	
# of cases reported and addressed by the gender and Child desk (over the past 3 years) Type of cases: FGM, GBV, other	
Cases taken to court/dismissed/no action	
Which laws and policies determine your work?	
What do people know about the Gender and child desk?	
In a dream scenario: what would you change with the Gender and child desk? What would you need to do this?	

Social welfare office

Question	Answer
How did your cooperation with CDF begin? When?	
Were you involved in the design of the activities/program?	
Training received from CDF?	
What (if any) changes in procedures have you made?	
Description of the process of managing reported cases – describe the entire process: who reports it, what do you do, how is the victim/reporting person treated, where can the victim/person reporting get help, who takes a decision.	
# of cases reported and addressed by the Social welfare office (over the past 3 years) Type of cases: FGM, GBV, child marriage other	
Cases taken to court/dismissed/no action	
Which laws and policies determine your work?	
What do people know about the Social welfare office?	
In a dream scenario: what would you change in order to be able to do your job better? What would you need to do this?	

Village authorities

Question	Answer
Training received from CDF? How long have you worked with CDF? What have you done with CDF (type of activities)?	
Were you involved in the design of the activities/program?	
What type of committees/meetings, events have been held?	
In your village current situation regarding child marriage, FGM, GBV?	
Which laws and policies determine your work?	
# of cases reported and addressed by the Social welfare office (over the past 3 years)	
Type of cases: FGM, GBV, child marriage other	
Description of the process of managing reported cases – describe the entire process: who reports it, what do you do, how is the victim/reporting person treated, where can the victim/person reporting get help, who takes a decision?	
What do people know about their rights?	
What do people know about safe houses/clinics/police/rights?	
Has there been any changes in your village as a result of CDF involvement? If so what? (good and bad changes)	
What else needs doing?	
In a dream scenario: what would you change in order to be able to do your job better? What would you need to do this?	

Annex 4 – Documentation Reviewed

ANNEX 4 – DOCUMENTATION REVIEWED

The authors' names	The titles of the works	The names and locations of the companies that published your copies of the sources	The dates your copies were published
Aimtonga Makawia	<i>Baseline Report. CDF's 2016-2019 Strategic Plan.</i>	Dar Es Salaam: Children's Dignity Forum	13 feb 2017
Benedict, B.	<i>Project monitoring visit feedback report</i>	Comic Relief	2019.
Children's Dignity Forum	<i>National Survey on the Drivers and Consequences of Child Marriage in Tanzania. 2016.</i>	Dar Es Salaam: Children's Dignity Forum	2016
Children's Dignity Forum	<i>CDF's Theory of Change</i>	Dar Es Salaam: Children's Dignity Forum	2017?
Children's Dignity Forum	<i>Strategic Plan 2016/17 to 2018/19</i>	Dar Es Salaam: Children's Dignity Forum	2017?
Children's Dignity Forum	<i>Several databases regarding Clubs, IGA income registration log, members profile in-school, members profile out-of-school</i>	Dar Es Salaam: Children's Dignity Forum	2019 May submitted
Children's Dignity Forum	<i>Financial reports from 2016, 2017, 2018 on CDF's income and expenditure</i>	Dar Es Salaam: Children's Dignity Forum	2019 May submitted
Children's Dignity Forum	<i>Budgets for 2017, 2018 and 2019</i>	Dar Es Salaam: Children's Dignity Forum	2017, 2018 & 2019
Children's Dignity Forum	<i>Audited financial statements for 2016, 2017</i>	Dar Es Salaam: Children's Dignity Forum	2018 & 2019
Children's Dignity Forum	<i>Financial Regulations</i>	Dar Es Salaam: Children's Dignity Forum	No date
Children's Dignity Forum	<i>Operational Plan 2020-2024</i>	Dar Es Salaam: Children's Dignity Forum	Final version 23 April 2019
Children's Dignity Forum	<i>2016 Annual Report</i>	Dar Es Salaam: Children's Dignity Forum	February 1, 2017
Children's Dignity Forum	<i>Annual Report 2017</i>	Dar Es Salaam: Children's Dignity Forum	No date
Children's Dignity Forum	<i>2018 Annual Report (Draft)</i>	Dar Es Salaam: Children's Dignity Forum	No date
Children's Dignity Forum	<i>Management Progress Report January-March, 2018</i>	Dar Es Salaam: Children's Dignity Forum	May 2018
Children's Dignity Forum	<i>Management Progress Report April-June, 2018</i>	Dar Es Salaam: Children's Dignity Forum	July 2018
Children's Dignity Forum	<i>Management Progress Report July-September, 2018</i>	Dar Es Salaam: Children's Dignity Forum	Nov 2018
Children's Dignity Forum	<i>Management Progress Report October-December, 2018</i>	Dar Es Salaam: Children's Dignity Forum	Jan 2019
Children's Dignity Forum	<i>Children's Club Formation and Training Manual</i>	Dar Es Salaam: Children's Dignity Forum	No date
Children's Dignity Forum	<i>Training Guide for Engaging Men in Positive Parenting and Gender Equitable Caregiving</i>	Dar Es Salaam: Children's Dignity Forum	No date
Children's Dignity Forum	<i>Results Framework</i>	Dar Es Salaam: Children's Dignity Forum	No date

ANNEX 4 – DOCUMENTATION REVIEWED

Children's Dignity Forum	<i>Board reports (2018)</i>	Dar Es Salaam: Children's Dignity Forum	
Children's Dignity Forum	<i>Annual Review Meeting Report</i>	Dar Es Salaam: Children's Dignity Forum	Dec 2018
Children's Dignity Forum	<i>Mid-year Review Meeting Report</i>	Dar Es Salaam: Children's Dignity Forum	August 2018
Children's Dignity Forum	<i>Narrative Quarterly Report MenEngage</i>	Dar Es Salaam: Children's Dignity Forum	2018
Children's Dignity Forum	<i>Narrative Quarterly Report Girls Empowerment</i>	Dar Es Salaam: Children's Dignity Forum	2018
Children's Dignity Forum	<i>Narrative Quarterly Report Child Protection</i>	Dar Es Salaam: Children's Dignity Forum	2018
Dorothea Ernest, Naana Otoo-Oyortey, Seblework Belay Gebreegziabher, Koshuma Mtengeti	<i>"I have no idea how I got pregnant". participatory Study on Teenage Pregnancy and Child Motherhood in Mpwapwa District, Tanzania.</i>	Dar Es Salaam: Children's Dignity Forum & FORWARD	February 2018
KPMG	<i>Efficiency Audit Report</i>	KPMG	March 2017
Ministry of Health, Community Development, Gender, Elderly and Children/Children's Dignity Forum	<i>National Survey on the Drivers and Consequences of Child Marriage in Tanzania</i>	Dar Es Salaam: Ministry of Health, Community Development, Gender, Elderly and Children	February 2007
Ministry of Health, Community Development, Gender, Elderly and Children	<i>National Plan Of Action To End Violence Against Women And Children In Tanzania</i>	Dar Es Salaam: Ministry of Health, Community Development, Gender, Elderly and Children	
Multi Sector Task Force on Violence against Children.	<i>Violence Against Children in Tanzania - Findings from a National Survey 2009</i>	Multi Sector Task Force on Violence against Children.	2011
Naana Otoo-Oyortey, Adwoa Kwatong-Kluivits and Lottie Howard-Merrill	<i>Now girls know their rights. Lessons from an intervention on child marriage and female genital mutilation in Mara Region</i>	London: Forward	Aug 2016
National Bureau of Statistics.	<i>Tanzania Demographic and Health Survey 2010.</i>	National Bureau of Statistics.	2011
Solomon Zewolde	<i>Mid-term Evaluation of the Haki Ya Binti Project 'Phase 2: Mobilizing Action to Safeguard the Rights of Girls in Tanzania'</i>		March 2018

Annex 5 – List of Interviewees

Name	Position	Organization
Amina Alliy	Girls Empowerment Officer	CDF
Yared Bagambilana	Men engage officer	CDF
Frederick Baragwiha	Finance Director	CDF
Lennyster Byalugaba	HR manager	CDF
Euphonia Edward	Volunteer-Girls Empowerment Department	CDF
Dorothy Ernest	Program Manager	CDF
Michael Jackson	Advocacy and TECMN	CDF
Ruth Kimaathi	Program officer	CDF
Nancy Minja	Assistant girls empowerment officer	CDF
Koshuma Mtengeti	Executive Officer	CDF
Kiswigo Mwang'onda	MEL officer	CDF
Evans Rwamhuru	Program Manager, Mpwapwa	
Sophia Temba	Child Protection Officer	CDF
Clara Wisiko	Program Officer, Mpwapwa	
External stakeholders		
Joyna Charles	Ward Executive Officer	Berege Ward, Mpwapwa
Hamza Juma	Ward Executive officer	Illala, Dar es Salaam
Michael Kehongoh Marwa	Child help line director	SEMA Child Help Line
Kemore Kemore	Ward Executive officer	Susuni
Lucas Kifyasi		Youth of the UN Association in Tanzania
Daud Luseko	Elderly leader	Berege, Mpwapwa
Elias Maganya	Traditional Clan leader	Bukenye Clan
Elifrida Mapunda	Sergeant	The Police Gender and Child Desk, Mpwapwa
Nashon Marwa	Program officer and Ward councillor, Ganyange ward	Kivulini Women's rights organization
Anthony Mbabile	District Social Welfare Officer	Mpwapwa District
Valerie Msoka	Chair of TECMN	
Valerian Muganyi	Program Manager – Safe House	Association for termination of female Genital Mutilation (ATFGM)
Claud Mutweve	Gender and children's desk officer	Tanzania Police in Tarime
Christine Mwanukuzi-Kwayu		UNFPA
Ally Salley	Member	Parliament of Tanzania

Name	Position	Organization
Naemi Silayo		LHRC formerly the coordinator of the Coalition against FGM
Faidha Suleiman	Women and Childrens Desk officer	Police Force of Tanzania
Siwema Sylvester	Social Welfare officer	Tarime
Fatma Taofique	Member	Parliament of Tanzania
Joyce Tesha	Program Officer	Swedish Embassy in Dar es Salaam

Annex 6 - Comments on the Draft Report addressed

The following table shows how the Evalaution Team has addressed the comments by CDF and Sida on the *Draft Report Evaluation of Children's Dignity Forum (CDF) Strategic Plan 2016/17 – 2018-/19* dated 2019-05-26.

Page	Comment	Comment by authors	Change to Final Report
	Comments by Sida		
9	These are formal structures established as part of implementation of the National Plan of Action on Violence against women and children		Footnote added for clarification
14	This sentence needs further clarity. The way it is written reads that CDF is working against the law. This could bring harm to the organisation when read by an external stakeholder e.g. The Government. It is my opinion that CDF is challenging some of the laws e.eg the Law of marriage act (LMA 1971). However CDF is working in line with the Law of the Child Act. Hence this sentence should be changed.		Text changed.
15	See my comment above.		Text changed
15	It is also relevant and in line with the Results strategy for Sweden's international development cooperation in Tanzania 2013–2019, Results Area 3.2: Strengthened democratic accountability and transparency, and increased awareness of human rights: Enhanced capacity in civil society to demand accountability and increased awareness of human rights.		Added.

ANNEX 6 – COMMENTS ON THE DRAFT REPORT ADDRESSED

Page	Comment	Comment by authors	Change to Final Report
19	I am somehow confused. Have these questions been addressed? I think this section has focused on the first question only? Please clarify		Questions addressed.
20	The survey to measure the outcome result will be conducted after the completion of the program in 2020. Therefore we still have an opportunity to document CDF result and impact of the program	Noted	No change.
29	The Embassy of Sweden is in the process of developing a new Results strategy for the period 2020-2024. It is highly probable that the Embassy will make new assessments of ongoing partners strategic plans.	Noted	No change
30	As per the ToR, this question has not been addressed		Conclusion from the findings added.
31	I think the non- submission of the report by UNFPA should not be a hindrance to completion of the evaluation report.	Agreed	Sentence removed.
42	Any recommendations on this aspect?	Our expertise is not in the education sector so we have not studied in detail how the education sector needs to change to incorporate children's rights.	No change.
	Comments by CDF		
5	Other donors includes; FORWARD UK, Netherlands Embassy, Canadian Embassy, Baillie Gifford, Norad, French Embassy,		Included the major donors 2018 & 2019.
6	This is Haki ya Binti ToC and not for implementation of Strategic Plan. Find the attached ToC as submitted during the evaluation	As the ToC is new, differs from the Results Framework (with additional intermediate outcomes) and was created after the Results Framework, the evaluation team will not assess the implementation of the ToC in accordance with the ToR.	The ToC is described.
7	Various changes to outputs data	A new database of children's clubs provided by CDF on June 24.	Data changed.

ANNEX 6 – COMMENTS ON THE DRAFT REPORT ADDRESSED

Page	Comment	Comment by authors	Change to Final Report
8	In school clubs are visited monthly as other CDF platforms since the routine monitoring are planned monthly for all platform	In Tarime, it is very hard to visit in-school clubs on a monthly basis due to the school time tables and the lack of scheduled school time for clubs to meet. This is a concern that has been brought to the District WCPC. To avoid having to explain this in the text I remove the sentence, since it is not important to the content here.	Sentence removed.
9	Religious leaders, influential and community leaders, community development officers, girls out of school, girls in school, media	According to the information we have, the suggested groups are not members of the Annual District Child Protection Stakeholder Meeting.	No change.
9	The committees were formed at Regional, District, Ward and village level facilitated by CDF	Agreed.	No change
11	The outcome and output were casual linked as shown in the result framework as well as the indicator for each respectively and the definition of each terms were defined on the monitoring plan submitted	Disagree. There are no casual links explained in either the Strategic Plan or the Results Framework only a set of indicators where the achievement of one indicator does not allow an understanding of how it will contribute to the achievement of the outcome indicator	No change.
16	What do you mean by some? As we explained during the evaluation CDF do consider target groups for all new interventions		Sentence changed.
16	On the development of Strategic Plan, all CDF staff were involved and did the extensive work on developing and shaping the plan. The consultant were involved only on the initial stage to provide his expertise and led the process.	The baseline study was carried out by the consultants and not by CDF. It resulted in a list of detailed indicators outputs and outcomes that were almost verbatim included in the strategic plan. A better process would have been that CDF staff did the baseline study (or based the strategic plan on data you already had) and came up with the indicators, outputs and outcomes.	No change.

ANNEX 6 – COMMENTS ON THE DRAFT REPORT ADDRESSED

Page	Comment	Comment by authors	Change to Final Report
16	CDF theory of change was submitted to your team along with Strategic Plan documents, kindly find the attachment for your reference.	Incorrect in two regards. The first is that here we discuss the Strategic Plan were there was no ToC as it was developed 2-3 years after the Strategic Plan. Second, the ToC was only submitted to the consultants on June 24 2019	No change.
16	The baseline was conducted after the development of the Strategic Plan and Result Framework to provide situation analysis and baseline target to indicators developed	This appears to be incorrect. The introduction of the Baseline report states that the purpose is to “provide baseline data for CDF’s three (3) years strategic plan performance indicators (2016 – 2019)”	No change.
17	As explained above about the involvement of staff on development of strategic plan	See comments above.	No change.
17	Few cases were mentioned, refer to the baseline report	This refers to evidence gathered from interviews with stakeholders and the specific baseline for Mpwapwa where FGM was not a topic anyone talked about at that time.	No change
18	Should be reviewed accordingly with reference to CDF ToC		Report changed.
18	The revolving fund was paid on instalments, all five groups were returning fund but only one group has completed returning fund. The groups were given various amount according to capacity of club members and the one with low amount is the one which has completed returning fund. The program is continuing until the end of 2019	Yes, but the fact remains the same	No change.
19	Understanding that youth are more mobile in searching for green pastures, CDF has established a mechanism for making follow of activities and businesses they are going in places where they have moved too and it has been realized that many of them are applying knowledge and skills received from CDF in the places they have moved to.	Great, but the fact remains the same	No change.

ANNEX 6 – COMMENTS ON THE DRAFT REPORT ADDRESSED

Page	Comment	Comment by authors	Change to Final Report
19	Is your reference of Income Generation Activity (IGA) here is Start up capital? If yes, we need to remove the following sentence since CDF moves from start up kit to start up capital and VSLA	Irrespective if there are start up kits or money as a loan, the situation for those remaining when others leave the groups is detrimental.	No change.
19	This is well noted but IGA and VSLA models are quite different as VLSA model emphasizing more on saving habits to members and the system of distribution of loan among members is based on group constitution which govern day to day VSLA group activities.	It is the same concept, irrespective if it is repayment of loans (in essence forced saving) or saving and the VSLA concept presupposes that members buy shares which is a manner of forced repayments.	No change.
19	We are working with from 9 to 19 years old and my of them grow within the club and CDF continue working with them as mentors, role models to other girls	According to the Strategic Plan the target group is children 0-18. The girls outside of this age bracket are 1) adults and 2) outside CDF's target groups.	No change.
20	The survey to measure the outcome result will be conducted after the completion of the program in 2020. Therefore we still have an opportunity to document CDF result and impact of the program	OK	No change.
20	This findings contradict with analysis done on Table 9: CDF expected outcome result on Outcome 1.1, achievement of outcome column	CDF has not presented data or evidence to show that Outcome 1 or Outcome indicator 1.1 has been achieved.	Table 9 has been modified to reflect this lack of evidence.
22	You recommended CDF to collect the data over longer period, do you mean 2016-2018 is not enough data to contribute to strategic plan outcome?	There are 2 important problems with the data CDF collected: 1) CDF only collected data on # of deliveries of under 20, not as a percentage of all deliveries. 2) CDF collected data on # of deliveries during specific dates which is not a manner of measuring the outcome indicator	Section rewritten to explain.
23	All definition of “protection at all level” are on the attached Monitoring plan. To measure if the children are protected at all level will be measured during end of program evaluation	When interviewed the MEL officer could not explain what “protection at all levels” meant and how it would be measured. No definition is provided in the Strategic Plan, Results framework, ToC.	No change.

ANNEX 6 – COMMENTS ON THE DRAFT REPORT ADDRESSED

Page	Comment	Comment by authors	Change to Final Report
23	It will be very interesting if we will compare with cases reported in areas that CDF works.		No change
24	Effectiveness: Are child protection structures that prevent and respond to children and women who are at risk or affected by violence Child protection structures: Clubs, Women and children protection committees, Gender and children desks	Effectiveness according to OECD DAC evaluation standards is to achieve expected results. CDF's definition of effectiveness misses the point of effectiveness.	No change.
24	CDF is working align with NPA VAWC that describe child protection structures as mentioned above		No change.
24	The MEL submitted reports shows the same result as evaluation team interviews with police, village, ward and social welfare on awareness of child abuse cases and rights, greater understanding of how to treat victims of GBV etc	Yes, but not measured in the manner established in the results framework	No change.
24	The data provided here is inaccurate, please find the accurate one collected from children and gender desk	Document collected from CDF regional representative	No change.
25	This contract with" have a greater understanding of how to treat victims of GBV" mentioned above. Also CDF provide a series of trainings and pre and post training evaluation to track the changes on all participants	These are the conclusions from the report regarding the project as reported in the document	No change.
25	The Annual review meeting is not official document that provide correct data compared to children and gender desks. Find the attached reported cases from children and gender desk in Tarime Note: Annual and Mid review meeting reports are for CDF internal use to discuss and improve CDF work Also the effectiveness of protection structures (children and gender desks) are not be measured by cases prosecuted rather than the cases reported and responded at the gender desks. Note: court and gender desk and court are two different structures that work together.	This is data presented by interviewees during our visit we report this. Great	No change

ANNEX 6 – COMMENTS ON THE DRAFT REPORT ADDRESSED

Page	Comment	Comment by authors	Change to Final Report
		Disagree – the number of cases prosecuted is a universal measure of the ability of police and prosecutors to take a case forward OK	
25	Up to May 2019, CDF reached 9205 men and boys through its interventions and fathers groups and boys reaches their peers. Since, CDF works in building the capacity of men and boys particularly fathers groups to equip them with relevant skills in conducting community outreaches regarding promotion of women's and children's rights.	But the number of M&B reached with CDF's campaigns on children and women rights was 385. You may mean the number of communities reached? Other measure.	No change
27	The bi annual review meeting report cannot be used to draw below conclusion. The report document the CDF internal discussion on the improvement of program area. After the bi annual meeting all the comments and discussion were addressed them and no longer repeated on	On the contrary, they provide substantial information on how CDF works and conclusions in the report have been presented here.	No change.
29	Beth B. came for a visit on 2018 August. Please refer table 8 of CDF income that shows 2019 activities covered by donor fund		Report changed.
30	CDF salary cost are not largest cost area it comprise of 2.5% of total budget while 76% are all programs and 21.5% are other costs. On the document submitted the salaries were not apportioned to the thematic areas	Incorrect, the main cost items of programs is staff costs. Please discuss with your FD who will explain.	No change.
30	As mentioned above		No change
31	UNFPA are yet to provide the report, once submitted we will share with you		Sentence removed
33	MET observe the challenge and this year MET developed its strategic plan to address the matter	Great	No change
33	Network played a great role in building the capacity of its member organisations mainstreaming men and boys interventions, more adapt at engaging men and boys in their interventions. There are capacity building trainings for member organisations held within Tanzania and outside of Tanzania, joint advocacy campaigns to promote engagement of men and boys towards gender equality.	This is feedback from other CSOs working in the area that see limited results	No change.

ANNEX 6 – COMMENTS ON THE DRAFT REPORT ADDRESSED

Page	Comment	Comment by authors	Change to Final Report
33	All member organisations of the network were involved in the planning process and in the engagement of consultant. The Strategic Plan adopted participatory approach, whereby the 3 clusters of the network (youth organisations, women's rights organisations and children's rights organisations) participated. In this regards, consultant conducted a 12-day workshop with 7 members of taskforce selected by members to represents three clusters of the network, that worked alongside the secretariat of the network to provide consultant with needed information. Additionally, all the information regarding the strategic plan were shared and members shared their inputs to positively shape the plan. All members will meet for discussion after receive of 1st draft of the strategic plan On the other hand, the network now has 26 members, and not 22 as it is highlighted.		Report changed.
39	Apart from number of cases to court both increase and decrease does not effectively indicate that children are protected but rather the number of cases reported to gender desk, number of girls rescued at safe house (Masanga centre), number of children who report cases of violence to teachers, Government office and police, parents etc	These are all indicators.	No change.



Evaluation of Childrens Dignity Forum

The Children's Dignity Forum (CDF) is a Tanzanian civil society organization working to protect children, help them realize their rights and change attitudes towards women and children. In July 2016, the Embassy of Sweden/Sida decided to provide a core support to CDF for the implementation of its Strategic Plan 2016/17 – 2018/19. With the current agreement coming to an end, Sida commissioned an independent assessment of achieved goals, outcomes and outputs as established in CDF's Results Framework for the period 2016–2019. The evaluation found that, overall, CDF's Strategic Plan has contributed to CDF's transformation into a pre-eminent national CSO dealing with challenges of FGM, child marriage and teenage pregnancy in Tanzania.

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