



2021:5

Sida Decentralised Evaluation

FCG Sweden

# Evaluation of TGNP Mtandao (formerly Tanzania Gender Networking Programme) Extended Strategic Plan 2016–2019 in Tanzania

Final Report

# Evaluation of TGNP Mtandao (formerly Tanzania Gender Networking Programme) Extended Strategic Plan 2016–2019 in Tanzania

**Final Report  
April 2020**

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

**Sida Decentralised Evaluation 2021:5**

Commissioned by Sida, Embassy of Sweden in Dar es Salaam

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**Date of final report:** 2020-04-07

**Published** by Nordic Morning 2021

**Art. no.** Sida62362en

urn:nbn:se:sida-62362n

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

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# Abbreviations and Acronyms

AMB	Activism and Movement Building department at TGNP
CSO	Civil Society Organization
GBV	Gender Based Violence
GDSS	Gender and Development Seminar Series
GRB	Gender Responsive Budgeting
IMBC	Intensive Movement Building Cycle
KRA	Knowledge Research and Analysis department at TGNP
LGA	Local Government Authority (formally a District Council)
LHRC	Legal Human Rights Center
KC	Knowledge Center
MHM	Menstrual Hygiene Management
M&E	Monitoring and Evaluation
MP	Member of Parliament
MVIMATA	Mtandao wa Vikundi vya Wakulima Tanzania
NPA-VAWC	National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 – 2021/22
PAR	Participatory Action Research
POLRAG	President's Office for Regional Administration and Local government
SDG	Sustainable Development Goals
Sida	Swedish Development Cooperation Agency
ToR	Terms of Reference
WILDAF	Women in Law & Development in Africa
UNFPA	United Nations Population Fund
VAC	Violence against children
VEO	Village Executive Officer
WEO	Ward Executive Officer

# Preface

This evaluation was contracted by Embassy of Sweden in Dar es Salaam through the Framework Agreement for Evaluation Services and conducted by FCG Sweden.

The Evaluation Team consisted of Åsa Königson, Marie Nilsson, Stephen Katende. The Final Report was quality assured by Florence Etta whose work was independent of the team.

# Executive Summary

TGNP, formerly the Tanzania Gender Networking Programme, was formed in 1993 with the aim of eliminating all forms of discrimination against women and other marginalized groups, whether due to class, sex, gender, age, ethnicity, disability, geographical and nationality locations; and urban and rural differences (referred to as transformative feminism). TGNP works both at grassroots, district and national level. At the grassroots level, TGNP organizes collective actions in informal groups of community members known as Knowledge Centers (KCs). The KCs demand accountability in improving provision of social services and livelihoods from the Local Government Authorities (LGAs). At the national level and beyond, TGNP uses the demands identified at community level to advocate for and influence gender responsive policies, budgets and programs.

The Swedish Embassy/Sida has supported TGNP for several years and in 2016 Sida made a decision to provide core support to the *TGNP Extended Strategic Plan 2016 – 2019* with SEK 24 million. This has made Sida the TGNP's single largest donor. The current agreement between Sida and the TGNP is coming to an end in June 2020, and this evaluation was commissioned to provide Sida with an independent assessment of TGNP's achievement of goals, outcomes and outputs as established in TGNP's *Extended Strategic Plan 2016-2019*. It will also help provide evidence-based input for Sida's decisions on how to implement the new *Country Strategy for Tanzania*.

The following section presents the Evaluation Team's conclusions regarding relevance, effectiveness, impact, sustainability and cost-efficiency.

**TGNP's work is found to be relevant to the grassroots beneficiaries it works with.** TGNP helps identify and take action to address problems and against discrimination experienced by women and men at grassroots level. The needs identified are practical and focus on water, health and education of children primarily. This methodology is also found to apply the HRBA ensuring both participation of rights holders, accountability to the communities, working for the discriminated women and girls and ensuring transparency throughout the process.

TGNP appears to focus on helping the communities address practical problems to a greater extent and to a lesser extent the root causes of patriarchy and discrimination of women and children. The communities clearly felt that they had been part of identifying their own needs and had also been able to advocate for solutions to these needs with the LGAs. TGNP's tried and tested techniques appear to bear many, and important, positive results. However, in the areas where TGNP is deviating from these techniques, the root causes do not seem to be addressed and the results appear to be less evident.



TGNP's work is clearly relevant and in accordance with relevant national plans and strategies. It is also in line with Sweden's development cooperation strategy for Tanzania, and the Swedish government's overall foreign policy.

**TGNP achieves results at the grassroots level, but overall national results have not been achieved.** The analysis of TGNP's results at outcome level shows that the outcomes/indicators that are beyond TGNP's direct control have not been achieved. Outcome 3 refers to TGNP's organizational sustainability and growth, which has only partially been achieved as TGNP is still highly donor-dependent.

**TGNP has also achieved additional, and important, unexpected positive results** including generating a high level of understanding of gender equality, creating social cohesion and engagement among rights holders and building confidence among KC members (men and women alike).

**Recent changes in the political and regulatory spheres in Tanzania has meant a shrinking space** for CSOs which has restricted TGNP's ability to publish research, advocate for change and fund its operations. TGNP has shown an ability to change its manner of working in order to be able to sustain its work and results in the more difficult political environment. Among the strategies applied are; working more through networks of CSOs; using the "personal is political" saying and brought women from the grassroots to advocate for change at the national level, evaluated its own work with KCs to improve the impact they have and, ensured that the communities' needs have guided their advocacy work.

**TGNP's result framework and M&E system appears to be too complicated and overly elaborate.** The monitoring of outcomes is not consistent with the established results framework, nor is it useful to TGNP to direct its work.

**The impact of TGNP's work is most obvious at the community level.** The KCs have generated own income from the community members to fund infrastructure and activities important to them, indicating a high level of cost-efficiency and return on TGNP's investment.

**TGNP's main leverage on the political decision-makers is its reliance on current and real-time information** on what is important to the communities. This is what makes TGNP sustainable and important as an advocate for change that improve women's and girl's situations.

TGNP is applying a sustainable method **creating self-sustainable KCs able to advocate and change the situation in villages in Tanzania.** However, there are challenges with regard to 1) TGNP deviating from its tried and tested methodology 2) spreading itself too thin 3) in how it is perceived by external stakeholders and 4) in creating regular communication channels between KCs and LGAs.

**Sida is recommended to continue to support TGNP**, this in light of its achievements during the period 2016 to 2018, and its current ability to advocate for change and to make a difference for its rights holders.

Recommendations to TGNP are:

- TGNP needs to carefully consider the 1) aim and 2) methodology to apply when working with target groups that are not TGNP's traditional target groups.

- TGNP should endeavour to either research the root causes or gather already existing evidence on the root causes of discrimination against women and girls in order to address them in the future.
- TGNP's outcome indicators are high-level and should be elevated to impact level indicators allowing TGNP to focus on outcome indicators that it can influence and that contribute to the impact goals.
- TGNP's M&E system would benefit from being streamlined (ensuring consistency in definition of outputs and indicators), simplified (ensuring that fewer outputs and indicators are established) and more effective (ensuring that data is gathered to assess the relative change over time).
- TGNP should consider establishing a manner of replicating the IMBC processes through the KCs.
- TGNP should investigate the possibility of organizing monthly GDSS in other geographical areas in order to support the sustained engagement of KC members.
- TGNP should endeavour to help KCs create regular structures for communication between KCs and LGAs that are not dependent on personal relationships or on TGNP.
- TGNP needs to assess the environmental impact of income-generating activities at village level that it encourages and/or supports.
- TGNP should review its communication with donors in order to ensure that its uniqueness and focus is understood.

# 1 Introduction

## 1.1 DESCRIPTION OF TGNP

TGNP, formerly the Tanzania Gender Networking Programme, was formed in 1993 through a collective process by leaders of key women's and gender organizations about the situation of women. It was created as a network in order to eliminate all forms of discrimination against women and other marginalized groups, whether due to class, sex, gender, age, ethnicity, disability, geographical and nationality locations; and urban and rural differences (referred to as transformative feminism).

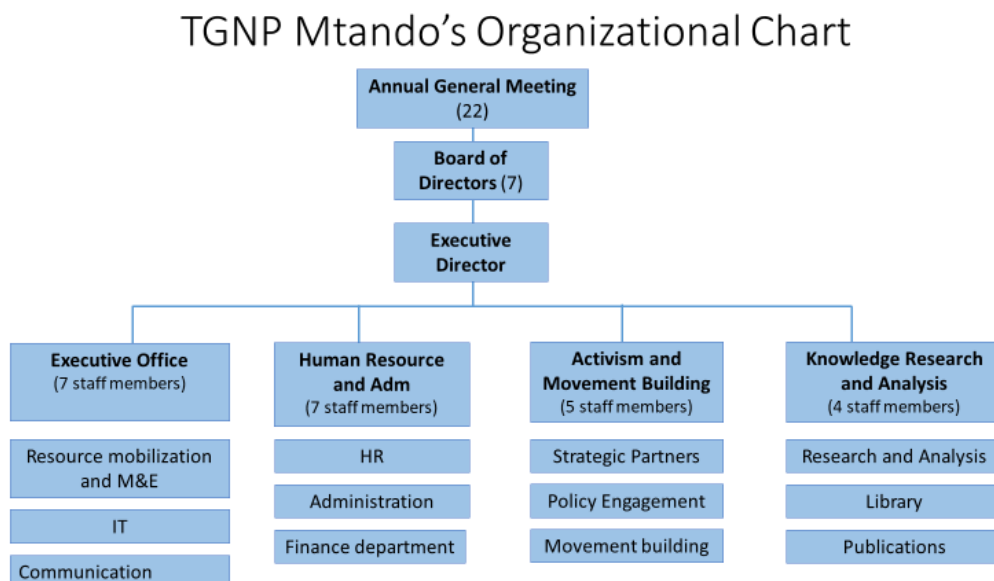
TGNP works at local and national level. At the local government level, TGNP organizes communities through KCs to take collective actions to demand government accountability in improving provision of social services and livelihoods. At the national level and beyond, TGNP works with like-minded CSOs and through CSO-coalitions and networks on policy engagement to influence gender responsive policies, plans, budgets and programs.

TGNP defines its vision as “to see a transformed Tanzanian society built on principles of gender equality, equity women empowerment and social justice”. Furthermore, TGNP's mission statement states that TGNP seeks: “Building a vibrant transformative feminist movement that contributes to the struggles against patriarchy and neo liberalism for social and gender equality and women empowerment in Tanzania and beyond”.

The Swedish Embassy has supported TGNP for several years, it previously funded the *TGNP Strategic Plan 2008 – 2013*. In 2016, TGNP was proposed as a strategic partner to the Embassy in the area of Democracy, Human Rights and Gender Equality. The Embassy of Sweden decided to provide core support to the *TGNP Extended Strategic Plan 2016 – 2019* with SEK 24 million.

TGNP is a membership-based organization, with 22 individuals as members. They form the annual general meeting that is the highest decision-making body. The board of directors is composed of six women and one male member. TGNP is led by an Executive Director and currently has 23 staff members working in four departments.

Figure 1. TGNP's Organizational Chart



The main work with TGNP's target groups is done in the Knowledge Research and Analysis (KRA) Programmes and the Activism and Movement Building (AMB) Programme. The KRA programme carries out research and publishes it, in order to provide evidence for change.

KRA staff:

- Analyzes data at the national level (context, budgets, district budget policies, bylaws and processes),
- Carries out specific research on topics related to either TGNP or to issues affecting the rights holders (e.g. the impact of accessibility of sanitary pads on school attendance),
- collects data from the grassroots on issues affecting women and vulnerable groups through a methodology known as Participatory Action Research (PAR),
- Disseminates the research internally (to be used for advocacy purposes) and externally to influence decision makers,
- In collaboration with communication packages and repackages research and analyses findings into IEC materials such as publications, artistic expressions and training tools.
- manages TGNP's library.

AMB staff work with:

- Training and strengthening women and others (MPs, ministry staff, WROs, journalists, Young Women, Ward and Village Executive Officers (VEO and WEO), Women members of various committees at village and ward level.
- Creating and supporting Knowledge Centers (KCs) – Network of informal and formal women, men and youth community groups at village and ward level,
- Advocacy to change national policies, plans and budgets and procedures using evidence generated by KRA through research and analyses. (e.g. sex disaggregated data for government reports)

- Advocacy at the local government level, helping the KCs achieve change at the village, ward and district level,
- Advocacy at regional (e.g. SADC and EA level) and international level,
- Coordinating forums such as the bi-annual Gender Festival, Gender Development Seminar Series etc.

TGNP is fully donor funded and has been able to generate an income of TZS 3 million (USD 130,000) per year in 2017 and 2018. TGNP had 13 donors in 2018 of which Sida was the largest, contributing 40 percent of total income in 2018. The following table shows TGNP's donors.

**Table 1. TGNP's Main Donors 2017 and 2018**

Donors ('000 TZS)	2017	2018
Sida	825 273	1 531 451
Norad		738 998
American Jewish World Service (AJWS)	526 830	602 693
UNFPA	148 675	528 428
Australian High Commission		73 860
Foundation for Civil Society	159 380	68 720
UNWomen		64 944
Crossroads International	33 455	59 591
Global Fund		56 768
African Women's Development Fund (AWDF)	75 816	56 617
Women Fund	56 200	-
Hivos	51 400	-
Other	83 358	21 922
<b>Total</b>	<b>1 960 387</b>	<b>3 803 992</b>

TGNP spends the donor funds on several different activities, the main ones being advocacy (34 percent of total expenditure in 2018), research and training of its internal staff. The following table shows TGNP's expenditure as a percentage of total expenditure.

**Table 2. TGNP Expenditure**

Activities	Percentage of total expenditure 2018
Advocacy	34%
Research	19%
Staff capacity building	10%
Training of rights holders and duty bearers	9%
Fundraising	9%
PAR	7%
Dissemination of research	5%
TGNP Governance	4%
M&E	2%
Finance department	1%
<b>Total</b>	<b>100%</b>

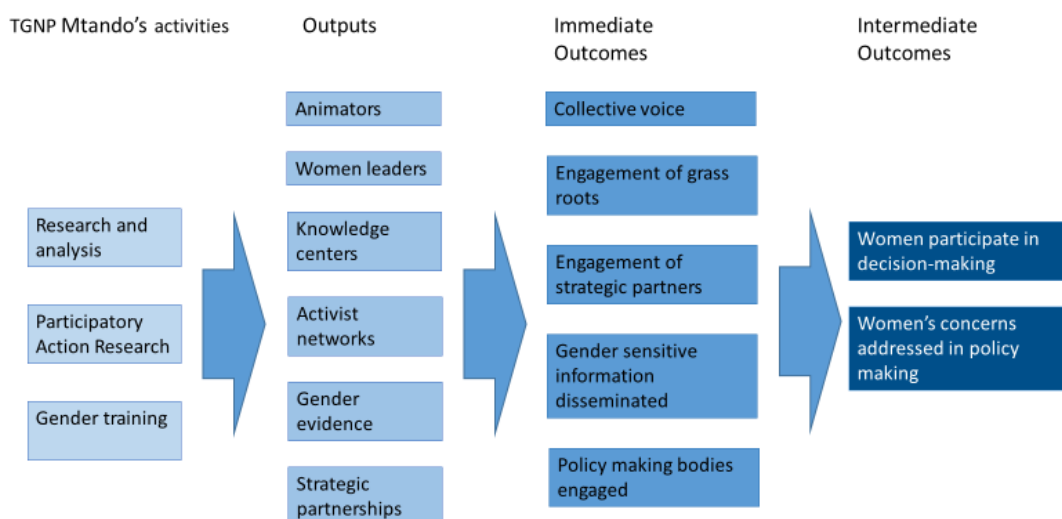
Source: TGNP. *January – December 2018 TGNP Expenditure Report*

TGNP has a relatively small team compared to the amount of work carried out. It uses its pool of more than 50 consultants to undertake specific research at local and national level and analysis of national, sector and district budgets.

### TGNP's Theory of Change

TGNP's Theory of Change can be illustrated as follows:

**Figure 2 TGNP's Theory of Change**



Source: *TGNP Narrative Theory of Change*

The main activities are the research carried out by the KRA department (including the Participatory Action Research – PAR- through which data is gathered from the grassroot communities) and gender training at village, ward, district and national level. These activities lead to animators (active women in villages) being trained and created, women leaders being identified, KCs and activist networks created, evidence on the situation regarding gender produced and strategic partnerships formed. With these outputs, the immediate outcome is to, through the animators, KCs and activists, to create engagement of different stakeholders that, as an intermediate outcome, result in women participating in decision-making and that their concerns are addressed in policy making. These outcomes are to lead to the final impact: “gender responsive policy formulation and implementation in the areas of land, agriculture, health, gender-based violence”.

The interventions that TGNP dedicates substantial resources to (19 percent of total expenditure 2018) is the **research** carried out by the KRA department. The research produced can be divided based on the source of the information:

- At grassroot level: The Participatory Action Research (PAR) work is where researchers (often consultants commissioned by TGNP) and participants (in this case communities at village and ward level) work together to understand a problematic situation and change it for the better. PAR focuses on social change and is targeted on the needs of the community. Through this method TGNP seeks

to help participants to a greater awareness of their situation in order to take action together.

- The district level: TGNP in collaboration with members of Knowledge Centres analyses district level budgets, budget planning and implementation processes. This involves analyzing the district level budgets in order to assess resource allocations made to issues affecting women and vulnerable groups, and to what extent these are actually implemented. The reports produce recommendations to change processes, policies and or manner of working.
- The national level: TGNP analyses an entire sector e.g. the health sector or extractive industries sector to assess progress on a number of issues affecting women, vulnerable groups and girls. The reports aim to produce evidence that can be used when advocating for changes to policy and or the implementation of the budget.
- Specific topic research: based on issues arising in e.g. media, from the PAR or at the bi-annual Gender Festival research is carried out on specific topics. Examples include research on the effect of having sanitary pads on school attendance and women's access to credit.

The research is used internally by TGNP to formulate advocacy messages with its partners, but also disseminated to media and decision-makers. Recommendations from PAR and District budget analyses are used by KCs for advocating for improvement of social services at their localities.

The AMB department in TGNP is responsible for advocacy at all levels. At the grassroots level this involves:

- Creating and supporting KCs,
- Training children in School Gender Hubs,
- Training and strengthening women to become members of KCs but also local leaders in the community, and
- Helping the KCs achieve change at the local level.
- To change district budgets (to incorporate and implement investments and expenditure in issues important to women and vulnerable groups)

At the district and national levels, the department advocates:

- For changes to national policies and procedures (e.g. sex disaggregated data for government reports).
- For gender responsive budgets by demanding budget allocation for TGNP's main thematic sectors/areas i.e. education, water, health, agriculture and extractive industry. This is done by working directly with the community at village, ward and district level and national officials, by providing training to authority staff.

TGNP also organizes weekly Gender Development Seminar Series (GDSS) where anyone can participate. It is a movement building forum to share experiences and to learn from each other or about new topics and take action. Other important movement building and knowledge-sharing activities are the bi-annual Gender Festivals organized by TGNP.

## 1.2 WHO TGNP WORKS WITH

TGNP works with both rights holders (women and other marginalized groups such as girls in school) as well as duty bearers (from Local Government Authorities – LGAs- to Members of Parliament – MPs) in order to create changes in procedures, governing structures, laws and funding. The duty bearers that TGNP has selected to work with are:

**Table 3 Duty Bearers TGNP works with**

Thematic area in which TGNP works	Duty bearers
Education	<ul style="list-style-type: none"> <li>• Teachers, school management and staff,</li> <li>• District and Municipal Education offices</li> <li>• Relevant national ministries</li> </ul>
Health	<ul style="list-style-type: none"> <li>• Health care/clinic leadership</li> <li>• Village elders, religious leaders and village executive officers,</li> <li>• Local health committees and other official authorities at village level that have the formal obligation to implement and follow up on health and water issues.</li> <li>• Relevant national ministry</li> </ul>
Water	<ul style="list-style-type: none"> <li>• School leadership</li> <li>• Village elders, religious leaders and village executive officers,</li> <li>• Local water committees and/or official authorities at village level that have the formal obligation to implement and follow up on water issues</li> <li>• Relevant national ministry</li> <li>• Water authorities</li> </ul>
Agriculture	<ul style="list-style-type: none"> <li>• Decision-makers (MPs, councilors and relevant ministries) regarding land ownership</li> </ul>
Extractive Industries	<ul style="list-style-type: none"> <li>• Relevant national ministry</li> </ul>
TGNP's organizational growth and advocacy	<ul style="list-style-type: none"> <li>• Local CSOs working at the local level with TGNP and/or in similar areas</li> <li>• Members of Parliament (MPs) and decision-makers</li> <li>• TGNP donors and insightful informants from the donor community</li> <li>• TGNP staff and leadership (Members and Board)</li> </ul>



## 2 Rational and purpose

### 2.1 BACKGROUND AND PURPOSE

The purpose of this assignment is to provide the Sida/Embassy of Sweden in Dar es Salaam (the Embassy) with evidence-based input for its decisions on how to implement the new Country Strategy for Tanzania. It is currently under consideration by the Swedish Government and the expectation is that the Embassy will, during the first quarter of 2020, elaborate a plan for which organizations to partner with and how, in order to implement the new strategy for the period 2020 to 2023. Sida/ the Embassy has been one of the TGNP's main funders since 2008 and wishes to obtain an independent assessment of TGNP's achievement of goals, outcomes and outputs as established in TGNP's Extended Strategic Plan 2016-2019.

The current agreement between Sida/the Embassy and the TGNP is coming to an end in June 2020 and TGNP is also currently working on its new strategic plan for which this evaluation is expected to provide inputs.

### 2.2 EVALUATION OBJECT AND SCOPE

The objective of the evaluation is to assess:

- the effectiveness of TGNP in delivering against its outcomes,
- measure achievement of outputs as well as the overall achievement of TGNP's Extended Strategic Plan,
- identify best practices, challenges, and
- provide an overall conclusion as to whether or not TGNP's transformative feminist activism and movement building have contributed to strengthening women's voice, helped to increase collective organizing and ultimately, contributed to changes in policy formulation.

The evaluation is both summative, analysing TGNP's achievement of the outcomes in its Extended Strategic Plan, and formative, in that it should be focused on developing recommendations for the future and identifying potential improvements to current TGNP operations.

The main users of this evaluation are the Embassy and TGNP.

#### 2.2.1 Definitions

For the purpose of this evaluation, a distinction will be made between rights holders and duty bearers. In this evaluation, the rights holders are primarily girls and women whose lives TGNP aims at improving. The duty bearers are individuals and groups who influence or have decision-making power to change the situation of the rights holders i.e. government officials, MPs, health- and school leadership, local education- and/or water committees etc. TGNP works with them in order to instigate changes in procedures, meeting and governing structures, laws and funding.

### 2.3 EVALUATION QUESTIONS

The ToR for the evaluation included a set of 27 evaluation questions, which in consultation with the Sida programme manager was reduced to 23. The questions can be found in Annex 2.

# 3 Methodology

## 3.1 OVERALL APPROACH

The overall approach was presented in detail in the *Inception Report* and is summarized here. We have used two approaches in this evaluation: **Goal-based evaluation** to determine if the intended outcomes and outputs of the *Extended Strategic Plan* were achieved. This has involved understanding the outcomes as established in the *Extended Strategic Plan* and assessing if these have been achieved or not.

The second approach is an **Outcome evaluation**. This has involved investigating whether the program caused demonstrable effects for TGNP's rights holders. The approach looks beyond the outputs established in the *Extended Strategic Plan* to also assess the broader behavioral changes (expected and unexpected) and or situation for the rights holders.

The evaluation also aims to be utilization-focused i.e. useful to the two main stakeholders; Sida and TGNP. How Sida would use the evaluation was discussed with Sida and TGNP on several occasions in order to clarify the purpose and the timing. TGNP will be embarking on a new strategic planning process where the inputs come from the Gender Festival in 2019, research and TGNP's internal monitoring as well as the findings of this evaluation.

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

## 3.2 INCEPTION PHASE

The inception phase has involved the following activities:

- The evaluation was initiated through a virtual meeting between the Team Leader, the Team Coordinator and Joyce Tesha of the Embassy of Sweden in Dar es Salaam on October 24th 2019. A plan for the inception period was prepared and the Embassy's overall view of its relationship with TGNP discussed.
- A desk review of documentation collected from TGNP was carried out in order to more closely establish the methodology presented in the Inception Report. Review of TGNP's Extended Strategic Plan, Results Framework, Annual Reports for 2017 and 2018, Monitoring and Evaluation Plan for SP 2016-2019, TGNP Expenditure Reports and Reports on Stories of Change.
- Gathering of TGNP data (research reports, additional program documentation)
- Initial meeting with TGNP to introduce the Team Leader and explain the evaluation process etc.
- Meetings with TGNP and the team to discuss logistics, focus groups and plan the field work,
- Preparation of the Inception Report (including quality control by FCG's Quality Assurance Expert Florence Etta),

- Approval of the Inception Report by Sida.

### 3.3 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 TGNP,
- The field work involved the Evaluation Team splitting up into three teams by which we were able to gather data from:
  - 32 children (28 girls and four boys) in Gender Hubs in Ilala, Mbeya, Morogoro and Shinyanga and other children in the communities (of which 13 had not participated in TGNP interventions – of which 2 were male),
  - 60 members of five KCs (16 male and 44 female members)
  - 45 small scale women miners in Shinyanga and Morogoro,
  - 9 Village and/or Ward Executive Officers and Community Development Officers (two women),
  - members of two village health committees in Morogoro and Shinyanga Districts (one man),
  - 19 external stakeholders including:
    - two Ministry staff (both men),
    - two Municipal staff (one woman one man)
    - four MPs (all women), and
    - eight CSOs,
  - Four of TGNP's donors and/or indirect donors.
  - TGNP staff (10 persons).

In total, the evaluation team met with 182 persons (147 women and 35 men) in the selected geographical areas. The majority (81 percent) of the respondents are women, which can be attributed to primarily two reasons; i) TGNP itself and other collaborating partners working on gender equality have more women as staff, and ii) the main target group for TGNP are marginalized women and girls and therefore more respondents are women. This does not mean that TGNP does not include or target men and boys in their approach, nor that the views of these groups have been disregarded.

The Evaluation Team's conclusions are based on information received during the period October 24 2019 and January 27, 2020.

#### 3.3.1 Instruments for data collection

It is important to mention that the evaluation has been based on a selection of rights holders and duty bearers and not all individuals TGNP aims to have an impact on. The rights holders and duty bearers interviewed have been selected due to convenience i.e. who were available when our Team members were on location. Due to the closing of the Parliament in December, interviews with MPs were postponed until the end of January. Conclusions have been drawn based on these samples.

TGNP works with a large number of stakeholders and in discussions with TGNP, the Evaluation Team prioritized among these to focus on the following:

In Morogoro, Mbeya and Kishapu (Shinyanga) the Evaluation Team focused on:

- Focus groups with KC members and leadership,
- Interviews with members of health committees,
- Focus groups with small scale women miners,
- Interviews with elected councillors, VEO and WEO,
- Focus groups with gender hubs and other youth in school in the communities, and
- Interviews with local CSO partners.

In Ilala and Kipunguni the team interviewed:

- KC members,
- One Community Development Officer,
- Youth in one gender hub,
- Participation at and interviews with attendees of the Gender Development Seminar Series,
- CSO partners to TGNP
- TGNP donors and gender experts in Tanzania
- Ministry staff.

In Dodoma, the team met with:

- MPs and
- Representatives from relevant ministries.

Several data gathering tools (interview guides) were prepared and presented in the Inception Report. Semi-structured interviews were held with MPs, ministry staff, CSO partners and with donors.

Secondary data (statistics, research, national and CSO reports) was collected in Dar es Salaam and used for triangulation purposes and for verification i.e. if the statistics available verify TGNP's results or not, if the research available indicates that TGNP is working in relevant areas and that TGNP has actually carried out relevant analysis during the period.

To assess Outcome 3 (TGNP's organizational growth and sustainability realized), the Team Leader interviewed TGNP staff and management and reviewed the following:

- Financial statements,
- TGNP policies and guidelines for its M&E work and reporting to stakeholders,
- TGNP's personnel development activities.

### 3.3.2 Participation

The involvement of TGNP throughout this evaluation has been key in order to provide tools, approaches and ideas for them to use in their strategic planning process. The Evaluation Team carried out interviews and focus groups, designed the question guides and analysed the findings independently of TGNP in order to objectively gather data and assess it. This was also important in order for the respondents to be able to answer and freely express their views and experience from working with TGNP. TGNP staff were involved in:

- The planning of the field work
- Suggesting stakeholders to interview (but the evaluation team did the final selection)
- Logistics in selecting rights holders for focus groups
- Arranging interviews with key stakeholders at national (MP and ministry), regional (councilors and district planning officers etc.) and local (village executive officers, water/health committees).

### 3.4 PROCESS OF ANALYSIS AND DEVELOPING CONCLUSIONS

The analysis and developing of conclusion has involved:

- Analysis of data, trend analysis and triangulation of data,
- Preparation and Quality Control of the Draft report and submission to TGNP and the Embassy for comments.
- Preparation of the Final report after considering comments from TGNP.

The Evaluation Team has gathered data from various sources in order to gain as complete a picture as possible of achievements. The data gathered has been compared against each other, a process called triangulation. TGNP's reports and idea of how its operations have impacted on both rights holders and other stakeholders has been compared against multiple rights holders' and duty bearers' (e.g. A, B and C's) accounts of impact on their lives and behavioral changes. Accounts from different stakeholders may be contradictory whereby a third data source (e.g. statistics or accounts from other CSOs/national statistics or other) have been collected in order to gain as complete a picture as possible.

When analyzing testimonials and information from the interviews and focus groups, the "most commonly mentioned" principle has been applied i.e. the most common behavioural changes observed or mentioned by most interviewees will be identified and assessed.

The Evaluation Team has identified trends over time both from statistics and from interviews to identify behavioral transformative changes and recurring challenges recounted by the interviewees.

Data from the different groups of interviewees has been organized in an excel database to allow both quantitative analysis (e.g. how many have mentioned xx behavioral change), trend analysis and to find examples to illustrate effects, methods, changes or trends.

Statistical data, research reports and other secondary data has been cross checked as a means of verifying and triangulating the data.

A Draft Report was prepared and submitted to Sida and to TGNP in early February. Comments from TGNP (see Annex 7) and additional information was received on February 27 which has been reviewed and incorporated into this Final Evaluation Report.

### 3.5 ETHICAL CONSIDERATIONS

Some of the topics that this evaluation focuses on (e.g GBV) are sensitive topics that require safe and secure environments and respect for individual integrity of both children and adults. The Evaluation Team has applied both the Child Participation Practice Standards that are available in Save the Children's Evaluation Handbook (<https://resourcecentre.savethechildren.se/library/evaluation-handbook>), as well as gender sensitive interview- and meeting techniques. Specifically we make sure that:

- children understand why they are involved and exactly what the scope of their role is and is what it is not,
- a friendly, comfortable and inclusive atmosphere is created,
- everyone is informed about the purpose of the discussions and that participation is always safe and voluntary,
- we speak slowly and clearly, avoiding the use of jargon and using child friendly straight forward language.
- we listen to everyone,
- children are surrounded by a culture of respect and trust,
- we use participatory, interactive and fun methods that allow children to actively participate according to their age and abilities,
- all participants have given their informed consent to their involvement and they can withdraw this consent at any point,
- meetings are planned at timings and locations where respondents of all sexes can participate,
- a gender stereotyping language is avoided,
- no assumptions are made, based on appearance, on a person's sex,
- questions on sexual- and gender-based violence (GBV) will be posed to obtain general information, not to collect specific individuals' testimonies

We have used the focus group method when interviewing rights holders (women and children). This allows the issues to be discussed without revealing individual experiences. The separation of girls, boys, men and women into different focus groups is an important aspect of creating a safe and secure environment. Visits have been prepared by TGNP staff known to the rights holders and duty bearers in advance, in order for children and parents to be given enough time to decide whether they want to participate or not.

It was explained to the respondents and focus group participants that all views and information offered will be anonymized during the collation and that no individual will be quoted with her/his name. The Team took photos during the fieldwork with the explicit approval of the subjects. To uphold the commitment of the evaluation team to anonymity, the Team has not published any pictures of children in the report or in connection with the evaluation.

All data collected is disaggregated by sex, with an option of other for individuals who do not conform to gender binaries of male/female. Due to the sensitivity of the topic, private individuals' responses are anonymous while those of professionals interviewed are not.

### 3.6 LIMITATIONS

Some of the interviews and the majority of the focus groups discussions were undertaken in the local language of Swahili. Although translation was provided by TGNP staff to non-Swahili speaking Evaluation Team members, this was primarily a summary of the respondent's answer, in which interesting aspects could have been missed, for example choice of words, hesitations etc.

Furthermore, long distances and poor infrastructure in the field limited the number of respondents met. For example, in Morogoro it was planned to visit a second village without a functioning KC to be able to compare and analyse the impact of the KC on the community, but as this was located several hours from our meeting point, it had to be deselected.

Lastly, the availability of staff members at the relevant ministries was very low. The Evaluation Team made efforts to meet them, both in Dar es Salaam and Dodoma, during several occasions, but some were either busy or turned down the meeting requests. This had, for example, the consequence that the Evaluation Team did not meet with the most relevant ministry which deals with gender equality in Tanzania. This is a major limitation that has not been possible to address during the period of the evaluation.



## 4 Findings

The following section presents the findings in accordance with the evaluation questions agreed in the Inception Report. Each chapter begins with a list of evaluation questions to be answered, then the findings are presented, followed by a conclusion and recommendations to TGNP.

### 4.1 RELEVANCE

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

Section	Evaluation question answered
4.1.1	To what extent have the program activities conformed to the needs and priorities of the beneficiaries, stakeholders on gender equality, women's rights and empowerment?
4.1.2	How was the program aligned to national policies and programs on gender equality, women's rights and social justice?
4.1.3	To what extent have the activities and outputs of the thematic areas been consistent with the overall goals and attainment of its objectives?

#### 4.1.1 Conforming to Priorities of the Beneficiaries at Grassroot Level

The evidence from both TGNP's own research and that carried out in focus groups with KC members by the Evaluation Team shows that TGNP's approach is to help the villagers (grassroots) identify their issues through the PAR methodology. The PAR methodology helps the beneficiaries themselves define their needs, goals and priorities. Members of all five KCs interviewed (in Kipunguni – Dar es Salaam, Morogoro, Mbeya and Shinyanga) stated that they had been supported to identify their needs and prioritize goals prior to forming the KCs. In Kisaki, Morogoro, for example, the community had chosen to focus on education, water, health, land rights/agriculture and leadership to change. This was furthermore confirmed by duty bearers in Morogoro who ensured that the activities were based on their joint analyses on which sectors that need to be prioritized. *"We are the one who chose the topics."*<sup>1</sup>

These topics (education, water, health, land rights/agriculture) are also those most frequently identified by all communities TGNP works with through the PAR process,

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<sup>1</sup> Interview with KC members, Kisaki, Morogoro, Dec 2019

as evidenced in TGNP's recent report<sup>2</sup>. The report shows that the main problems identified through the PAR process were:

**Table 4. Needs/issues identified through PAR**

Sector	Needs/issues identified through PAR processes with villagers (most mentioned) <sup>3</sup>
<b>Agriculture</b>	Women's land ownership
	Women lack decision making over harvests
	Irrigation
	Fair price of produce
	Exploitative middlemen
<b>Education</b>	Classroom shortages
	Pit latrines
	Desks and other equipment
	Private room for girls
	Early pregnancy and child marriage education
	Health & menstrual hygiene education
	Dormitories/hostels for girls
	Housing for teachers
	Lack of water
	Shortage of teachers
<b>Health</b>	Poor state of repair of dispensary
	Lack of electricity
	Lack of water
	Poor delivery ward
	Lack of medical staff
	Lack of medical equipment and supplies
	Provision of free reproductive health kits for pregnant women
<b>Water</b>	Lack of tap water
	Distance to water source
<b>Infrastructure</b>	Poor state of repair of roads
	Distance to dispensary
	Distance to school

The KC members interviewed by the Evaluation Team clearly felt that they had been part of identifying their own needs and had also been able to bring these to the authorities. Each of the KCs interviewed gave examples of them influencing and working with village committees, Ward Councillors and LGAs. One KC even mentioned that “women groups are the ones that the authorities prefer to work with”.

<sup>2</sup> TGNP. Follow Up Study on IMBC and PAR Initiatives (2013 -2018)-Kishapu, Mbeya Rural and Morogoro Rural District Council. Sep 2019.

<sup>3</sup> TGNP. Follow Up Study on IMBC and PAR Initiatives (2013 -2018)-Kishapu, Mbeya Rural and Morogoro Rural District Council. Sep 2019.

In order to assess if the KCs had had an impact on ability to influence duty bearers, the Evaluation Team interviewed two groups of individuals that had not been part of KCs. These individuals reported that they felt they did not have access to village or ward leaders. This was due to them either not being sufficiently organized and/or not feeling sufficiently “educated” to be able to speak with the LGAs. This indicates that the needs of the communities are advocated for by the villagers themselves with relevant authorities and that the KC members feel empowered to address village and ward officials to a greater extent than those individuals not part of KC groups.

TGNP’s focus areas for its research and advocacy work at district and national level is also clearly in line with the needs identified by the communities. TGNP helps KCs to advocate for budgetary changes at village, district and national level in, primarily, the agriculture, education, health and water sectors. The national overall budget is analyzed and compared to governmental pledges, and sector budgets are also analyzed by TGNP in order to assess how investments and expenditure will affect women and help to address the needs identified by communities TGNP works with.

The relevance of TGNP’s focus on, and involvement in, the extractive industry has not been based on issues identified by the women miners themselves. It does not fit into TGNP’s Theory of Change, nor does it appear to be based on issues identified by the communities, through an IMBC or PAR process. The decision was taken by TGNP without involving the communities in the same manner as TGNP engages with other community groups. The two groups of women miners interviewed by the Evaluation Team reported that they had not gone through a PAR process, nor did they feel that TGNP had helped them achieve any significant results. Although it may be a sector where the situation for women is difficult, the clear justification for TGNP entering into this area is not evident. Nor is there evidence collected by the Evaluation Team to suggest that the PAR process was followed or that the women miners have been supported to reach results relevant to them.

Another area that TGNP is addressing is girls’ attendance in school. This is an issue that is clearly important to the communities as it is identified through the PAR processes. The root causes of this are several (economic – e.g. lack of sanitary pads, toilets; patriarchal; traditional/value based – e.g. girl’s chores; among others). TGNP has worked successfully with many KCs to address economic reasons and has begun working also with the traditional/value-based reasons. However, TGNP appears to have a different, untested, manner consisting of educating girls through the School Gender Hubs. The wish to keep girls in school may be the aim, but the approach and methodology underlying the education provided to the children is not evident to the Evaluation Team. Nor is the purpose; the work with the Gender Hubs appears not to address the root cause of girls’ lack of school attendance, but to educate the victims of discrimination, traditional practices and patriarchal values. Nor is it consistent with TGNP’s aim to address the root causes of the non-attendance nor does it fit into TGNP’s theory of change.

### **Conclusion**

The rural and urban communities TGNP works with clearly felt that they had been part of identifying their own needs and had also been able to advocate for solutions to

these needs with the LGAs. Also duty bearers at the local level found the KCs to be good to work with. TGNP's focus areas for its research and advocacy work at district and national level is also clearly in line with the needs identified by the communities.

When TGNP applies its tried and tested PAR and IMBC processes, these appear to bear many and important positive results at the local, district and national level. However, in the areas where TGNP is deviating from this methodology (with the small scale women miners and the School Gender Hubs for example) the root causes do not seem to be addressed and the results appear to be less evident. TGNP needs to carefully consider its goals and methods when working with target groups that are different from the ones it has long experience of working with. It may also consider partnering with CSOs more specialized working with these target groups.

#### **Recommendation**

- TGNP needs to carefully consider the 1) aim and 2) methodology to apply when working with target groups that are not TGNP's traditional target groups. It is important that TGNP stays true to its intention to address the root causes of patriarchy in accordance with its transformative feminist approach (considering the work with small scale women miners and the education provided to children through the School Gender Hubs).

#### **4.1.2 Relevance to National Plans and Stakeholder's Priorities**

The *Tanzania Gender Country Profile* from 2016 (drafted by The Ministry of Health, Community Development, Gender, Elderly and Children)<sup>4</sup> identifies and analyzes a number of key areas in Tanzanian society where women and girls face disproportionate challenges as compared to men and boys. The TGNP's focus corresponds well with the areas that the Tanzanian government has concluded need more investments. For example, the *Gender Profile* concludes that "despite the concerted interventions to improve women's participation and representation in politics and decision making, their representation is still low",<sup>5</sup> an area where TGNP puts emphasis on in all processes. It was noted, for example in the focus group discussions held in Kisiwa, Morogoro, that women held many decision-making positions, both within the KC and in other structures, such as water- and health committees.

TGNP's work is highly relevant at the national level as TGNP works to help achieve 18 of the 31 objectives established in the (outdated) *National Strategy for Gender Development*<sup>6</sup>. The objectives of the *National Strategy for Gender Development* that TGNP is clearly working to address are those related to;

- Capacity building of ministry staff,

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<sup>4</sup> Ministry of Health, Community Development, Gender, Elderly and Children. The Ministry of Health, Community Development, Gender, Elderly and Children Tanzania Gender Country Profile. 2016

<sup>5</sup> Ibid, p. 94

<sup>6</sup> Ministry of Community Development Gender and Children. *National Strategy for Gender Development*. 2005. This ministry was reformed in 2015 into the Ministry of Health, Community Development, Gender, Elders and Children, but no new gender policy or plan has been developed.

- Increasing women's participation in political decision-making and elections,
- Capacity building women parliamentarians and councilors,
- Reviewing and repealing discriminatory laws and sensitizing communities about laws,
- Children's (girls') equal participation in education,
- Increasing women's access to health and reproductive health services,
- Equitable division of labor in families and allocation of resources to be more equitable,
- Gender mainstreaming in sectoral policies, strategies and plans, and
- Communities free of harmful traditional practices.

The areas in the *National Strategy for Gender Development* where TNGP does not work are with vocational education, and with HIV/AIDS discrimination, specifically. A new national *Gender Strategy* has just been finalized with the aim to better harmonize with the Sustainable Development Goals (SDGs) and other key commitments.

With regard to the *National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 – 2021/22*<sup>7</sup> (NPA-VAWC), much of what TNGP does with the KCs attempts to address five of the nine outcomes that the NPA-VAWC aims to achieve at different levels (grassroot, district and national level). At the community level TNGP works with the KCs to:

- Address women's land and property right issues,
- Educate communities and children about children's and women's rights, and
- End violent practices against women and children.

At the national level TNGP has been advocating for financing for NPA-VAWC as well as the establishment and or improvements of one stop center

In 2018, the Tanzanian government decided to remove VAT on sanitary products (pads and tampons) to stimulate improved access and higher usage for women and girls. Lack of sanitary products constitutes a concrete obstacle for women and girls in Tanzania, and according to the Evaluation Team's interviews, girls miss two school-days per month due to lack of menstrual hygiene management (MHM)<sup>8</sup>. In June 2019, however, the VAT was reintroduced as it had not led to the described effects in lowered prices. Menstrual hygiene is one of TNGP's focus areas with the aim to increase girls' school attendance and TNGP has continued to advocate for this to be reintroduced with specific ministries.

TNGP's work is also relevant to Sweden's *Feminist Foreign Policy* as well as Sida's *Gender Policy*<sup>9</sup> and Sida's *Result Strategy for Tanzania* as its operations and aim are to support women and girls, to address gender inequalities and protect the rights of women and girls (among these the right to education, land rights and

<sup>7</sup> Ministry of Health, Community Development, Gender, Elders and Children. *National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 – 2021/22*. 2016

<sup>8</sup> Economic and Social Research Foundation. *A Study on the Impact of Sanitary Pads on Girls' School Attendance*. 2018

<sup>9</sup> Sida. *Swedish work and policies on Gender Equality*. 1998

supporting women to create and run businesses). As TGNP operates both at the rights-holders' level as well as with advocacy at the national level, it works at all levels, which is also in line with Sida's *Gender Policy*<sup>10</sup>. Sida's work in Tanzania aims at alleviating poverty with women, children and young people as the main target groups. Specifically, Sida wishes to help women and girls into employment or to start and run businesses as well as have more children (both girls and boys) in school<sup>11</sup>. The strategy, furthermore, aims to enhance the capacity of the civil society "to demand accountability and increased awareness of human rights. TGNP's focus on women and children, and work to keep girls in schools, is clearly in line with Sida's strategy for Tanzania.

### **Conclusion**

TGNP's work is clearly relevant also at the national level and in accordance with the most recent NPA-VAWC, with the outdated *National Strategy for Gender Development* and with the *Gender Country Profile*.

TGNP's work is also clearly in line with Sida's strategy for Tanzania, and the Swedish government's overall foreign policy and gender policy.

#### **4.1.3 Outputs Consistent with Goals**

The following sub-section aims to answer the evaluation question "To what extent have the activities and outputs of the thematic areas been consistent with the overall goals and attainment of its objectives?" The Evaluation Team has assessed the achievements against the goals established in the results framework, part of TGNP's *Extended Strategic Plan*. The following outcomes were established therein:

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<sup>10</sup>Sida. Swedish work and policies on Gender Equality. 1998

<sup>11</sup> Sida. Results strategy for Sweden's international development cooperation in Tanzania 2013-2019. 2013

Table 5. TGNP's Results Framework

Intervention Logic	Indicators	Outputs
Goal: To contribute to increased gender responsiveness of policy formulation and implementation in the areas of land, agriculture, water, health, gender-based violence for equitable and sustainable livelihoods		
<b>Outcome 1:</b> Increased citizen participation especially marginalized women in decision making in agriculture and social service (water, health and education)	Number of women in decision making organs at local and national levels increased	OUTPUT 1.1: Collective voice and actions promoted in demanding for equitable resource allocation in access to clean and safe water, maternal health services, agricultural inputs, land grabbing and quality education for girl child OUTPUT 1.2 Grass-root women taking leadership in organizing in demanding for quality services in areas of water, agriculture, health and education OUTPUT 1.3: Strategic allies are identified and increasingly engaged in demanding for equitable resource allocation in access to clean and safe water, maternal health services, agricultural inputs, land, quality education for girl child and, in the contextual issues
	Proportion of women in selected decisions making organs	
	Number of collective actions undertaken by grassroot women and men on issues around agriculture, water, education and health	
	Number or proportion of women attending village general meetings	
<b>Outcome 2:</b> Concerns and interests of women and other marginalized groups are increasingly addressed in policy and budget in agriculture and social services (water, health and education)	Number and type of policy issues (women and marginalized) implemented in the areas of agriculture, water, education and health	OUTPUT 2.1 Gender sensitive and TF evidence generated OUTPUT 2.2 Gender sensitive and TF information made accessible and disseminated OUTPUT 2.3 Policy making and implementing organs engaged on TF issues (parliament, MDAs, Local Government Authorities -LGAs, Councilors)
	% increase in budget allocation to agriculture, water, health and education	
	Number of success stories from program districts in the areas of water, health, education, agriculture and extractive industry	
	Proportion of population in program districts or wards who view favourably the progress in the areas above.	
<b>Outcome 3:</b> TGNP's Organizational growth and sustainability realized	# of staff attached to TGNP's members for knowledge transfer and mentoring on gender and feminist leadership	OUTPUT 3.1: Resources and assets mobilized for organizational performance and sustainability OUTPUT 3.2: Growth in membership, knowledge transfer and nurturing undertaken OUTPUT 3.3: Monitoring and Evaluation to promote evidence on program results
	Level of diversification of TGNP's financing for its programs and growth priorities	
	TGNP's performance management system developed and implemented to achieve and sustain high performance among all staff	
	Level of TGNP's evidence-based program results produced, documented and shared with stakeholders	



For each outcome, TGNP has identified several indicators that are to be measured. An analysis of the results framework shows that for outcomes 1 and 2 the causal link between outputs and outcomes are consistent, but some inconsistencies in the causal links between the outputs 3.1, 3.2 and 3.3. and outcome 3.

Outcome 1 aims at increasing citizen (and especially women's) participation in decision-making in agriculture and social services. Achieving Outputs 1.1 and 1.2 appear to definitely contribute to women deciding more. TGNP also plans, with Output 1.3, to engage strategic allies to demand that women are included in decision-making. These strategic allies<sup>12</sup> appear, to include CSOs at national level, police officers trained, district level officials and journalists. This would also appear relevant that those who can give women more decision-making power (e.g. district level officials) are encouraged to do so and that CSOs and media demand such rights.'

With regard to Outcome 2 it would appear that all three outputs established are relevant to ensure that women's and other marginalized groups' concerns are addressed at policy and budget level. Here TGNP works to advocate for such changes based on evidence gathered and in that manner sway decision-makers and budget holders.

The outputs established to achieve Outcome 3 are vaguer and not clearly defined nor formulated as goals that are possible to measure. Nor are these consistent with the *Performance Monitoring Tracking Tools* document established to monitor activities and progress. The causal link between outputs and Outcome 3 are clear and understandable. Output 3 (monitoring and reporting) is needed in order to provide TGNPs donors with reliable data on achievement of results that in turn may result in continued or increased funding. The causal link is valid. Output 3.2 has to do with membership and ensuring that staff are trained which also contribute to the continued growth, renewal and sustainability of the CSO.

### Conclusion

An analysis of the results framework shows that for outcomes 1 and 2 the causal link between outputs and outcomes are consistent, but some inconsistencies in the causal links between the outputs 3.1, 3.2 and 3.3. and outcome 3.

## 4.2 EFFECTIVENESS

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

### Section Evaluation question answered

- 4.2.2 To what extent were the objectives and or outcomes achieved or not achieved? If so, why? If not, why not?
- 4.2.3 To what extent are unplanned positive effects contributing to results produced and services provided?
- 4.2.4 Has the M&E system delivered robust and useful information that could be used to assess progress towards outcomes and contribute to learning?
- 4.2.5 To what extent has lessons learned from what works well and less well been used to improve and adjust project/program implementation? To what extent programs adapted or are able to adapt to changing external conditions (risks and

<sup>12</sup> As established in the document: TGNP. Monitoring and Evaluation Plan for SP 2016-2019. 2017



assumptions) in order to ensure benefits for the target groups and adjust program implementation?

In addition, the team assesses TGNP's approach to achieving transformative feminism and how it aims to achieve this.

#### 4.2.1 TGNP's Transformative Feminism Approach

The transformative feminist approach is based on the notion that both women and men are struggling for liberation from patriarchy. The strong patriarchal values in Tanzanian society is confirmed by other research<sup>13</sup>, among other the recent *IMAGES study* from 2018<sup>14</sup> that established that men control all aspects of Tanzanian women's and girls' lives.

The global feminist movement is characterized by its aim to abolish patriarchy at different levels<sup>15</sup>. The idea of transformative feminism is to change not only the man-woman relationship but to also address all sorts of discrimination that women and men face due to e.g. age, ethnics, education, economic situation etc. A gender transformative approach actively examines, questions, and changes rigid gender norms and imbalances of power<sup>16</sup>. It differs from a gender responsive or gender sensitive approach in that it tackles root causes of gender inequalities and focuses on strategies to foster progressive changes in power relationships between women and men.

TGNP's approach targets primarily women and girls. The ideology is built on an intersectional approach which recognizes that not all women and girls are the same, but come from different ethnic and educational backgrounds, belong in different age groups, have different sexual orientations etc.

TGNP was the first in Tanzania<sup>17</sup> to introduce the PAR approach in order to attempt to tease out these root causes of gender inequality. It involves animated techniques helping individuals learn and challenge the "why things are the way they are". It has a second purpose to collect data and information in order to map the current situation and problems in different social groups, and particularly for women, and to identify how to take action. TGNP uses a "triple A approach":

- Assess: Communities are helped to identify their problems out on various issues by using specific tools.
- Analyze: analysis to identify the root cause of the problem while at the same time creating consciousness among the community members.

<sup>13</sup> Among others: Levto, R., Vlahovicova, K., Barker, G., Stiefvater, E., Lugano, D., and Mulokozi, A. D. (2018). *Momentum Toward Equality: Results from the International Men and Gender Equality Survey (IMAGES) in Tanzania*. Promundo-US, Uzazi na Malezi Bora Tanzania, and Tanzania Commission for AIDS. 2018. Rehmatullah & Chigudu. *Situation Analysis of Women's Movement in Tanzania*. 2017. 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. Ministry of Health, Community Development, Gender, Elders and Children. *National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 – 2021/22*. 2016

<sup>14</sup> Levto, R., Vlahovicova, K., Barker, G., Stiefvater, E., Lugano, D., and Mulokozi, A. D. (2018). *Momentum Toward Equality: Results from the International Men and Gender Equality Survey (IMAGES) in Tanzania*. Promundo-US, Uzazi na Malezi Bora Tanzania, and Tanzania Commission for AIDS. 2018.

<sup>15</sup> Beckwith. *The Oxford Handbook of Gender and Politics*. 2013.

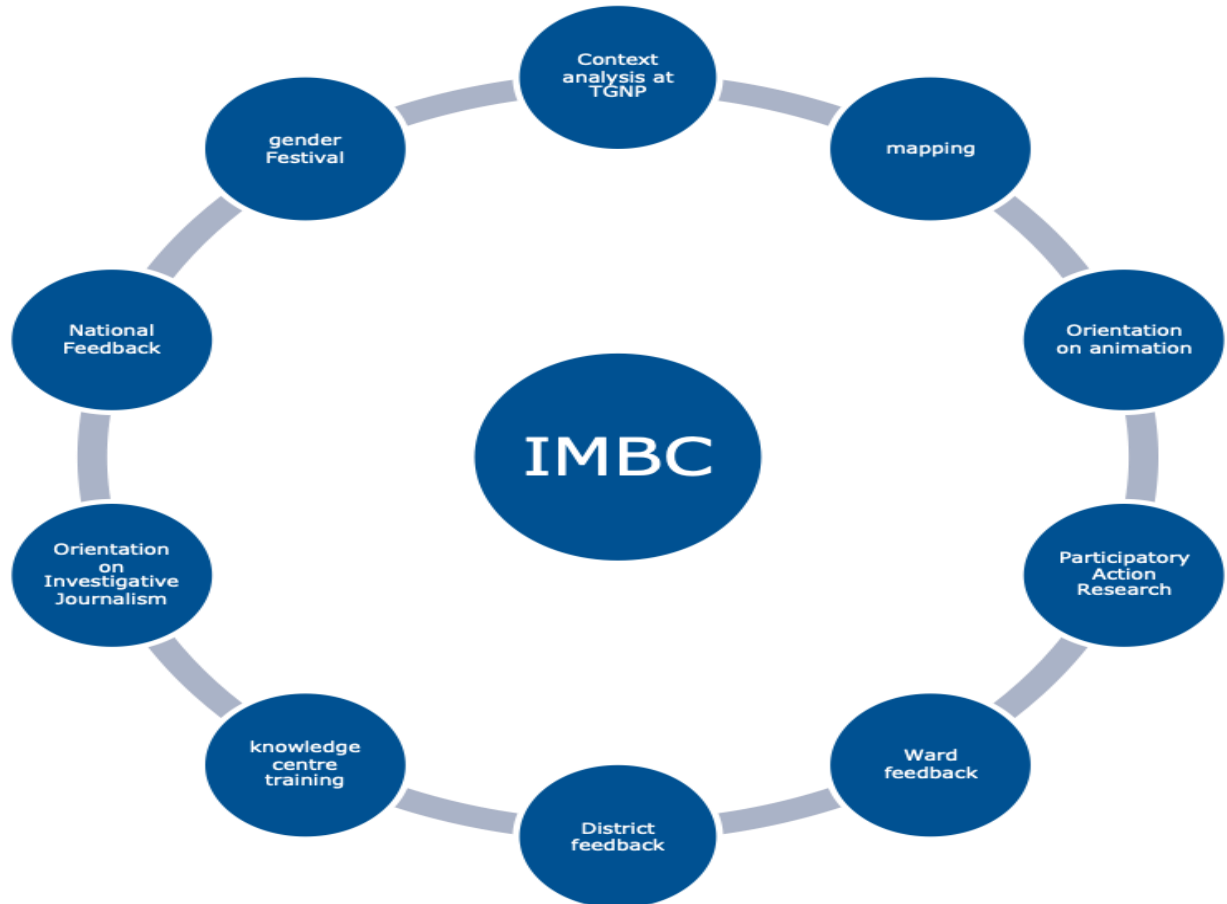
<sup>16</sup> <https://www.rutgers.international/GTA>

<sup>17</sup> Rehmatullah & Chigudu. *Situation Analysis of Women's Movement in Tanzania*. 2017.

- Action: brainstorms and decisions on how and when to take action, who to involve and where to start. Includes developing action plans and processes for addressing the challenges from practical to strategic level.

The PAR is used to tease out the answers to the questions above and is part of a more comprehensive approach, called the Intensive Movement Building Cycle (IMBC), illustrated below.

**Figure 3. Intensive Movement Building Cycle (IMBC)**



Source: TGNP. *Follow Up Study on IMBC and PAR Initiatives (2013 -2018)*. 2019

The IMBC shows how TGNP intends to use the data and action created through the work with the communities (from the PAR) to advocate for change with duty bearers at the village, ward, district and national level. In the process KCs are created and KC members trained. The data gathered through the PARs at village and ward level (needs, problems etc.) indicate to TGNP the sectors with the largest number of practical problems affecting women i.e. water, health and education. These are the sectors that TGNP focuses on in its budget analysis, advocacy efforts and research.

The IMBC follows the principles of the HRBA. It begins with the rights holders and their needs, supports the rights holders in advocating for their needs with duty bearers at village, ward, district and national level. It includes an element of TGNP's accountability towards the rights holders which, in practice is information fed back to the rights holders through the GDSS, the Gender Festival, through the contacts with TGNP and its animators.

TGNP applies a practical approach to addressing the economic, social and practical problems women encounter that hinder them from being equal in all respects to men<sup>18</sup>. The information from the PAR showing “why” women and girls are discriminated against is not disseminated, TGNP instead focuses on helping communities solve the more immediate and practical needs. This is, of course, a valid manner of working and ensures that TGNP is helping to change women and girls’ actual situation in the communities. It also ensures TGNP’s value to the communities. There is substantial amount of research produced on the situation and root causes of discrimination against women in Tanzania by other CSOs and international bodies. However, the Team’s observation is that at the community level, TGNP appears to focus on solving practical issues and less on the root causes of discrimination. The PAR and IMBC approach is an effective manner of 1) helping communities take action and 2) provide evidence to support advocacy at ward, district and national level to change women’s and girls’ situation. It is, however, not a tool to identify the root causes or how to address these. Understanding the root causes is important in order to continue to improve women and girl’s situation and achieve gender equality once immediate, practical problems have been solved.

### Conclusion

TGNP uses the PAR approach including animation and mapping techniques to identify problems and discrimination experienced by women and men in order to help communities identify actions to be taken. The needs identified by the communities through the PAR are also the areas that TGNP carries out research on and advocates for changes at the village, ward, district and national level. TGNP appears to focus on helping the communities address practical problems and to a lesser extent the root causes of patriarchy and discrimination of women and children.

### Recommendation

- TGNP should, in accordance with its transformative feminist approach, endeavor to either research the root causes, or to gather already existing evidence on the root causes of discrimination against women and girls in order to address them in the future.

#### 4.2.2 Achievement of outcomes

TGNP established three main outcomes in its *Extended Strategic Plan* (see table 5 above). The following section presents TGNP’s evidence of achievement which is complemented by the Evaluation Team’s findings to arrive at a conclusion as to the extent to which the outcomes have been achieved. The table in Annex 6 shows the detailed analysis of achievement of outcomes against targets and baseline.

TGNP’s **Outcome 1** is about increasing participation of citizens, especially marginalized women, in decision-making. The data provided by TGNP shows that at the top echelons of Tanzanian society, women are still underrepresented in decision-making positions whether in politics, as CEOs of private companies or as Executive Directors of CSOs. According to TGNP, during the 2019 Local Government elections there were few women candidates. Results at the national level showed a decrease in the number of women councillors to five percent 2019

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<sup>18</sup> TGNP. Contextual Analysis of Women’s Economic Empowerment in Tanzania: A Transformative Feminist Approach. 2016

however, in the areas where TGNP works, the number of women councillors is slightly higher than the national average, at eight percent.<sup>19</sup>

The more relevant indicators (those which TGNP has strategies and activities to address) are collective actions and women attending village meetings. TGNP's reporting against Outcome 1 indicates that those KCs that TGNP had helped create had carried out 37 activities to change the situation for the communities.<sup>20</sup> This is lower than the expected result of 40 such actions, but the evidence gathered by the Evaluation team nevertheless showed that the KCs had managed to engage and receive funding from the LGAs on 21 different improvement projects mentioned by the five KCs interviewed. These included construction in schools (of toilets, private rooms for girls etc.), introduction of solar power and improvements in health facilities, participation in the budgeting process and renovation of a road. In addition, the KCs had in nine cases raised funds from the community for improvement projects such as construction in schools, in training and sensitization on land rights and child rights to the community to name a few.

In contrast, the two groups interviewed by the Evaluation Team that were not part of a KC did have a village savings and loan group (VSL) organized but they were not in contact with the LGA, did not feel able to influence village decision-making or had not carried out any significant joint actions.

This suggests that more community actions are being carried out by KCs that TGNP has or is working with and the impact that TGNP is having at that level.

TGNP's own data<sup>21</sup> on women elected to village and ward councils and in elected positions at village level indicates that progress in this area is not as expected. The leadership in KCs is mostly female and a majority of the VEOs in the villages studied in TGNP's research were female (an appointed, not elected, position). However, the number of women elected into leadership positions remained low. The Evaluation Team interviewed members in two health committees, where the female membership was between 30 and 40 percent. The interviews with the female KC members also indicate that they are listened to more, that they even are considering running for election to village councils. One young woman in Ilala stated that, "I was despised when I became pregnant at 15. This year I was approached to run for election of Village Chairperson. Maybe next year I will run." This is in stark contrast with the groups of women not in a KC that did not feel confident to either contact or voice their opinion at village meetings for fear of not being listened to.

TGNP's **Outcome 2** aims at increasing the effort made to address the interests of women and other marginalized groups in policy and budget planning and implementation. This is where TGNP's IMBC process kicks in, taking issues identified at village level, analyzing if these have been addressed in local government and national policies e.g. free sanitary pads or increased number of medical staff in local clinics/dispensaries), and if not, advocating for changes to policies and budgeting processes.

This is done at village level, where TGNP has held trainings for the KC members on gender responsive budgeting (GRB) and how to advocate for budgetary changes, as well as training events for ministry and municipality budget staff on GRB. TGNP also regularly analyses the overall national budget and assessed the portion of the national budget dedicated to agriculture,

<sup>19</sup> TGNP. Women representation at local level.20200227

<sup>20</sup> TGNP. Collective voice and actions. 20200227

<sup>21</sup> TGNP. TGNP Mtando Annual Field Monitoring. 2018

education, health and water and recommends actions to both the government and advocacy efforts to TGNP. During the period 2016-2018 TGNP advocated for:

- Increasing budget allocation to issues important to TGNP's beneficiaries in sector budgets (health and agriculture)
- The GRB method to be mainstreamed as an approach by ministries. This was successful between 2013 and 2016 but lost traction in 2016/17.
- Growth in medical personnel in public health facilities.
- The removal of tax on sanitary pads in 2018.
- The successful introduction of a women-professional database to identify women qualified for government positions.

Increases in budget allocations from the national budget have, however, decreased but this is also an outcome goal that TGNP has little or no control over and several factors contribute to the decrease.

However, the budget analyses undertaken by TGNP and members of the KCs at ward and district level is one of the successes of the IMBC process. Through analysis and spreading of information on duty bearers' obligations and commitments, the communities both influence the budgeting process and keep an eye on the LGAs to see if promises are kept. This was reported as a success by both rights holders (e.g. KC members) as well as the duty bearers. *"They come back to us with feedback. The KCs become watchdogs. They follow us through the whole budget cycle."*<sup>22</sup>

The budget analysis at village, ward and district level provides not only for an analysis of existing commitments but also an opportunity to train duty bearers on GRB. This is to ensure that the budget allocates investment funds and recurring expenditure to projects or activities that improve women and children's situation (e.g. construction of school toilets or initiatives on menstrual hygiene). To make budgets more accessible to the beneficiaries, TGNP translates these into Kiswahili and presents these at training occasions through animations. Partners to TGNP recognized the role of TGNP in this process; *"they are the only one who are doing it seriously."*<sup>23</sup>

Although TGNP falls short of the outcome goal to have 40 success stories about LGAs addressing the concerns voiced by the communities (only 37 reported by TGNP), the evidence gathered by the Evaluation Team suggests that KC members have been able to influence LGA decision-making and budget allocation and actual spending in more than 20 cases. The KC members interviewed appear proud of their involvement and visible successes (wells reconstructed, school and health facilities improved, men contributing more in household chores etc.), however, TGNP's *Annual Field Monitoring Survey* in 2018 showed low satisfaction with the public services provided in agriculture, education, health and water.

TGNP also decided to work in the extractive industry sector in 2016. This came about as there was a substantial focus by the new government on the mining industry and TGNP felt that there were women being excluded, disadvantaged and discriminated against. TGNP conducted a pilot study and began working with small scale women miners in selected pilots. Two groups were visited by the Evaluation Team (in Morogoro and in Shinyanga), however, these

<sup>22</sup> Interview with District Planning Officer, Morogoro, Dec 2019

<sup>23</sup> Interview Morogoro Paralegal Center, Morogoro, Dec 2019

interviews suggest a lack of results of TGNP's work. The groups appear not to have been involved in the design of the activities through a PAR or IMBC process with TGNP, there have been very few meetings, and the women have not been able to organize themselves, increase their perception of influence decision making in the sector or seen any tangible results of the activities.

TGNP's **Outcome 3** refers to TGNP's organizational sustainability and growth. TGNP's aim was to become less donor dependent, which has not been achieved. The plan was to rent out the bottom floor of TGNP's building for commercial purposes, but the recent new NGO law requiring NGOs to register solely as NGOs and establishing prohibitive regulations on commercial income for NGOs made this very difficult for TGNP.

The HR-related goals appear to have been achieved, ensuring that staff have annual Key Performance Indicators (KPIs) established and that mid-year and annual performance reviews are carried out. The *Mid-term review of the Strategic Plan*<sup>24</sup> in 2016 mentioned TGNP's efforts to ensure succession planning at board and membership level. TGNP has mostly young staff and efforts are being made to ensure that the staff are mentored by the members of TGNP. However, the data provided indicates that eight persons, of the 12 stated as a goal, have been mentored.

In the most recent Sida evaluation of TGNP, recommendations were made to improve TGNP's M&E system and to reduce the reliance on consultants to carry out monitoring. This has been achieved and a complex and detailed M&E system has been established. Staff monitor and report on activities, the M&E staff carry out field monitoring and data on output indicators are collected and collated. A separate analysis of TGNP's M&E system is carried out below in section 4.3.2. Overall, the M&E systems has been substantially expanded and is being implemented, with a large amount of data being produced.

### Conclusion

The analysis of the outcomes above shows that the outcomes/indicators beyond TGNP's direct control have not been achieved (budget allocation, women in parliament etc.) but that TGNP has largely succeeded in achieving the outcomes and indicators within TGNP's control. These include encouraging and supporting collective actions by communities, LGAs taking action as a result of KCs advocating for change, and visible changes to community infrastructure important to women (health and education sectors primarily).

Outcome 3 refers to TGNP's organizational sustainability and growth, which has only partially been achieved. TGNP is more donor-dependent now than at the outset of the strategic plan period, but made achievements regarding implementation of its HR and M&E systems.

#### 4.2.3 Unplanned effects contributing to results and services

One of the more important negative changes that is affecting many CSOs in Tanzania, including TGNP, is the more restrictive political atmosphere – the “shrinking space” for CSOs to act. This is evident in, among others:

- The Tanzanian government's withdrawing the right of its citizens and NGOs to file cases in the African Court on Human and Peoples' Rights against the government (in 2019),

<sup>24</sup> TGNP. Mid term review towards realignment for programming effectiveness and institutional sustainability. 2016.



- The *Non-Governmental Organizations Act* restricting NGO definitions and adding governmental control over NGO activities<sup>25</sup> (in 2019), and
- In the *Statistics Act*<sup>26</sup> criminalizing publishing of statistics in 2018 (which was changed to not criminalize publication in 2019).

In addition, the government has, during the 2015-2019 period, introduced discriminating practices against girls and women (the expulsion of pregnant girls from school and the reintroduction of the VAT on sanitary pads among others).

These occurrences have affected TGNP negatively as it has not been able to publish its research freely, it has needed to reconsider plans for generating non-donor funding (as the new NGO law introduces prohibitive restrictions on generating funds from e.g. rental income) and, it has needed to restrict its advocacy efforts to topics that the government allows, among other activities.

At the same time TGNP has, during the period, recorded successes at the national level (see section on Outcome 2 above) including exempting VAT on sanitary pads in 2017, introducing gender responsive budgeting (GRB) methods in ministries and the budget guidelines in 2016/17 directing LGAs to include funding to complete health facilities which the communities began building.

An activity that TGNP has undertaken are the School Gender Hubs. Although important education, this is not part of TGNP's strategy or outcomes as established in the results framework; it is mentioned in one output but the aim of this work is not clearly linked with the overall outcome<sup>27</sup>. Through the School Gender Hubs TGNP educates children, primarily girls, on children's rights, child marriage, teenage pregnancies and GBV. This issue came out of the PAR process as a symptom of patriarchal practices and TGNP has addressed this by educating the children. The results of this work have been, according to the children interviewed, that the girls are treated more equally in school, that physical violence by teachers has changed or been reduced, girls attendance is better (due to pads being provided in some cases) and girl's confidence has improved. It is an important outcome, but the Evaluation Team observed that TGNP may, if it wishes to address the root causes of violence against children and especially girls, need to consider addressing the root causes<sup>28</sup> of this and not only the victims.

At the local (village, Ward and District) level, the Evaluation Team's observed that not only had the gender relationships been transformed, but that respondents at the grassroots level show a high level of understanding of gender equality and its key elements. During the interviews, both women and men used an advanced feminist vocabulary describing the patriarchal oppression and gender relations. Men who participated in focus groups in Kisiwa, Morogoro referred to becoming aware of men's privileges and control of resources. This constituted a tipping point in the intervention when they realized that they are part of the solution; "I want to be a voice to other men to raise awareness about gender equality and GBV."<sup>29</sup>

<sup>25</sup> Law from 2002 revised in 2019.

<sup>26</sup> Law from 2015 revised in 2018 and again in 2019.

<sup>27</sup> There is one output listed in the results framework: "Strengthen school gender hubs".

<sup>28</sup> See for example: Ministry of Health, Community Development, Gender, Elderly and Children/Children's Dignity Forum. *National Survey on the Drivers and Consequences of Child Marriage in Tanzania*. 2007 or CDF & FORWARD. *"I have no idea how I got pregnant". participatory Study on Teenage Pregnancy and Child Motherhood in Mtwara District, Tanzania*. 2018

<sup>29</sup> Focus group KC members, male respondent, Dec 2019

Training events for communities regarding unpaid care work and maternal health have led to men participating to a higher degree during pregnancy and delivery. Through a more equal sharing of unpaid household tasks between women and men, women have more time for income generating activities. This furthermore leads to less stereotyped gender roles which in turn could result in reduced rates of GBV. This is crucial for both further implementation of the program as well as the sustainability of the same.

TGNP's GDSS are important for sharing learning, introducing new strategies and tools, but the, possibly, most important effect is to create cohesion and a feeling of belonging to a larger movement for community women and men. Fighting for your own, other women's and children's rights may be a lonely task, where individuals or small groups of women in a village are exposed to discrimination, threats, or ridicule. Bringing like-minded people together once a week to share experience and show that "you are not alone" is extremely important for the sustainability of an individual's engagement. This is where other similar projects have failed, where individual efforts to fight battles alone often peter out and where TGNP appears to have succeeded in sustaining the engagement and through this also attracted interest from communities demanding that TGNP come and help create a KC also in their village.

Another unintended effect of the program is the role of the KCs in social cohesion. In Kisiwa, Morogoro, the KC was seen as "the bond that keeps the community together."<sup>30</sup> Respondents underlined the positive sentiment of belonging to the group and to be a bridge to duty bearers at local, regional as well as national level. This is part of the TGNP approach to stimulate a strong movement building built on feminist values.

### Conclusion

Recent changes in the political and regulatory spheres in Tanzania have meant a shrinking of the space for CSOs to operate. This has restricted TGNP's ability to publish research, advocate for change and fund its operations from income other than donor-funding. CSOs are being regulated more closely and, in some cases, threatened and punished for advocating for political change. There is a sentiment among CSOs that this is a period to survive and endure in order to be able to work harder for women's rights, if and when the political situation changes.

Unexpected outcomes of TGNP's work have been to generate a high level of understanding of gender equality, create cohesion and engagement among rights holders, build confidence among KC members (men and women alike) and social cohesion at the community level (village and ward).

#### 4.2.4 TGNP's M&E system

TGNP's results framework, as established in the *Extended Strategic Plan*, is a very ambitious and detailed document. The three outcomes are to be measured by 36 indicators. There are 10 outputs defined to be achieved through 74 activities. The achievement of the 74 activities are to be measured by 203 indicators. A closer comparison between the results framework and the *Monitoring and Evaluation Plan Matrix* shows discrepancies between the two documents; the outputs defined in the results framework do not match those in the *M&E Plan Matrix*. In addition, a specific log frame is prepared for each project with specific project targets. TGNP also has a database where all events and data relevant to events is stored.

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<sup>30</sup> Focus group discussion, Kisiwa, Dec 2019



TGNP staff has a process of annual review, when the staff meet to discuss progress and plan activities for the next year.

According to TGNP staff, staff produce monthly individual reports reporting on specific activities and progress toward results. Each department produces departmental quarterly reports and in addition, there are intervention specific reports to verify the data where staff go to the field quarterly.

An analysis of TGNP's result framework shows that, firstly, many of the expected outcome results are largely beyond the control or even direct influence of TGNP. The outcome goals of having an increased number of female MPs, increased budget allocation to the agriculture, education, health and water sectors are examples of outcomes over which TGNP has little influence. Such outcomes would be better to elevate to impact goals. By using goals that are beyond the CSO's influence risks making the goals impossible to achieve or influence with the implication that strategies to address them are made perfunctory.

Reporting on outcome goals does not correspond with the results framework as the indicators measured are different from those established in the results framework. This risks undermining the credibility of TGNP's results and if different indicators are used compared to the baseline indicators, the measurement exercise becomes redundant to help TGNP assess its results.

The output monitoring is a manner of ensuring that activities are carried out e.g. number of research reports prepared. The output monitoring is very detailed, and significant effort is obviously invested in monitoring and reporting. The output data reported does, however, not contribute to an analysis of whether or not the outcomes have been achieved. One example is the outcome goal of "proportion of women attending village general meetings". The output data for 2017 provides the figure 42 percent, but the more interesting data to show would be the relative increase/decrease in women attending village meetings over the period in order to gauge TGNP's impact.

TGNP's M&E system allows for an understanding of what has been done during one year, but does not show if change has been achieved or indeed the nature of the change. TGNP's M&E system would benefit from being better streamlined (ensuring consistency in definition of outputs and indicators), simplified (ensuring that fewer outputs and indicators are established) and more effective (ensuring that data is gathered to assess the relative change over time). The last point is possibly the most important, as TGNP needs to consider what to do differently if the expected change is not occurring. An example is the reported lack of progress in the number of women in village leadership positions. What strategies can TGNP apply to make this happen during the next strategic period?

### **Conclusion**

TGNP's result framework and M&E system appears to be too complicated and overly elaborate with more than 200 indicators to be used to measure progress against both outcomes and outputs. The outcome indicators are, furthermore, very high-level with changes expected at the political level expected as a result of TGNP's work. Such indicators/targets are better to elevate to impact level in order for TGNP to focus on activities that it can influence and that contribute to the impact goals.

The monitoring of outcomes is not consistent with the established results framework or useful to TGNP to direct its work. The monitoring data gathered does not allow for a comparison against the baseline, nor is some of the monitoring data relevant to gain an understanding of the change in behavior.

### **Recommendations**

- TGNP's outcome indicators are very high-level and should be elevated to impact level indicators allowing TGNP to focus on outcome indicators that it can influence and that contribute to the impact goals.
- TGNP's M&E system would benefit from being better streamlined (ensuring consistency in definition of outputs and indicators), simplified (ensuring that fewer outputs and indicators are established) and more effective (ensuring that data is gathered to assess the relative change over time). The last point is possibly the most important, as TGNP needs to consider what to do differently if the expected change is not occurring.

#### 4.2.5 Lessons learnt and adaptation of programs to changing external conditions

TGNP's strength lies in its closeness to the community and ability to translate the community's needs when working with decision-makers at the national level. TGNP acts as a facilitator of the KCs and through the PAR process can also pick up on problems at the hamlets, village and ward level that can be elevated and advocated for at district and national level. As the issues of water, health, education and agriculture are those that surface in every new community that TGNP enters, these are also the problems that TGNP aims to change from the top. However, new topics surface e.g. women's lack of access to credit, or girls school attendance rates because of a lack of access to sanitary pads, and as a result, TGNP carries out research based on these initial needs expressed in order to be able to advocate for change at the national level based on research.

The issue of shrinking space for CSOs in Tanzania is being felt by all CSOs consulted. TGNP has had to adapt its manner of working to the political situation. This has meant focusing on advocacy messages that the political decision-makers wish to take on (e.g. "bucket off women's head" campaign and the elimination of VAT on sanitary pads) **but less on challenging the President's statement to not allow pregnant or child mothers back into school.** The difficult political situation has meant that TGNP has needed to develop other strategies i.e. with the networks of CSOs and TGNP has instead worked to address violence against children and teen pregnancies. TGNP's advocacy work is highly influenced by the information gathered from the work with communities, which is emphasized in discussions with the government, especially when discussing challenging issues. Some advocacy messages remain the same (since the legal or political impediment to change remains) and some messages are introduced when the need is identified through the work with the community. From external stakeholders interviewed, TGNP is not viewed as an activist organization but one that works on a more technical level, training ministry staff in GRB, publishing budget analysis, training MPs etc. and achieving change in that manner. By involving duty bearers at all levels, e.g. MPs, ministries and district counsellors, TGNP ensures that its work is in line with national priorities and policy frameworks, and not driven by external interests. MPs in Dodoma confirmed this close collaboration and alignment with national policies by stating that "TGNP does not work in isolation from the government".<sup>31</sup> As such, TGNP operates independently as a non-governmental actor, but recognizes the need to involve the government to ensure sustainable results and local ownership.

Another important change due to the political environment is the need to work more with and through networks/coalitions of CSOs. TGNP is coordinating a number of networks and is a

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<sup>31</sup> Interview MP Catherine Ruge, Dodoma, Jan 2020

member of other networks. Working through networks means that the network, through its number of CSOs and the constituents they represent, are heard as they represent a large number of citizens. It is also more difficult for the government to target one CSO or the ED of one CSO voicing an “uncomfortable” opinion and subject them to additional scrutiny or punitive action. TGNP is seen as an active convener of networks. Its strength in the CSO network is its connection to both the communities and the decision-makers at top political level. TGNP is not perceived as a “on the barricades” activist organization by fellow CSOs, but having good contacts with top politicians through its constructive research-based, low-key advocacy work. This has meant that TGNP can approach and work with MPs and ministries to propose changes to laws, policies and through its training programs for ministry staff.

TGNP is, by some external stakeholders interviewed, perceived to be a somewhat elitist feminist organization, with protagonists mainly being women from Dar es Salaam with higher education degrees. Other external stakeholders view TGNP as very close to grassroots women. The Evaluation Team has observed how TGNP works closely with rural women from the communities (villages), and have, at times, brought the women they work with from the rural communities to the decision-makers to advocate for change. This is also a tactic used by other feminist organization in Africa in order to enhance the feminist movements’ saying that “the personal is political”. By bringing the women TGNP works with at the grassroots level together and to the decision-makers, TGNP is able to show that the changes it advocates for at the national level, are based on the needs of the grassroots women it cooperates with it

Examples of TGNP’s ability to adapt based on the communities’ needs are not only the PAR processes and the GDSS but the Gender Festivals where different stakeholders come together to learn, connect and analyze, but more importantly, to strategize and organize collective action. This is one of the most important spaces for movement building in Tanzania, according to a recent evaluation<sup>32</sup>, and one that helps TGNP and its fellow CSOs to strategize and prepare efforts to change together.

In addition, TGNP carries out research on its own activities for example the results of the PAR and IMBC process with recommendations to TGNP staff, the KCs and to LGAs on changes in order to improve results.

### **Conclusion**

TGNP has shown an ability to change its manner of working and learning from both research on its own operations, from experiences of other and from other organizations. It has:

- Operated even more through coalitions and networks in its advocacy work
- Used the “personal is political” saying and brought women from the grassroots to advocate for change at the national level
- Used the PAR, GDSS and most importantly the Gender Festival, to strategize and organize collective action on relevant issues,
- Carried out research of the effects of its own work in KCs in order to improve the impact.

#### **4.2.6 Using the Human Rights-based Approach**

A human rights-based approach (HRBA) is about empowering people to know and claim their rights and the ability and accountability of individuals and institutions who are responsible for respecting, protecting and fulfilling these rights.

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<sup>32</sup> Rehmatullah & Chigudu. Situation Analysis of Women’s Movement in Tanzania. 2017.

TGNP's IMBC process is clearly in line with the HRBA as it helps the communities to identify their rights and needs (through the PAR), claim them, by creating KCs and working with the LGAs to change the problematic areas. The process whereby the LGAs are involved in the process to identify community needs, and work with the KCs to modify budgets, invest in projects important to the communities also shows that the LGAs are accountable to them. This is also replicated at the national level, where TGNP advocates for change among decision-makers and helps change budgeting processes and policies.

Respondents, both women and men as well as boys and girls, all felt that the process had been inclusive and that this bottom-up approach is key for a successful addressing of challenges women and girls face. The process had created a sense of ownership by beneficiaries, not only in the development of the program but also in its implementation. TGNP's is merely the catalyst, to assist the beneficiaries in identification and findings concrete solutions. This is done through capacity building activities, such as workshops and trainings.

This inclusive and participatory process includes both duty bearers, for example LGAs, as well as the rights holders themselves.

TGNP underlines that there is a clear HRBA in the program. "When the community members are empowered, they can demand for their rights. In relation to ownership of rights holders, we make them aware of their rights (e.g. land rights, protection against violence, child rights) and their responsibilities to hold decision makers (duty bearers) responsible".<sup>33</sup> To ensure that the beneficiaries are aware of their rights, TGNP produces popular versions of laws and regulations, to make these more accessible and comprehensible for people in the communities, of which a proportion are illiterate or do not have the habit of reading and analysing professional, legal texts. TGNP furthermore develops cartoons to make the public aware of their rights. These documents are sent to the KCs that distribute these further to village councils, schools, offices, etc.

TGNP's accountability to the communities can be seen in the events organized (GDSS and the Gender Festivals being those most mentioned by all stakeholders). Here TGNP presents its research, encourages sharing and discussion of findings and also strategizing on ways forward to further improve women and girls' situation.

### **Conclusion**

It is perceived that TGNP has developed its work based on a solid HRBA where community members and LGAs are actively participating in all phases of the program management cycle.

## **4.3 IMPACT**

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

- How many people (beneficiaries, partners, stakeholders) have been affected? Have there been or 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?
- What are the main results achieved through TGNP's role as the convener of Gender Festivals?

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<sup>33</sup> Interview TGNP, Dec 2019

- What are the main results achieved through TGNP's role as the initiator of Knowledge Centers?
- Did the implementation of the strategic plan take timely measures for mitigating the unplanned negative impacts? What was the result?
- What is the overall impact of the project and or program in terms of direct or indirect, negative and positive results?

TGNP's impact in terms of **number of individuals reached** at the community level are listed below:

**Table 6. TGNP Direct Beneficiaries 2018**

Forum	Participants		
	Female	Male	Total
KCs	24 500	10 500	35 000
GDSS	2 019	1 186	3 205
Gender Festival at local level	602	258	860
Women Leadership Summit	245	105	350
Public budget dialogue	91	39	130
International Women's Day	128	75	203
Community parliaments in the program wards	245	105	350
16 days of activism	127	57	184
School gender hubs	69	36	105
Young feminist forum	105	45	150
Intergenerational talks	250	115	365
<b>Total</b>	<b>28 381</b>	<b>12 521</b>	<b>40 902</b>

Source: TGNP. *TGNP Annual report 2018*. 2019

In 2018, for which data is available, TGNP had reached more than 40,000 persons through its activities (although there may be several of the KC members attending the GDSS and other activities effectively meaning some double counting). Of the 5,902 participants who were identified in a sex disaggregated manner, 66 percent were women.

In 2019 the bi-annual national Gender Festival was held which attracted some 2,455 participants, of which 78 percent were female and 20 percent were under the age of 25.

The indirect impact of TGNP's efforts i.e. those affected in-directly by TGNP's advocacy efforts, by national and district budgets becoming more gender balanced etc. is not possible to assess but is likely to be significant.

The key positive impacts of TGNP's work, as observed by the Evaluation Team are:

TGNP has contributed to **increasing women's participation in decision-making at local (hamlets, village, ward) level** and strengthening their capacities to become electable. This is obvious in KCs where a majority of both members and leaders are women. It was also interesting to note that district and ward officials interviewed found that villages and wards with KCs are better run and easier to work with. TGNP's data shows that there are slightly more women voted into village or ward elected positions in the areas TGNP works with than the national average.

TGNP has contributed to **visible and practical improvement to women's and children's life** at, primarily, community level (village and ward). The Evaluation Team's interviews, and the data provided by TGNP, shows that TGNP has, through its IMBC, helped to pave the way for investments that improve women's and girls' lives. KCs have raised their own funds and



lobbied LGAs with concrete results in the form of new toilets in schools, increased number of health staff in dispensaries and new wells being built. These are important changes that are visible and quickly improve the life situations for village women and girls.

TGNP has been a **movement builder**, both at the grassroot and national level. At grassroot level through the KCs, GDSS and Gender Festivals at local level, and at national level through the bi-annual Gender Festival. Feminism is currently being heavily confronted in Tanzania by political decision-makers and there is therefore a need to continue convening stakeholders around the issue of fighting for the rights of women and girls. The Gender Festivals are seen by most of the stakeholders interviewed (donors, CSOs, community members) as important spaces for strategizing. Several CSO partners see the Gender Festivals as important for mobilizing resources and human capital to address important aspects of gender inequalities in Tanzanian society. These, furthermore constitute occasions to create alliances and partnerships on gender issues. TGNP has also ensured participation of MPs and councilors at the Gender Festivals to bring both rights holders and duty bearers to the event.

Strengthening of **capacity for understanding gender among duty bearers**. Governmental actors have gone from understanding gender as a pure women's issue to the broader definition of equality between sexes. "Gender equality is not about 50-50".<sup>34</sup> Duty bearers interviewed now recognize the need to use sex disaggregated data in order to identify the different needs of the sexes as well as to follow up the allocation of funds for gendered activities in the budget. Several MPs, ministry and municipal staff underlined that the capacity building sessions provided by TGNP have led to an increased awareness of gender equality amongst both governmental staff as well as those in decision making positions (e.g. on Menstrual Hygiene Management - MHM, women's leadership, disabilities, economic empowerment).<sup>35</sup> Furthermore, the training of MPs has a spin-off effect in that when the MPs go back to their constituencies they work within the LGA and can inform their colleagues and spread the word further. They hence act as bridges between national and local government authorities with regards to gender equality. For the duty bearers, TGNP has the role of expert by providing them with data and statistics to back arguments during discussions. This has led to better justification of claims for gender equality activities in the parliament.

The work in the KCs has brought about **social cohesion** in the groups. Respondents underlined the positive sentiment of belonging to the KC and to be a bridge to duty bearers at local government, regional as well as national level. This has also brought about a large number of investments where the KC fundraised from the community to improve infrastructure in the village. This is important from a sustainability aspect as the KCs have not received funding or loans from TGNP, nor is external funding of KCs a practice that is sustainable in the long run. There are also many examples mentioned by interviewed LGAs and KCs where the LGAs have prioritized funding to projects where the community has collected its own funds or even begun construction.

Another important aspect is the **increase of men that are engaged in gender equality**. It is difficult to know if this can be attributed directly to the TGNP intervention or a consequence of

<sup>34</sup> Interview Ministry of Finance, Dec 2019

<sup>35</sup> Interview MPs Dodoma, Jan 2020

other actions, but this was underlined as a contributing factor by the male respondents from the two ministries interviewed.<sup>36</sup>

The areas where TGNP has been weaker in terms of impact are the following:

The number of **women elected to decision-making positions has not increased** significantly. The national parliamentary elections are to be held 2020 so there has not been any change at that level during the 2016-2019 period. The results of the local elections in 2019 have not been obtained by the Evaluation Team, but TGNP indicated that there was a setback in this regard, although official election data showed that more women than men registered to vote<sup>37</sup>. TGNP's own research shows little increase in the number of women elected to village or ward leadership at the national level, but that more women councilors were elected during the general election 2015 in the areas where TGNP works.

TGNP **monitors the national budget** as well as the nation's sector budgets for water, education, health and agriculture as well as district budgets. The sector budgets' share of the national budget appears to have decreased in recent years. TGNP helped train ministry budget staff on GRB which improved funding for gendered activities between 2013 and 2016 but GRB has since then lost focus in the government planning and budgeting.

### Conclusion

The impact of TGNP's work is most obvious at the community level. The main achievements are both visible, in terms of construction projects implemented, and in terms of changes in behavior among KC members and the community. These have, however, not yet been translated into substantial increases in women's formal (elected) decision-making power either at grassroots, district or national level.

TGNP has had an important impact on improving gender capacity of duty bearers and social cohesion at the village level, and is an important movement builder at the village level and also among CSOs and other stakeholders through the Gender Festivals.

## 4.4 SUSTAINABILITY

In the following sub-chapter, the Evaluation Team presents its findings, with supporting evidence, to answer and draw conclusions regarding 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 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?
- Is it likely that the benefits (outcomes) of the project are sustainable?

TGNP's main leverage on the political decision-makers is its reliance on current and real-time information on what is important to the communities. It leverages the information from its PAR and IMBC processes to advocate for change at the national and district levels. That this information is current, real-time is vital for its ability to influence decision-makers and the

<sup>36</sup> Interviews with Ministry of Finance and POLRAG, Dec 2019 and Jan 2020

<sup>37</sup> Tanzania Daily News. Nov 26, 2019.

formation of KCs and continued support to them through the GDSS and Gender Festivals is key to the sustainability of TGNP's advocacy results.

#### 4.4.1 Self-supporting KCs

The local ownership of the KCs is strong and implementation fully independent from TGNP. TGNP functions as a catalyst to provide tools and capacities for the communities to change from within. This is a strong mechanism to ensure sustainability of results and a continuation of activities when the program ends. Seeing visible effects of neighboring communities' work through KCs, more communities come to TGNP to ask them to create a KC also in their community. However, some respondents underlined the risk of the KCs becoming passive when TGNP is not around and that it was difficult to keep the spirit up when they are left alone. Increasing the geographical reach is one request of stakeholders (CSOs, LGAs and communities) to TGNP. According to TGNP, training-of-trainer events have occurred resulting in KCs establishing new KCs in new wards. This replication model is important for the sustainability of the KC model and should become part of as many IMBC processes as possible, thereby snowballing the KC movement to new areas. The GDSS are an important element of the KCs and KC members' continued engagement. TGNP could consider organizing monthly GDSS in other geographical areas to support the sustained engagement of KC members.

#### 4.4.2 Sustained image and results

Respondents interviewed see TGNP as the leading CSO in Tanzania on gender equality. The recent study of the women's movement in Tanzania<sup>38</sup> saw TGNP as one of the leading feminist organizations in Tanzania. TGNP has a very positive reputation and high credibility among both external stakeholders, duty bearers and rights holders which contributes to the likelihood of a continued impact of activities undertaken by the organization. It is adjusting to the changing conditions in Tanzania, such as the *NGO Act* and *Statistics Act*, which have restricted the work of CSO as well as increased government oversight and control.

Some of the results of the work on transforming gender relations, primarily between women and men in the communities, have a good chance of continuing even if funding was to be cut. It does however require a continued dialogue in the communities on gender roles, GBV and gender relations between sexes. Some of the respondents underlined the need to involve more girls in the intervention (and not only through the gender clubs and MHM-projects) to become future leaders.<sup>39</sup>

If the results are to be sustainable, there is a need for renewed IMBC processes in some of the communities that started early, for example in Kisaki in Morogoro. Since the animation process and the identification of priorities took place in 2013 the environment has changed leading to new priorities and new challenges. There has also been a rotation of governmental staff which has led to some staff not being sufficiently informed.

#### 4.4.3 Risks to the sustainability of TGNP

There are a few challenges to the sustainability of the KCs and the positive results at community level.

<sup>38</sup> Rehmatullah & Chigudu. Situation Analysis of Women's Movement in Tanzania. 2017.

<sup>39</sup> Interview MP, Dodoma, Jan 2020



- **The risk of spreading too thin.** TGNP helps communities to address a wide range of problems, from water supply to GBV. Some problems are clearly interlinked i.e. school attendance of girls and distance to the well with possible synergy effects and others that are more difficult to link to other ongoing activities. TGNP explains this as a side effect of the chosen participatory approach, i.e. TGNP helps the communities address the problems they perceive as important. Some respondents verified this, but expressed positive attitudes towards this. The District Officer in Morogoro for example, said that TGNP's involvement in many sectors is a positive factor. However, there are also indications that TGNP may be attempting to solve too many of the communities' problems thereby spreading itself too thin. Examples of this appear to be TGNP's involvement with women miners and the School Gender Hub training where other approaches than TGNP's PAR and IMBC methods have been used with mixed results. These interventions risk becoming too shallow and/or do not achieve the intended goal.
- **The risk of creating a sense of "us" and "them".** TGNP's IMBC is built on a participatory approach with a wide range of stakeholders. It was, however, pointed out by some respondents (and in research conducted by TGNP) that the KCs risk becoming more knowledgeable than officers of LGAs and elected decision makers. In Morogoro, for example, respondents mentioned that KC members are "ahead of their leaders" and that they are perceived as "opposition".<sup>40</sup> This risks creating a situation where local leaders "think that they are being overthrown."<sup>41</sup> The Evaluation Team concludes that it is absolutely necessary to ensure that local leaders, whether traditional leaders, religious leaders or governmental representatives are well informed and trained to the same degree as beneficiaries at grassroot level.
- **Creating sustainable relationships.** TGNP's research also showed that there is a need to create regular structures for communication between KCs and LGAs that are not dependent on personal relationships. The KCs need to be able to access LGA staff irrespective of; a) if TGNP's staff or consultants participate and b) if the KC members know the LGA staff. This is important in order to sustain the continued relationship between KC and the LGA.
- **The environmental risk of income generating activities initiated/supported by TGNP.** Although this evaluation did not intend to evaluate the environmental aspects of TGNP's work, there appears to be an absence of analysis of the environmental aspects of some of TGNP-supported activities. Women are primarily employed/active within the agricultural sector, which is dependent on sound environmental policy and low ecological footprint. Examples to look into for TGNP include solving irrigation problems for small scale women farmers and the production and selling of soil brick as an income generating activity. It would appear that TGNP has not assessed the environmental impact of its work in relation to environmental sustainability.
- **TGNP is perceived differently by its stakeholders.** TGNP's work spans the entire spectrum of the population, from the marginalized rural women up to the highest national decision-making forum. Some perceive TGNP as an elitist, top-down organization, others as a grassroot and movement building organization, but none of the external stakeholders

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<sup>40</sup> Interview Morogoro, Dec 2019

<sup>41</sup> Ibid

interviewed had the same image of what TGNP's strengths or focus areas are. These disparate views could be an indication that TGNP needs to carefully consider who its target group/beneficiaries are and what its value added is in order to continue to be relevant.

### **Conclusion**

TGNP's main leverage on the political decision-makers is its reliance on current and real-time information on what is important to the communities. It leverages the information from its PAR and IMBC processes to advocate for change at the national and district levels. This is what makes TGNP sustainable and important as an advocate for changes that improve women's and girl's situations.

TGNP is applying a sustainable method by creating self-sustainable KCs able to advocate and change the situation in villages in Tanzania. However, there are challenges with regard to TGNP deviating from its tried and tested methodology and spreading itself too thin, as perceived by external stakeholders and in creating regular communication channels between KCs and LGAs.

### **Recommendations**

- TGNP is recommended to ensure that its training of established KCs to help create new KCs becomes a part of its IMBC process. This strengthens the sustainability of the IMBC model and snowballs the KC movement to new geographical areas.
- TGNP should investigate the possibility of organizing monthly GDSS in other geographical areas in order to support the sustained engagement of KC members.
- TGNP needs to carefully consider the 1) aim and 2) methodology to apply when working with target groups that are not TGNP's traditional target groups. It is important that TGNP stays true to its intention to address the root causes of patriarchy in accordance with its transformative feminist approach.
- TGNP should endeavor to help KCs create regular structures for communication between KCs and LGAs that are not dependent on personal relationships or on TGNP.
- TGNP needs to assess the environmental impact of income-generating activities at village level that it encourages and/or supports.
- TGNP should review its communication with donors in order to ensure that its uniqueness and focus is understood.

## **4.5 COST-EFFICIENCY**

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

<b>Section</b>	<b>Evaluation question answered</b>
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- |       |  |
|-------|--|
| 4.5.1 | To what extent can the costs of the program activities be justified by its results?  |
| 4.5.2 | What strategies did the program use to become more efficient over the course of its existence? Were the organizations resources managed in a transparent and accountable manner? How flexible was the program in adapting to changing needs? |

### **4.5.1 Justification of expenses**

As discussed in chapters above, TGNP has succeeded in creating self-sustainable KCs and through this process, gathering current and real data to advocate for political change. The KCs are strong and many work independently. TGNP has not supported the KCs financially i.e. paid for attendance at meetings, built meeting rooms and has, only occasionally, funded travel for KC members to attend meetings. The KCs have, instead, fundraised from their own

communities and advocated with the LGAs to make the change. Seeing visible effects of neighboring communities' work through KCs, more communities come to TGNP to ask them to create a KC also in their community. This means that the TGNP's investment in creating the KCs has generated additional investments by community members in infrastructure and activities important to them. Local and district budget funds have also been allocated to projects that are important to KCs. Although there is no data available on the amount of additional funding generated, the testimonies of community members and LGA officials show that TGNP's work at community level has led to this which is a very good return on TGNP's investment in the KCs.

TGNP has also supported KCs in income generating activities (small scale farming, addressing irrigation problems and researching women's access to credit) that have, according to interviews with duty bearers by the Evaluation Team, led to improved income for the KC and for individual KC members.

#### 4.5.2 TGNP's resource management

TGNP's finance department consists of three persons in charge of developing budgets with the program teams, monitoring budgets, accounting and recording transactions, reporting to donors and procurement. TGNP manages a large number of consultants and the terms of their contracts are negotiated once per year with TGNP establishing the terms.

TGNP works substantially through consultants when carrying out the IMBC and PAR process and in supporting the KCs. This may be cost effective as consultancy contracts are negotiated in competition. It is important that TGNP retains the IMBC and PAR knowledge and experience, however, as it is key to TGNP's value added and the basis for TGNP's ability to advocate for change with political decision-makers.

Contracts with suppliers are entered into long-term in order to be able to reduce the per unit price.

TGNP commissions annual audits every year and is also audited separately by several of its donors. In 2018 Norad carried out a simplified organizational assessment that found TGNP's financial, procurement and HR systems in order as well as its travel policy. A recent UNFPA project audit found minor issues in the reporting of expenses on a project but with insignificant amounts. It would appear that TGNP has a good financial management system allowing for the proper use and transparent reporting of resources.

TGNP is currently more dependent on donor funding than at the outset of the strategy period (currently 99 percent of funding is from donors). It has a diversified donor portfolio, which is good, but donors have been changing to the restricted, project-funding modality as opposed to basket or core funding. This means less funding for institutional growth and that donor reporting becomes more arduous and detailed. TGNP negotiates with each donor in each contract for funding of TGNP overheads, but overall, such funds are diminishing. The implication is that TGNP either must scale down or find other sources to fund costs that are not directly project-related.

The recent changes in the NGO Law has been a setback in terms of finding new commercial sources of income. The plan at the beginning of the strategy period was to increase private donations and to rent out part of TGNP's large premises on a commercial basis. However, according to TGNP, the changes to the *NGO Law* has made this difficult (in terms of type of income an NGO may generate and that the government must approve all contracts an NGO enters into). TGNP is considering alternative options to renting out the premises in order to generate non-donor funds.

### **Conclusion**

TGNP's investment in creating the KCs has generated additional investments by community members in infrastructure and activities important to them. Although there is no data available on the amount of additional funding generated, the testimonies of community members and LGA officials show that TGNP's work at community level has led to this which is a very good return on TGNP's investment in the KCs.

External audits and review of TGNP's financial and procurement systems indicate that TGNP has a good financial management system allowing for the proper use and transparent reporting of resources.

TGNP is highly dependent on donor funding and the recent changes to the *NGO Law* has meant the TGNP needs to develop a new fundraising strategy.

## 5 Conclusions

The following section presents the Evaluation Team's conclusions as to relevance, effectiveness, Impact, sustainability and cost-efficiency.

### 5.1 RELEVANCE

TGNP's work is clearly relevant to the grassroots beneficiaries it works with. The rural and urban communities TGNP works with clearly feel that they had been part of identifying their own needs and had also been able to advocate for solutions to these needs with the LGAs. TGNP's focus areas for its research and advocacy work at district and national level are also evidently in line with the needs identified by the communities. TGNP's work is also relevant at the national level and in accordance with relevant national plans and strategies. TGNP's work is in line with Sweden's development cooperation strategy for Tanzania, and the Swedish government's overall foreign policy.

### 5.2 EFFECTIVENESS

TGNP has succeeded in achieving the outcomes and indicators within TGNP's control. These include encouraging and supporting collective actions by communities, LGAs taking action as a result of KCs advocating for change, and visible changes to community infrastructure important to women (health and education sectors primarily).

Unexpected outcomes of TGNP's work have been to generate a high level of understanding of gender equality, create cohesion and engagement among rights holders, build confidence among KC members (men and women alike) and social cohesion at the community level. Recent changes in the political and regulatory spheres in Tanzania have meant a shrinking space for CSOs to operate. This has restricted TGNP's ability to publish research, advocate for change and fund its operations from income other than donor-funding.

TGNP's tried and tested PAR and IMBC processes have resulted in many and important positive results at the local, district and national level. However, in the areas where TGNP is deviating from this methodology the root causes do not seem to be addressed and the results appear to be less evident.

TGNP's result framework and M&E system is too complicated. The monitoring of outcomes is not consistent with the established results framework or useful to TGNP to direct its work. The monitoring appears to be focused on ensuring that activities are completed instead of helping TGNP understand what is working well, and more importantly, what is not. The latter is important in order for TGNP to be able to develop new strategies to achieve its goals.

### 5.3 SUSTAINABILITY

TGNP has shown an ability to change its manner of working and learning from both research on its own operations, from experiences of others and from other organizations. It has:

- Operated even more through coalitions and networks in its advocacy work,
- Used the “personal is political” saying and brought women from the grassroots to advocate for change at the national level,
- Use the PAR, GDSS and, most importantly the Gender Festival, to strategize and organize collective action on relevant events,
- Carried out research of the effects of its own work in KCs in order to improve the impact, and
- Developed its work based on a solid HRBA involving the rights holders and duty bearer (LGAs) actively in all phases of the program management cycle.

### 5.4 IMPACT

The impact of TGNP’s work is most obvious at the community level. The main achievements are visible in terms of construction projects implemented, and in changes in behavior among KC members and the community. Evidence gathered show that TGNP’s work at community level has led to investments by the communities themselves indicating a high level of cost-efficiency and return on TGNP’s investment in the KCs.

TGNP is an important movement builder at the village level and also among CSOs and other stakeholders through the Gender Festivals.

TGNP’s main leverage on the political decision-makers is its reliance on current and real-time information on what is important to the communities. This is what makes TGNP sustainable and important as an advocate for changes that improve women’s and girl’s situations.

However, there are challenges with regard to TGNP deviating from its tried and tested methodology and spreading itself too thin, in how it is perceived by external stakeholders and in creating regular communication channels between KCs and LGAs.

## 6 Recommendations

Sida is recommended to continue to support TGNP, both in light of its achievements during the period 2016 to 2018, and with respect to its current ability to make a difference for its rights holders and ability to advocate for change.

Recommendations to TGNP are collected below:

TGNP needs to carefully consider the 1) aim and 2) methodology to apply when working with target groups that are not TGNP's traditional target groups. It is important that TGNP stays true to its intention to address the root causes of patriarchy in accordance with its transformative feminist approach.

TGNP should, in accordance with its transformative feminist approach, endeavor to either research the root causes, or to gather already existing evidence on the root causes of discrimination against women and girls in order to address them in the future.

TGNP's outcome indicators are very high-level and should be elevated to impact level indicators allowing TGNP to focus on outcome indicators that it can influence and that contribute to the impact goals.

TGNP's M&E system would benefit from being better streamlined (ensuring consistency in definition of outputs and indicators), simplified (ensuring that fewer outputs and indicators are established) and more effective (ensuring that data is gathered to assess the relative change over time). The last point is possibly the most important, as TGNP needs to consider what to do differently if the expected change is not occurring.

TGNP is recommended to ensure that its training of established KCs to help create new KCs becomes a part of its IMBC process. This strengthens the sustainability of the IMBC model and snowballs the KC movement to new geographical areas.

TGNP should investigate the possibility of organizing monthly GDSS in other geographical areas in order to support the sustained engagement of KC members.

TGNP should endeavor to help KCs create regular structures for communication between KCs and LGAs that are not dependent on personal relationships or on TGNP.

TGNP needs to assess the environmental impact of income-generating activities at village level that it encourages and/or supports.

TGNP should review its communication with donors in order to ensure that its uniqueness and focus is understood.



# Annex 1 – Terms of Reference

## **EMBASSY OF SWEDEN IN DAR ES SALAAM, TANZANIA**

Terms of Reference for the Evaluation of TGNP Mtandao (Formerly Tanzania Gender Networking Programme) Extended Strategic Plan 2016 – 2019 in Tanzania

Date: 13<sup>th</sup> September 2019

### 1. Introduction

TGNP Mtandao formerly the Tanzania Gender Networking Programme was formed in 1993 on the basis of networking and solidarity linking struggles over patriarchy and neoliberal economic reforms. TGNP emerged through a collective process of critical reflection by leaders of key women's and gender organizations about the situation of women who are the most exploited and oppressed people within the exploited labouring classes. This process led to the struggle against patriarchy and neo-liberalism. TGNP's Ideology and philosophy is built on Transformative feminism, which is a struggle that aims to eliminate all forms of discrimination against women and other marginalized groups, whether due to class, sex, gender, age, ethnicity, disability, geographical and nationality locations; and urban and rural differences.

TGNP Mtandao works both at grassroots, national level and beyond. At the grassroots, TGNP Mtandao facilitates strengthening of the transformative feminist movement through collective organizing and actions in demanding for government accountability in improving provision of social services and livelihoods. At the national level and beyond, TGNP Mtandao works with likeminded coalitions, networks and organizations on policy engagement to influence gender responsive policies, budgets and programs. TGNP's uniqueness in addressing women's rights, gender equity and social justice, rests on its ability to link macro and micro factors with structural dynamics of inequality in the society. TGNP Mtandao has made progress in reaching communities, professionals, and policy makers as well as other stakeholders working in the TGNP target areas.

TGNP Mtandao defines its vision as to seeing a transformed Tanzanian society built on principles of gender equality, equity women empowerment and social justice. Furthermore, TGNPs Mission statement states that TGNP Mtandao seeks to: "Building a vibrant transformative feminist movement that contributes to the struggles against patriarchy and neo liberalism for social and gender equality and women empowerment in Tanzania and beyond". TGNP Mtandao since its inception has been operating in a rapidly changing environment and through learning and reflecting, the organization was able to develop and implement six Strategic planning frameworks i.e. (1994-1997), (1998-2000), (2001-2003), (2003-2007) (2008-2012) and 2013-2017 which was extended to 2016-2019.



In 2016, TGNP Mtandao was proposed to be a strategic partner to the Embassy in the area of Democracy, Human Rights and Gender Equality. The Embassy of Sweden made a decision to provide core support to the TGNP Mtandao Extended Strategic Plan 2016 – 2019 with MSEK 24. The Swedish contribution is approximately 46.23% of the total Strategic Plan budget.

The Embassy had previously funded the TGNP Strategic Plan 2008 – 2013. Sweden committed to support the TGNP Extended Strategic Plan, through basket funding arrangements with other development partners, who are also supporting the Strategic Plan; who include i.e. UNFPA, UN Women, Foundation for Civil Society, Canadian High Commission and Wellspring Advisors. The Swedish support was expected to be long term, result based and could stretch for multiple years as well as allow for flexibility and allow TGNP Mtandao to respond rapidly to unexpected developments and changing demands in the respective organisational programmatic areas.

The aim of this exercise is to conduct an evaluation of the TGNP Mtandao Extended Strategic Plan 2016 – 2019. The evaluation will 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 programme period. The evaluation will examine the results achieved and areas for improvement. The evaluation findings will contribute towards results based management, and enhance documentation of results accomplished and reveal challenges encountered towards the creation of a more conducive environment for addressing gender equality, women empowerment and social justice in Tanzania.

The TGNP Extended Strategic Plan goal 2016-2019 focuses on strengthening Transformative Feminist Movement to contribute to increased gender responsiveness of policy formulation and implementation in the areas of land, agriculture, extractive Industries, water, education, health and, gender based violence for equitable and sustainable livelihoods”. Through the SP, TGNP Mtandao aimed at achieving three outcomes:

1. Increased citizen participation, especially marginalized women in decision making in agriculture and social service (water, health and education)
2. Concerns and interests of women and other marginalized groups are increasingly addressed in policy and budgets within agriculture and social services (water, health and education)
3. TGNP's Organizational growth and sustainability realized

In order to fulfil these functions effectively, the TGNP Extended Mtandao Strategic Plan 2016 – 2019 has five thematic areas, namely: health, education, water, agriculture and extractive industry. In the selected thematic areas, TGNP Mtandao works on facilitating implementation around the above thematic areas with local level partners in the following districts – Kishapu , Morogoro rural, Mbeya rural , Tarime, Kinondoni and Ilala. At the national level TGNP Mtandao works with CSOs and NGOs to advocate for the same issues at policy level using evidence generated from local level.

The focus/thematic areas are highlighted in the table below:

THEMATIC AREAS	PRIORITY FOCUS
Education	<p>Access to safe Menstrual Hygiene Management (MHM) facilities for girls in public schools through:</p> <ul style="list-style-type: none"> <li>a) MHM campaign including free sanitary pads for girls in public schools.</li> <li>b) Provision of special rooms, latrines and running water for girls.</li> <li>c) Appointment of a special teacher for MHM education.</li> <li>d) Availability of disposal facilities.</li> <li>e) Safety of girls in and out school.</li> </ul>
Health	<p>Quality health care services and facilities to reduce infant and maternal deaths, and the availability of water in health facilities.</p> <ul style="list-style-type: none"> <li>a) Availability of delivery kits in all public health centers and dispensaries.</li> <li>b) Promotion of construction of placenta pits or incinerators in all public health centers and dispensaries.</li> </ul>
Water	<p>Reduction in distance and time spent to water points in order to allow women to engage in economic, political and social activities through the “Bucket off Women’s Head Campaign,”:</p> <ul style="list-style-type: none"> <li>a) Availability of water in schools and health centers.</li> <li>b) Safety of women and girls in searching for water.</li> <li>c) Women’s participation in managing water supply systems or infrastructure.</li> <li>d) Increased water budget allocation for access to clean and safe water</li> </ul>
Agriculture	<p>This priority area focuses on the participation of women and men in decision making regarding:</p> <ul style="list-style-type: none"> <li>a) Timely provision of inputs and equal participation of women and men in the distribution of inputs.</li> <li>b) Equal rights in access, ownership and control of land through awareness campaign on land policy.</li> </ul>
Extractives	<p>This priority focuses on increasing the meaningful participation of women in the mining industry:</p> <ul style="list-style-type: none"> <li>a) Safety and security of girl child in and around the mining sites as reflected in mining laws and regulations.</li> <li>b) Participation of women in decision-making processes and organs in mining sector including in the employment and local content</li> </ul>

## 2. Evaluation rationale

The validity period of the Agreement with TGNP Mtandao will come to an end on 30<sup>th</sup> June 2020. This evaluation will provide a comprehensive summary and aggregation of TGNP Mtandao activities over the 2016-2019 period, as well as establish, on a sample basis, the links substantiated by evidence between the activities and (a) stated organization’s objectives, and (b) other observed changes in the relevant sectors/domains, in which TGNP Mtandao operates, lessons learnt and the

way forward. The end of the programme external evaluation shall assess progress, as well as challenges at the outcome level, while measuring achievements and gaps in regards to output and how or to what extent, these have affected the overall level of achievement.

### 3. Evaluation object: Project/programme to be evaluated

The evaluation objective is to evaluate TGNP Extended Strategic Plan 2016 – 2019. The evaluation is intended to assess the programme progress, as well as challenges at the outcome level, while measuring achievements and gaps in regards to outputs and how or to what extent, these have affected the overall level of achievement of the TGNP Strategic Plan during the period 2016 - 2019. This will be done as systematically and objectively as possible in the following six areas:

- 1) To assess and document the implementation of TGNP's Extended Strategic Plan at national and district levels focusing on the achievements, challenges and lessons learnt;
- 2) Measure achievements and outcomes of TGNP's Extended Strategic Plan based on available baseline information and results framework;
- 3) To highlight best practices so as they can be replicated within TGNP Mtandao as well as among other transformative feminist movement actors;
- 4) Identify lessons learnt and explore potential for sustainability and scaling-up in other areas;
- 5) Assess whether and to what extent transformative feminist activism and movement building have contributed to strengthening women's voice, visibility and collective organizing power for increased gender responsiveness in policy formulation and implementation focusing on TGNP's thematic areas and priority issues.
- 6) Evaluate the broad relevance, efficiency, impact and sustainability of organizational development in TGNP Mtandao.

### **Evaluation Thematic focus**

The evaluation will examine how the program contributed to the creation and or strengthening of an enabling environment for catalyzing the transformative feminist movement building efforts, methods used to address existing obstacles to progress, and the contributions made by the program to grassroots organizing and activism for social transformation. It will also address the ways in which this program complemented (or competed) with other similar initiatives and analyze the roles of different stakeholders in programmatic implementation and potential sustainability. The evaluation will provide a timely opportunity to take stock of the reasons behind identified weaknesses or gaps, if any. Finally, the evaluation will address the ways in which the national efforts influenced community implementation and vice versa.

### **Evaluation Geographic Focus**

The end-of-program evaluation shall examine both national and grassroots level efforts for program implementation in 5 districts, with at least three rural districts around the country (Kishapu (Shinyanga) Morogoro, Mbeya) , and two urban districts ( Kinondoni and Ilala) within Dar es Salaam. It will involve a desk review of various

sources, field visits, in-depth interviews, focus group discussions with women groups in the districts, and in-depth interviews with TGNP Mtandao staff, members, and partners.

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

1. Local government Authorities in Kishapu (Shinyanga), Morogoro, Mbeya, Kinondoni and Ilala
2. Multilateral and Bilateral development partners including but not limited to UNFPA, UNWomen, Canadian High Commission
3. Development Partners Group on Gender Equality
4. Gender focal persons in relevant Central government offices
5. Relevant CSOs working on Gender related matters and women empowerment programmes
6. Members of Knowledge Centres in respective wards
7. Existing formal and informal community based organisations
8. Influential women and men
9. In and out of school clubs
10. Any other stakeholders as may be discussed with TGNP

For further information, the TGNP Extended Strategic Plan 2016 – 2019 is attached as Annex D.

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

For further information, the project/programme proposal is attached as Annex D.

#### 4. Evaluation scope

The evaluation scope is limited to the the four years that the Embassy of Sweden has funded the TGNP Mtandao Extended Strategic Plan 2016 – 2019. The evaluation will evaluate the results of TGNP interventions at two implementation levels. This includes:

1. National level – focusing on Advocacy, lobbying, dialogues, and Policy efforts.
2. Grassroots level – focusing on implementation in 3 rural districts namely Kishapu( Shinyanga), Mbeya Rural and Morogoro Rural, and 2 urban districts, namely Ilala and Kinondoni Municipalities in Dar Es Salaam.

The evaluation shall examine both national and grassroots level efforts for program implementation in 5 districts, with at least three rural districts around the country, and two urban districts within Dar es Salaam. Specific wards shall be selected collaboratively between the evaluators and TGNP Mtandao.

The evaluation will involve a desk review of various sources, field visits, in-depth interviews, focus group discussions with women groups in the districts, and in-depth interviews with TGNP Mtandao staff, members, and partners.

The evaluation's findings shall contribute towards results-based management, and enhance documentation of results accomplished and reveal challenges encountered towards the creation of a more conducive environment for addressing gender equality, women empowerment and social justice in Tanzania

If needed, the scope of the evaluation may be further elaborated by the evaluator in the inception report.

#### 5. Evaluation purpose: Intended use and intended users

The purpose or intended use of the evaluation is to evaluate progress, as well as challenges at the outcome level, while measuring achievements and gaps in regards to outputs and how or to what extent, these have affected the overall level of achievement of the TGNP Extended Strategic Plan during the period 2016 – 2019. The evaluation will also be used to inform decisions on how project implementation may be adjusted and improved.

The evaluation will also help the Embassy of Sweden to assess progress of its portfolio of programmes to inform strategic decision making. The evaluation will also provide the Embassy and its partner with an input to upcoming discussions concerning the preparation of a new phase of the programme.

The primary intended users of the evaluation are the Management and staff of TGNP Mtandao and Embassy of Sweden in Tanzania that provides core support to the TGNP Mtandao Extended Strategic Plan 2016 – 2019. The evaluation is to be designed, conducted and reported to meet the needs of the intended users and tenderers shall elaborate in the tender how this will be ensured during the evaluation process.

Other stakeholders that should be kept informed about the evaluation include: Ministry of Health, community Development, Gender, Elderly and Children, Ministry of Education, Science and Technology and President's Office- Regional Administration and Local Government – Kishapu (Shinyanga Region), Mbeya Rural, Morogoro rural, Ilala and Kinondoni in Dar es Salaam Municipality. Additional stakeholders include other donors to the programme such as UNFPA, UNWomen, Canadian High Commission, Foundation for Civil Society and WellSpring advisers.

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.

#### 6. Evaluation objective: Criteria and questions

The objectives of this evaluation is to evaluate progress, as well as challenges at the outcome level, while measuring achievements and gaps in regards to outputs and how or to what extent, that have affected the overall level of achievement of the TGNP Extended Strategic Plan during the period 2016 – 2019 and formulate recommendations on how the TGNP Management Team can adjust and improve implementation. The evaluation will also help the Embassy of Sweden to assess progress of its portfolio of programmes to inform strategic decision making. The evaluation will also provide the Embassy and TGNP Mtandao with an input to upcoming discussions concerning the preparation of a new phase of the programme. The specific objectives are:

1. To assess and document the implementation of TGNP's Strategic Plan at national and district levels focusing on the achievements, challenges and lessons learnt;
2. Measure achievements and outcomes of TGNP's Strategic Plan based on available baseline information and results framework;
3. To highlight best practices so as they can be replicated within TGNP Mtandao as well as among other transformative feminist movement actors;

4. Identify lessons learnt and explore potential for sustainability and scaling-up in other areas;
5. Assess whether and to what extent transformative feminist activism and movement building have contributed to strengthening women's voice, visibility and collective organizing power for increased gender responsiveness in policy formulation and implementation focusing on TGNP's thematic areas and priority issues.
6. Evaluate the broad relevance, efficiency, impact and sustainability of organizational development in TGNP Mtandao.

The Evaluation questions are:

#### **Relevance**

- i) To what extent have the programme activities conformed to the needs and priorities of the beneficiaries, stakeholders on gender equality, women's rights and empowerment?
- ii) 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?
- iii) How was the overall strategic objective relevant to the specific needs of the population in the project area?
- iv) How was the programme aligned to national policies and programmes on gender equality, women's rights and social justice.?
- v) How appropriate were programme activities and outputs to achieving expected outcomes?

#### **Efficiency**

- i) To what extent can the costs of the programme activities be justified by its results?
- ii) What strategies did the programme use to become more efficient over the course of its existence?
- iii) Were the organisations resources managed in a transparent and accountable manner?
- iv) How flexible was the programme in adapting to changing needs?

#### **Effectiveness**

- i) To what extent were the objectives and or outcomes achieved or not achieved? If so, why? If not, why not?
- ii) What were the major factors influencing the achievement or non-achievement of the objectives and or outcomes?
- iii) To what extent are unplanned positive effects contributing to results produced and services provided

- iv) Has the M&E system delivered robust and useful information that could be used to assess progress towards outcomes and contribute to learning?
- v) To what extent has lessons learned from what works well and less well been used to improve and adjust project/programme implementation?
- vi) To what extent programs adapted or are able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups and adjust program implementation?

### **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:

- i) What has happened as a result of the implementation of the strategic plan?
- ii) What are the main results achieved through TGNPs role as the convenor of Gender Festivals?
- iii) What are the main results achieved through TGNPs role as the initiator of Knowledge Centres?
- iv) How many people ( beneficiaries, partners, stakeholders) have been affected?
- v) Have there been or 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?
- vi) Did the implementation of the strategic plan take timely measures for mitigating the unplanned negative impacts? What was the result?
- vii) What is the overall impact of the project and or program in terms of direct or indirect, negative and positive results?

### **Sustainability**

- i) The Consultants will assess if the project has factored in sustainability when working with beneficiaries, partners and stakeholders. The following will be explored:
- ii) To what extent has the implementation of the strategic plan resulted in leveraging of knowledge and interventions to ensure sustainable impact?
- iii) What sustainability mechanisms have been put in place to ensure sustainability of program outcomes
- iv) What are the other major factors that have influenced the achievement and non-achievement of sustainability of the implementation?



- v) Is it likely that the benefits (outcomes) of the project are sustainable?

**Other research questions for consideration**

- i) Has the project contributed to poverty reduction? How?
- ii) Has the project been implemented in accordance with the rights perspective (a Human Rights Based Approach): i.e. Have target groups been participating in project planning, implementations and follow up?

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

**7. Evaluation approach and methods**

It is advisable to let the evaluator propose an appropriate methodology and methods to answer the evaluation questions in the tender and to further develop it during an inception phase.

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. Limitations to the methodology and methods shall be made explicit and the consequences of these limitations discussed. A *gender responsive* methodology, methods and tools and data analysis techniques should be used. A clear distinction is to be made between evaluation approach/methodology and methods. The evaluator should also identify limitations and constraints with the chosen approach and method and to the extent possible, present mitigation measures to address them.

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.

In cases where sensitive or confidential issues are to be addressed in the evaluation, evaluators should ensure an evaluation design that do not put informants and stakeholders at risk during the data collection phase or the dissemination phase.

**8. Organisation of evaluation management**

This section describes the organisation and management structure of the evaluation at the Embassy side, focusing on the roles of intended users in the evaluation process. The evaluation shall be organised in a way that contributes to the purpose of the evaluation.

This evaluation is commissioned by the Embassy of Sweden in Dar es Salaam, Tanzania. The intended users are the Embassy of Sweden in Dar es Salaam and TGNP Mtandao. The evaluand TGNP Mtandao has contributed to the drafting of ToR and will be provided with an opportunity to comment on the inception report as well as the final report, but will not be involved in the management of the evaluation. Hence the commissioner will evaluate tenders, approve the inception report and the



final report of the evaluation. The start-up meeting and the debriefing/validation workshop will be held with the Embassy of Sweden and TGNP Mtandao.

#### 9. Evaluation quality

All Sida's evaluations shall conform to OECD/DAC's Quality Standards for Development Evaluation<sup>42</sup>. The evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation<sup>43</sup>. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

#### 10. Time schedule and deliverables

It is expected that a time and work plan is presented in the tender and further detailed in the inception report. The evaluation shall be carried out between **26<sup>th</sup> October 2019 - 31<sup>st</sup> March 2020**. The timing of any field visits, surveys and interviews need to be settled by the evaluator in dialogue with the main stakeholders during the inception phase.

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

<b>Deliverables</b>	<b>Participants</b>	<b>Deadlines</b>
1. Start-up meeting/s at TGNP Conference Room or Skype conference	TGNP and the consultant(s)	Tentative 21 <sup>st</sup> October 2019
2. Draft inception report	Consultant(s)	Tentative 4 <sup>th</sup> November 2019
3. Inception meeting at TGNP Conference Hall or Skype conference	TGNP and Consultant (s)	Tentative 15 <sup>th</sup> November 2019
4. Comments from intended users to evaluators	TGNP and Embassy of Sweden	Tentative 22 <sup>nd</sup> November 2019
5. Data collection, analysis and report writing	Consultant(s)	Tentative 28 <sup>th</sup> November 2019
6. Debriefing/validation workshop (meeting)	TGNP, Embassy of Sweden and the Consultant(s)	Tentative 13 <sup>th</sup> December 2019
7. Draft evaluation report	Consultant(s)	Tentative 13 <sup>th</sup> January 2020
8. Comments from intended users to evaluators	TGNP and Embassy of Sweden	Tentative 24 <sup>th</sup> January 2020
9. Final evaluation report	Consultant(s)	Tentative 8 <sup>th</sup> February 2020
10. Seminar at TGNP Conference Hall	TGNP, Embassy of Sweden and Consultant	Tentative- Last week of February 2020

<sup>42</sup> DAC Quality Standards for development Evaluation, OECD, 2010.

<sup>43</sup> Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014.

**The inception report** will form the basis for the continued evaluation process and shall be approved by Sida before the evaluation proceeds to implementation. The inception report should be written in **English** and cover evaluability issues and interpretations of evaluation questions, present the evaluation approach/methodology (including how a utilization-focused and gender responsive approach will be ensured), 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. Evaluation findings, conclusions and recommendations should reflect a gender analysis/an analysis of identified and relevant cross-cutting issues. 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 Evaluation<sup>44</sup>.

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](mailto:sida@nordicmorning.com), always with a copy to the responsible Sida Programme Officer as well as Sida's Evaluation Unit ([evaluation@sida.se](mailto:evaluation@sida.se)). Write "Sida decentralised evaluations" in the email subject field.

The following information must always be included in the order to Nordic Morning:

1. The name of the consulting company.
2. The full evaluation title.

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<sup>44</sup> Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014

3. The invoice reference “ZZ980601”.
4. Type of allocation "sakanslag".
5. Type of order "digital publicering/publikationsdatabas.

#### 11. Evaluation team qualification

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

1. Demonstrable experience in the design and implementation of evaluations including the use of participatory methodologies
2. Demonstrate high level of expertise and experience in undertaking participatory evaluations of civil society organizations. At least one of them should be grounded in feminist and women rights advocacy, organizing and movement building.
3. Demonstrable expertise and experience of working with and or evaluating projects on gender equality and women’s rights, women’s empowerment, feminist and women’s movement, e.g., preferably in the Tanzania context or in the region.
4. Demonstrable experience and skills in quality data collection and high level data analysis using participatory methodology and triangulation.
5. 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 and research exercises, and the capability to handle necessary logistics and work within tight time schedules.
3. Previous experience of working with women, young people (both girls and boys) girls, communities and other vulnerable groups.
4. Ability to respond to comments and questions in a timely, appropriate manner.
5. Excellent written and verbal English communication skills. An understanding of Kiswahili would be useful.

A CV for each team member shall be included in the call for 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.

#### 12. Financial and human resources

The maximum budget amount available for the evaluation is SEK 700,000 ( Seven hundred Swedish Kronor) including fees and reimbursables.

The contact person at Sida/Swedish Embassy is Programme Officer- Gender and Child Rights, Development Cooperation Division, Email: [Joyce.Tesha@gov.se](mailto: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.

Contact details to intended users and relevant TGNP documentation will be provided by TGNP Mtandao through Senior Programme Officer Email: [clara.kalanga@tgnp.org](mailto:clara.kalanga@tgnp.org).

The evaluator in consultation with TGNP Mtandao Senior Programme Officer will be required to arrange the logistics e.g booking interviews, preparing visits, etc including any necessary security arrangements.

### 13. 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, programme documents and reports).]

There are several useful information sources for the Evaluation Team. These include:

- 1) TGNP Mtandao Extended Strategic Plan 2016 – 2019
- 2) Monitoring and Evaluation Plan for TGNP Mtandao Extended Strategic Plan 2016 – 2019
- 3) TGNP Mtandao Baseline Report 2013 - 2019
- 4) TGNP Mtandao Annual Reports 2016, 2017, 2018
- 5) TGNP Mtandao Operational Plans 2016,2017,2018 and 2019
- 6) TGNP Conclusion on Performance 2016, 2017

#### **Other TGNP Reports**

- 7) TGNP’s Program Implementation Reports
- 8) TGNP Mtandao Intensive Movement Building Cycles Reports for 2015,2016,2017, 2018
- 9) TGNP’s numerous Budget Analysis Reports
- 10) TGNP assorted Policy Analyses and Contextual Analyses Reports
- 11) TGNP Mtandao website posts
- 12) TGNP Mtandao Publications & research reports

- 13) Focus Groups Discussions
- 14) Field findings from Participatory Methods such as Direct Observations, Transects, Timelines, and Matrixes responses from various TGNP Mtandao Stakeholders
- 15) Media Tracking logs
- 16) Media Assessment and Coverage
- 17) Minutes from various meetings
- 18) Participants responses from a range of forum
- 19) TGNP's list of participants from a number of countries, regions, districts trained
- 20) Content of proposals developed and funding sources

### **Annex B: Data sheet on the evaluation object**

The purpose of this data sheet is to provide basic information about the evaluation object that is of use to the evaluator as well as to a future reader of the final evaluation report. It will also provide an important statistical input to Sida on what we evaluate in our development cooperation. Fill in the information so that an external party could grasp what is to be evaluated

<b>Information on the evaluation object (i.e. project or programme)</b>	
Title of the evaluation object	Evaluation of the TGNP Mtandao Strategic Plan 2016 - 2019
ID no. in PLANIt	5117008503
Dox no./Archive case no.	UM 2016/02277/DARE
Activity period (if applicable)	2019-04-01 – 2019-12-31
Agreed budget (if applicable)	MSEK 24
Main sector <sup>45</sup>	Democracy, human rights and gender equality;
Name and type of implementing organisation <sup>46</sup>	NGO or civil society
Aid type <sup>47</sup>	B01 Core support to NGOs and civil society, PPPs and research institutes
Swedish strategy	106120200 Tanzania 2013 - 2019

<sup>45</sup> 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).

<sup>46</sup> 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).

<sup>47</sup> 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.]

<b>Information on the evaluation assignment</b>	
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-programme, ex-post or other)	End of programme evaluation
ID no. in PLANIt (if other than above).	3041 TGNP Mtandao

**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’s Inside, under Guidelines & Support/Contribution Management/Evaluation/Implementing.

**Annex D : Project/Programme document**

TGNP Mtandao Extended Strategic Plan 2016 – 2019

## Annex 2 – Evaluation Matrix

Evaluation questions, analysis method and data sources	How judgement is formed	Data sources
<b>Evaluation questions</b>		
<b>Relevance</b>		
<p>1 To what extent have the programme activities conformed to the needs and priorities of the beneficiaries, stakeholders on gender equality, women's rights and empowerment? <sup>48</sup></p> <p>2 To what extent have the activities and outputs of the thematic areas been consistent with the overall goals and attainment of its objectives? <sup>49</sup></p> <p>3 How was the programme aligned to national policies and programmes on gender equality, women's rights and social justice?</p>	<ul style="list-style-type: none"> <li>• Extent to which TGNP Mtando's Strategic Plan contributes to</li> <li>• National plans, national policies for gender equality, women's rights and social justice and to Sida's strategic plan for Tanzania.</li> <li>• Evidence that TGNP Mtando consulted and researched the beneficiaries' needs when designing the Strategic Plan.</li> <li>• 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.</li> <li>• Assessment of extent to which TGNP Mtando understood and consulted its target group when developing the Strategic Plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Program documentation and reporting to donors and other stakeholders.</li> <li>• Data gathering from beneficiaries</li> <li>• Data gathering from other stakeholders</li> <li>• Data gathering from external stakeholders (experts, INGOs, UN-organizations)</li> </ul>
<b>Cost-efficiency</b>		

<sup>48</sup> The question "How was the overall strategic objective relevant to the specific needs of the population in the project area?" is very similar to the evaluation question "How appropriate were programme activities and outputs to achieving expected outcomes?" and the team would therefore suggest to answer one of them.

<sup>49</sup> The answer to this question will also answer the question "Were the activities and outputs of each thematic area consistent with the impacts and effects?" and we would therefore propose to answer on of them

## ANNEX 2 – EVALUATION MATRIX

4	To what extent can the costs of the programme activities be justified by its results?	• Analysis of costs against activities in order to assess the reasonableness of the costs.	• Desk review of TGNP Mtando's financial data (budget vs. actual, financial statements) over the period of review.
5	What strategies did the programme use to become more efficient over the course of its existence?	• Evidence of synergies, learning and coordination that has meant cost savings.	• Interviews with TGNP Mtando financial staff
6	Were the organisations resources managed in a transparent and accountable manner?	• Analysis of the financial reporting to donors and throughout the organizational chain.	• Analysis of any organizational review or management audit carried out.
7	How flexible was the programme in adapting to changing needs?		
<b>Effectiveness</b>			
8	To what extent were the objectives and or outcomes achieved or not achieved? If so, why? If not, why not? <sup>50</sup>	• The goal evaluation will focus on outcomes and <u>outputs</u> . Assessing achievement of these against the indicators established in the <i>Extended strategic plan</i> . To be based on TGNP Mtando's M&E data and triangulated by direct information from interviews and focus groups.	• Interviews with beneficiaries and other stakeholders.
9	To what extent are unplanned positive effects contributing to results produced and services provided? <sup>51</sup>	• The outcome evaluation will focus on identifying broader behavioural and situational changes for the target groups.	• Data gathering from external stakeholders (experts, INGOs, UN-organizations)
10	Has the M&E system delivered robust and useful information that could be used to assess progress towards outcomes and contribute to learning?	• Evidence of achievement until now and identification of challenges to the achievement of outcomes	• Analysis of program documentation including M&E data, context analysis, reporting to donors
11	To what extent has lessons learned from what works well and less well been used to improve and adjust project/programme implementation?	• Evidence of unexpected results and/or impact on different stakeholders due to TGNP Mtando's programs	
12	To what extent programs adapted or are able to adapt to changing external conditions (risks and assumptions) in order to	• Evidence of changing circumstances and extent to which TGNP Mtando has responded to such changes	

<sup>50</sup> The answer to this will also include an answer to the question "What were the major factors influencing the achievement or non-achievement of the objectives and or outcomes?"

<sup>51</sup> This question is similar to the question "Have there been or 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?" and will be answered in the same manner so we propose to combine them.



## ANNEX 2 – EVALUATION MATRIX

ensure benefits for the target groups and adjust program implementation?	<ul style="list-style-type: none"> <li>Extent to which the “before” and “now” situation has changed i.e. what were the problems 2015 when the <i>Extended Strategic Plan</i> was designed and what are the key issues today.</li> </ul>	
<b>Impact</b>		
<p>13 What are the main results achieved through TGNP Mtando’s role as the convenor of Gender Festivals?</p> <p>14 What are the main results achieved through TGNP Mtando’s role as the initiator of Knowledge Centres?</p> <p>15 How many people (beneficiaries, partners, stakeholders) have been affected? Have there been or 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?</p> <p>16 Did the implementation of the strategic plan take timely measures for mitigating the unplanned negative impacts? What was the result?</p> <p>17 What is the overall impact of the project and or program in terms of direct or indirect, negative and positive results?<sup>52</sup></p>	<ul style="list-style-type: none"> <li>Specific assessment of the results of the Gender Festival and Knowledge Centres will be part of the outcome evaluation- see above.</li> <li>The total number of people affected will not be possible to determine with certainty. TGNP Mtando’s own data will be used to estimate this.</li> <li>This will be assessed as part of the outcome-evaluation, see above.</li> </ul>	
<b>Sustainability</b>		
<p>18 To what extent has the implementation of the strategic plan resulted in leveraging of knowledge and interventions to ensure sustainable impact?</p> <p>19 What sustainability mechanisms have been put in place to ensure sustainability of program outcomes</p>	<ul style="list-style-type: none"> <li>Evidence of local/community progress and changed and sustainable behaviour patterns</li> <li>Evidence of mechanisms introduced by TGNP Mtando to create sustainable change for beneficiaries and other beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Interviews at the local level with other stakeholders/beneficiaries i.e. local communities, partners or groups.</li> </ul>

<sup>52</sup> This evaluation question is largely the same as ” What has happened as a result of the implementation of the strategic plan?” and would therefore be combined with this one.

20	What are the other major factors that have influenced the achievement and non-achievement of sustainability of the implementation?	<ul style="list-style-type: none"> <li>• Identification of challenges, gaps to the sustainability of the results that need addressing</li> <li>• Evidence of learning and knowledge sharing by TGNP Mtando</li> <li>• Evidence of the level of independence, ability to continue without TGNP Mtando and competence levels at partner, beneficiary and stakeholder level</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews with external stakeholders re learning, future planning and mechanism to fund and sustain achievement.</li> <li>• Interviews with TGNP Mtando</li> </ul>
21	Is it likely that the benefits (outcomes) of the project are sustainable?		
<b>Additional questions proposed by the evaluator</b>			
22	Has the project been implemented in accordance with the rights perspective (a Human Rights Based Approach): i.e. Have target groups been participating in project planning, implementations and follow up?	<ul style="list-style-type: none"> <li>• Assessment of TGNP Mtando's understanding of the HRBA approach and practical application of this during activities.</li> <li>• Assessment of what follow-on actions participants of the Gender and Development Seminar Series have taken as a result of participating.</li> </ul>	<ul style="list-style-type: none"> <li>• Focus groups with women and communities in remote areas.</li> <li>• Interviews with TGNP Mtando staff working directly with the communities.</li> <li>• Analysis of tools TGNP Mtando uses when working with the target groups in the most marginalized/remote areas.</li> <li>• Interviews with attendants of the Gender and Development Seminar Series to gauge the impact of these on them.</li> </ul>
23	What are the main results achieved through TGNP Mtando's Gender and Development Seminar Series?		

# Annex 3 – Data collection instruments

## Focus groups questions for girls in school

For data gathering from rights holders (to be able to verify changes related to Outcome 1) . To be used during:

- Focus group with girls in school (5 to 8 persons) or pair interviews two with girls in school
- Focus group with girls who have not participated in TGNP Mtando programs/interventions (5 to 8 persons)

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 TGNP Mtando/the program? ( <i>Listen for girls' active participation</i> )	
Are you attending all school days? ( <i>why not?</i> )	
What has changed in school? Can you give examples?	
Why did it change?	
How do you feel about walking to and from school? ( <i>why/why not?</i> )	
How much time to you spend collecting water for your house? Do boys collect water? (If not, what tasks are allocated to them?)	
How do you feel going out to collect water?	
What would you like more to change in your community? Examples?	
What are the differences between being a girl and being a boy in your community? Explain.	
Are there enough toilets in your school? Are they clean?	
Does the school provide sanitary pads for girls who menstruates?	
	make note of how many respond the same i.e. 5 of 8 girls responded X

## Focus groups questions for persons related to Knowledge Centers

For data gathering from rights holders (to be able to verify results related to Outcome 1 & 2). To be used during:

- Focus groups with KC leadership (chair, secretary and treasurer),
- 1 Focus group with men and women participating regularly in Knowledge Centre activities (5 to 8 persons)
- 1 focus group with men and women who have not participated in TGNP Mtando programs/ interventions (5 to 8 persons)

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 TGNP Mtando/the program? ( <i>Listen for their active participation in both design and implementation of the program</i> )	
Were you involved in the design of the activities/program?	
Why do you attend the Knowledge Center?	
What are the greatest achievements that the Knowledge Center has had in your community?	
What has changed in the community? Can you give examples?	
Why did it change?	
On a scale of 1-6 do you feel you can influence decision-making in your village? 1- I cannot influence 6- I can greatly influence	
Which areas can you influence? Which areas can you not influence?	
Has the programme led to any changes at household level, for example on sharing of household tasks, decision making power, access to resources? How did these changes come about?	
Have the health facilities in your village improved in the past three years? How?	
What would you like to change through the KC at 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

### Interviews with small scale women miners

Set up for the interview:

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

#### Women in Extractive industries

Question	Answer
How long have you worked with TGNP Mtando?	
What have you done with TGNP Mtando (type of activities)?	
Were you involved in the design of the activities/program?	
What type of committees/meetings, events have been held related to extractive industries?	
Do you/How do you work with the Knowledge Centres?	
In what manner have you worked to change mining laws and regulations regarding safety and security of women and girl children in and around the mining sites? Activities? Results?	
In what manner have you worked to increase participation of women in decision-making processes in the mining sector? Activities? Results?	
On a scale of 1-6 do you feel you can influence decision-making related to your work? I cannot influence 6- I can greatly influence	
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?	

#### Interview guides for interviews with duty bearers

Set up for the interview:

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

#### Health and/or water committees

Question	Answer
How many people on the committee? How many women?	
What do you decide on?	
What changes has your committee been able to make in your village?	
On a scale of 1-6 how much do you feel women can influence decision-making in your village? 1- women cannot influence 6- women can greatly influence	
Has the TGNP Mtando programme (alternatively the KC) contributed to any changes in the village? What?	
Do women and men have different roles in your committee?	
Health: Has the KC advocated for the availability of delivery kits for women in all public health centers and dispensaries? With what result?	

Question	Answer
Health: Has the committee promoted the construction of disposal infrastructures such as placenta pits or incinerators in all public health centers and dispensaries? With what result?	
Water: Has the committee worked with the campaign ““Bucket off Women’s Head Campaign,””? With what result?	
In a dream scenario: what would you change in your village? What would you need to do this?	

**Village/Ward authorities/District council members**

Question	Answer
How long have you worked with TGNP Mtando? What have you done with TGNP Mtando (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/ward, what is the current situation regarding water supply, girls attendance rates health care for mothers?	
How do you work with the Knowledge Centres?	
How are decisions made for the village regarding water, education and health? To what extent are women involved in these decisions? ( <i>why/why not?</i> )	
Has there been any changes in your village as a result of the Knowledge Centres? 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

<b>The authors' names</b>	<b>The titles of the works</b>	<b>Publishers</b>	<b>Publication date</b>
Beckwith	<i>The Oxford Handbook of Gender and Politics</i> . 2013.		2013
CDF et al.	<i>National Survey on the Drivers and Consequences of Child Marriage in Tanzania</i> . 2016.	CDF	2016
CDF & FORWARD	"I have no idea how I got pregnant". <i>participatory Study on Teenage Pregnancy and Child Motherhood in Mpwapwa District, Tanzania</i>	CDF & FORWARD	2018
Economic and Social Research Foundation.	<i>A Study on the Impact of Sanitary Pads on Girls' School Attendance</i> .	Economic and Social Research Foundation.	2018
Levtov, R., Vlahovicova, K., Barker, G., Stiefvater, E., Lugano, D., and Mulokozi, A. D.	<i>Momentum Toward Equality: Results from the International Men and Gender Equality Survey (IMAGES) in Tanzania</i> .	Promundo-US, Uzazi na Malezi Bora Tanzania, and Tanzania Commission for AIDS	2018
Ministry of Community Development Gender and Children	<i>National Strategy for Gender Development</i> .	Ministry of Community Development Gender and Children	2005
Ministry of Health, Community Development, Gender, Elderly and Children	<i>National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 – 2021/22</i> .	Ministry of Health, Community Development, Gender, Elderly and Children	2016
Ministry of Health, Community Development, Gender, Elderly and Children	<i>The Ministry of Health, Community Development, Gender, Elderly and Children Tanzania Gender Country Profile</i>	Ministry of Health, Community Development, Gender, Elderly and Children.	2016



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.	2009
Rehmatullah & Chigudu.	<i>Situation Analysis of Women's Movement in Tanzania.</i>	TGNP	2017
Sida	<i>Results strategy for Sweden's international development cooperation in Tanzania 2013-2019.</i>	Sida	2013
Sida	<i>Swedish work and policies on Gender Equality.</i>	Sida	1998
Tanzania Daily News	<i>CCM wins civic polls by 99.77 PC</i>	Tanzania Daily News	Nov 26, 2019.
TGNP	<i>Follow Up Study on IMBC and PAR Initiatives (2013 -2018)- Kishapu, Mbeya Rural and Morogoro Rural District Council.</i>	TGNP	Sep 2019
TGNP	<i>Monitoring and Evaluation Plan for SP 2016-2019</i>	TGNP	2017
TGNP	<i>Contextual Analysis of Women's Economic Empowerment in Tanzania: A Transformative Feminist Approach.</i>	TGNP	2016
TGNP	<i>TGNP Mtando Annual Field Monitoring.</i>	TGNP	2018
TGNP	<i>Mid term review towards realignment for programming effectiveness and institutional sustainability</i>		2016
TGNP	<i>Annual Report 2018</i>	TGNP	2019
TGNP	<i>Women representation at local level</i>	TGNP	20200227
TGNP	<i>Collective voice and actions</i>	TGNP	20200227

## Annex 5 – List of interviewees

Name	Organization	Position	Sex
<b>TGNP</b>			
Clara Kalanga	TGNP	Program Officer, ED's office	F
Anna Kikwa	TGNP	Head of Program, HR and Admin	F
Grace Kisetu	TGNP	Head of Program, Activism and Movement Building	F
Lilian Liundi	TGNP	Executive Director	F
Happiness Marudu	TGNP	Head of Program, Knowledge Research and Analysis	F
Shakila Mayumana	TGNP	Senior Program Officer, Policy Engagement and Movement Building	F
Maureen Mboka	TGNP	Programme Officer Research and Analysis	F
Altho Mwangoa	TGNP	Finance Manager	M
Annteny Sawe	TGNP	IT manager	M
Anna Sangai	TGNP	Senior Program Officer Mobilization & Outreach	F
<b>CSOs</b>			
Peter Anselm Amani	AGAPE Foundation Shinyanga	Program manager	
Selina Kibenge	MVIMATA	Focal person TGNP	F
Florah Masovi	Morogoro Paralegal Center	Executive Director	F
Sakina Nyumayo	Morogoro Paralegal Center	Assistant Monitoring Evaluation Officer	F
Joseph Sengasenga	MVIMATA	Regional Coordinator	M
Said Muhammad Madudu	Tanzania legal knowledge and Aid center (TALEKACE) - Mbeya		M
Naemi Silayo		Legal Human Rights Center (LRHC)	F
Darius Mhawi		Tanzania Water and Sanitation Network (TAWASANET)	M

Tike Mwabikile	Executive Director	Tanzania Women Lawyers Association (TAWLA)	F
Rehema Mikocheni	WILDAF Tanzania		F
<b>Donors and external stakeholders</b>			
Jamila Lugembe	Danish Embassy	Governance HR and gender focal point	F
Christine Mwanukuzi	UNFPA	Assistant representative	F
Olivia Kinabo	Embassy of Ireland	Gender Programme Manager	F
Erasmia Massawe	UNWomen	Programme Leadership Political Participation & Governance Section Specialist at UN Women	F
Joyce Tesha		Embassy of Sweden/Sida	F
<b>MPs</b>			
Catherine Ruge	Parliament		F
Amina Mollel	Parliament		F
Lolesia Bukuimba	Parliament		F
Suzan Lymo	Parliament		F
<b>Ministries and Municipalities</b>			
Mr. Wakisha	Planning and budgeting	Ilala Municipal Office	M
Ms. Skeeter	Economist	planning and budgeting	F
Theopista Chunga	Community Development Officer	Morogoro Municipal Office	F
Florence Mwambene	Head of Development Department	Morogoro Municipal Office	F
Harid Holela	Ward councilor Kisaki		M
Denis Londo	POLRAG		M
Adam Msumule	Ministry of Finance		M

## Annex 6 – Detailed analysis of TGNP's achievement of outcomes

Intervention Logic	Indicators	Baseline from 2015 (TGNP data)	Target (2016-2019)	Results by 2019	Target achieved/ not achieved
Goal: To contribute to increased gender responsiveness of policy formulation and implementation in the areas of land, agriculture, water, health, gender-based violence for equitable and sustainable livelihoods					
Outcome 1: Increased citizen participation especially marginalized women in decision making in agriculture and social service (water,	Number of women in decision making organs at local and national levels increased	Female MPs: 138/393=35% Female Councilors: 198/3957= 5%	Female MPs: 150/393=38.1% Female Councilors: 230/3957= 5.8%	Female MPs: 36.9% <sup>53</sup> Female Councilors: 204/3,946 = 5% <sup>54</sup> TGNP’s research indicates that the proportion of women in village leadership position has not increased. <sup>55</sup>	Not achieved
Proportion of women in selected decisions making organs	Cabinet: 23% Judges: 43% Directors: 26% MPs: 35% Permanent Secretaries: 10.3%	Cabinet: 25% Judges: 45% Directors: 28% MPs: 40% Permanent Secretaries: 12% Councilors: 5,8%	Cabinet: 17% Judges (High Court): 40% Directors: 34% MPs: 36,9% Permanent Secretaries: 11% Councilors: n.a.	Not achieved	

<sup>53</sup> Source: Inter-Parliamentary Union

<sup>54</sup> TGNP. *Women representation at local level*.20200227

<sup>55</sup> TGNP. *TGNP Mtando Annual Field Monitoring*. 2018

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health and education)		Councilors: 5% Magistrates: 27%	Magistrates: 30%	Magistrates: n.a.	
	Number of collective actions undertaken by grassroot women and men on issues around agriculture, water, education and health	35	65	13 collective actions staged by KCs during the period 2015-2019. Resulting in: bore holes built; piped water introduced; health centers and operating theater in one dispensary built; classroom, hostel and toilet construction in schools; and improved farming and irrigation methods.	Achieved
	Number or proportion of women attending village general meetings	n.a.	n.a.	TGNP's research indicates that the proportion of women in village leadership position and attending village meetings has not increased. <sup>56</sup>	Not achieved
Outcome 2: Concerns and interests of women and other marginalized groups are increasingly addressed in policy and budget in	Number and type of policy issues (women and marginalized) implemented in the areas of agriculture, water, education and health	Of the total national budget 9% is allocated to the health sector 77% access to water by rural people	Of the total national budget 12% is allocated to the health sector 77% access to water by rural people	Health sector as share of total national budget is 5.2% No recent data available on rural people access to water.  TGNP has pushed for 12 gender and women issues in water, education, health and agriculture: Increasing budget allocation to issues important to TGNP's beneficiaries in sector budgets (health and agriculture)	Not achieved at national level. Achieved at community level.

<sup>56</sup> TGNP. TGNP Mtando Annual Field Monitoring. 2018

## ANNEX 6 – DETAILED ANALYSIS OF TGNP'S ACHIEVEMENT OF OUTCOMES

agriculture and social services (water, health and education)	Gender Responsive Budgeting (GRB) mainstreamed as an approach by ministries between 2013 and 2016 but lost traction in 2016/17.			
	Growth in medical personnel in public health facilities			
	KCs have influenced Local Government Authorities to construct and upgrade health facilities			
% increase in national budget allocation to agriculture, water, health and education	Removal of tax on sanitary pads in 2018			
	Introduction of women professional database to identify women qualified for government positions.			
	% increase in national budget allocation to agriculture, water, health and education	Agriculture: 5.46 % Water: 3.42% Health: 8% Education: 17.45% Extractive industries TZS 900 million: %	Agriculture: 7% Water: 5% Health: 9.5% Education: 25% Extractive industry: 3%	Agriculture: n.a. Water: 2.1% Health: 5.2% Education: 13.6% Extractive industry: n.a.
	Number of success stories from program districts in the areas of water, health, education, agriculture and extractive industry	5	40	37
				Success stories include outcome from PAR processes leading to LGAs acting. Media attention/articles/radio spots as a result of community action led to action by the LGAs
				Achieved as evidence was observed by the Evaluation Team although documented reporting by

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					TGNP is conflicting.
	Proportion of population in program districts or wards who view favorably the progress in the areas above.	36.5% of population	45% of population	n.a. A survey in 2018 conducted by TGNP showed low satisfaction of community members in the performance of the central and local government in addressing issues affecting them regarding agriculture, education, health and water.	Not achieved
Outcome 3: TGNP's Organizational growth and sustainability realized	# of staff attached to TGNP's members for knowledge transfer and mentoring on gender and feminist leadership	3	12	1 <sup>57</sup> + 7 persons <sup>58</sup>	Not achieved
	Level of diversification of TGNP's financing for its programs and growth priorities	TGNP is currently 100% donor dependent. Contribution to annual budget shows: (a) donors – 100% (b) TGNP own sources – 0% (c) Private sector – 0%	TGNP is 94% donor dependent (a) Donors: 94% (b) TGNP own sources: 3.5% (c) Private sector: 2.5%	TGNP is 99% donor dependent (a) Donors: 99%	Not achieved

<sup>57</sup> TGNP. Outcome Output and Activity tracker matrix 2018.xls.

<sup>58</sup> Additional information provided by TGNP in comments to the Draft Report.



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TGNP's performance management system developed and implemented to achieve and sustain high performance among all staff	Performance management exist and implemented 72% staff had annual KPIs developed 4 mid-term performance reviews 3 annual performance reviews were undertaken	Performance management implemented 85% staff with annual KPIs 4 mid-term reviews 4 annual performance reviews	As of 2018, 19 staff had Annual KPIs and contracts, mid-year an annual performance reviews done	Achieved
Level of TGNP's evidence-based program results produced, documented and shared with stakeholders	M&E Plans implemented to document results achieved. 61% of program activities documented through activity reports 40% of monthly departmental activity reports produced 10 quarterly organizational reports produced 3 annual organizational reports produced 5 success stories produced 1 mid-term evaluation undertaken	M&E plan implemented 71% activities documented 50% reports produced 16 quarterly reports 4 annual reports 40 success stories 1 final evaluation	Annual monitoring survey 2017 Quarterly reports produced 3 Annual reports finalized Mid-term evaluation 2016	Achieved 1 final evaluation not achieved

## Annex 7 – TGNP's comments on the Draft Report addressed

Page	Comment	Comment by authors	Change to Final Report
iii	Practical needs over strategic needs are similarly important and crucial. While practical needs can be achieved in the immediate or short term, strategic needs demand longer timeframe for accomplishment.		No change.
iii	The executive summary should be updated after incorporating the comments provided to the main report.		Updated to reflect changes in conclusions and/or recommendations.
iii	Root causes (e.g., gender biased social institutions), are being addressed (e.g., through behaviour change strategies), but they take longer than the usual donor limited time frame. Root causes take more than a generation so as to achieve sustainable long term change. Otherwise that's why we go back and forth, because external support is on a limited timeframe, and dependent on political forces in partner countries.		No change
7	Clarification and source of information need to be provided TGNP's training and advocacy costs are not that high.		Source added. The details provided in the file by TGNP provide the basis.
7	Under intermediate outcomes on 'women participate in decision making' add and other marginalized groups	The table is based directly on the document <i>TGNP Narrative Theory of Change</i> and is the only document we have found to provide this.	No change
7	Activism and advocacy as inputs		No change
7	Add Participatory Action Research under research and analysis. Remove PAR from the chart.		No change
7	Add activism and movement building under TGNP Mtandao's activities		No change
		As stated in the <i>TGNP Narrative Theory of Change</i> document	

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14	This is an assumption. The translation was made as per participant’s conversation. This is not a limitation	It is both a limitation and an assumption that the reader needs to be aware of	No change
15	This is an assumption. The translation was made as per participant’s conversation. This is not a limitation	Not an assumption but a fact that we were not able to meet with some of the important stakeholders that limits the data collected.	No change
17	See page number 27, where the objectives of TGNP engaging in Extractive industry is clearly explained. TGNP decided to work in the extractive industry sector in 2016. This came about as there was a substantial focus by the new government on the mining industry and TGNP felt that there were women being excluded, disadvantaged and discriminated against. TGNP conducted a pilot study and began working with small scale women miners in selected pilots. It is gender dynamics that should be the criteria to determine which sector fits. However, traditionally gender activists focus excessively on social sectors and forget economically more important sectors. Tanzania is a mineral rich country (oil, gas, gold, gemstones, sand, aggregates, cement, etc), together with agricultural sector, the mining sector is critical too.	Agreed. Paragraph reformulated to emphasize that the IMBC and PAR processes were not followed.	Paragraph changed.
18	The establishment of School Gender Hubs emerged from the PAR process as a mechanism to address education related findings especially the ones which are directly related to school environment. TGNP facilitated the KCs to establish school gender hubs with the aim of retaining girls in the school. The results of this work have been, that the girls are treated more equally in school, that physical violence by teachers has changed or been reduced, girls’ attendance is better (due to pads being provided in some cases) and girl’s confidence has improved. It is also an approach to complement efforts of keeping the girls in the school.	Agreed, but we cannot see that the education of children observed by the team addresses the root causes (which are not the children but the adults surrounding them) to non-attendance.	Sentence modified.
18	The movement building process is supposed to be TGNP’s way of partnering with other CSOs. However, partnering with others is always a measure that demands more resources and shared commitment, shared planning, coordination and management		Recommendation clarified.

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19	<p>Omit judicial. TGNP has worked with the judicial system through capacity building sessions in the UNFPA and FCS support.</p> <p>In 2018 – 2019 a series of capacity building sessions were carried out to the judiciary and police (reports in place)</p>		Report changed
19	National level financing for NPA-VAWC		Report changed
19	At the national level TGNP has been advocating for financing for NPA-VAWC as well as the establishment and or improvements of one stop center		Report changed
22	<p>Casual linkage between the outputs please see the attached chart</p> <p>The assumption underlying this outputs is that, for the organization to be sustainable it needs both human and financial resources as well as an ability to demonstrate evidence on program results. The three outputs under the outcome number three are directly contributing to the attainment of the outcome number three in a manner that for the organization to prosper you need to raise both financial and human resources (output 3.1) and for the organization performance and growth you need staff with necessary skills and knowledge to implement the activities (output 3.2); and to attract more funds for the organization growth you need to demonstrate program results to the donor and other stakeholders.</p> <p>The linkage between output 3.1 which is: Resources and assets mobilized for organizational performance and sustainability) output 3.2 (Growth in membership, knowledge transfers and nurturing undertaken) and 3.3 (Monitoring and Evaluation to promote evidence on program results)</p>	<p>Table reviewed and the logical link is there. However, the outcomes are not clearly defined or formulated to allow TGNP know if and when the outcome has been achieved i.e. by how much should resources be mobilized (output 1), and what does the institutionalization of TGNP's performance management system mean (ref output 2).</p>	Paragraph clarified
23	<p>Assess: Community (grassroots women and men) identify and unearth their problems, challenges and situations using participatory and reflective tools such as dramas, songs/poems writing, historical timelines etc</p> <p>Analyse: Grassroots women and men, deeply reflect on the root causes and consequences of the identified concerns and challenges. Asking themselves why questions until they get to the root cause through methods such as buzz groups, focused group discussions etc. when we are doing analysis is where the community members are oriented on the linkage between their existing challenges with policies, laws, legal frameworks, structures and government programs. That is</p>		Report changed to reflect the input

## ANNEX 6 – DETAILED ANALYSIS OF TGNP'S ACHIEVEMENT OF OUTCOMES

	<p>where they can clearly see the government structures are working or not. The objective of the analysis is to identify the root cause of the problem while at the same time creating conscious to the community members.</p> <p>Action: Groups brainstorm and decide how and when they are going to take action, who to involve and where to start from as well as developing action plans with number of actions and processes for addressing the challenges from practical to strategic level.</p>		
25	<p>The IMBC processes specifically PAR methodology and tools help to levels of causality and root causes.</p> <p>Community oriented action plans to solve PAR issues depending on availability of resources could be solved on short term, intermediate and long term</p> <p>The choice is for application of multiple solutions, engagement levels, methods and approaches, actors, etc.</p> <p>Social institutions are the biggest barriers for sustainable behaviour change in the country, and takes much longer time.</p>		No change
25	Data to be provided by COB Wednesday		Data added.
25	Collective actions implemented by KCs, which transformed situation of communities for the SP period were 44	The new information provided in the document <i>Collective voice and action</i> states that 37 such actions have been achieved, not 44. The information is conflicting but the Evaluation Team has chosen to change the report with reference to the most recent information provided.	Data added.
26	<p>VEOs are government appointees, and not elected.</p> <p>The elected actors at the local level are the Chairperson and their Hamlet delegates.</p> <p>May be she meant 'Village Chairperson'</p>		Report changed.

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27	Mentorship was conducted to total of 8 through various ways: long term attachment to members for kerning, couching and knowledge transfer where by a total of 4 TGNP staff benefitted; this programme was coordinated under the Gender Training Institute 2 TGNP staff were enrolled under Global Fund for Women Mentorship project coordinated by like-minded women rights' organization known as Akili Dada 3 TGNP staff were assigned to undertake joint activities with members for hands on skills	Of the 9 persons mentioned in the comment, 7 appear to have been mentored by TGNP members which was the outcome goals	Report changed.
29	Can 'harshly' be replaced by closely or strictly. meaning taken more to account to their roles and responsibilities?		Report changed.
30	Can we please discuss this?	Discussion between Sida and TGNP requested.	No change
30	Data to be provided by COB Wednesday	Data added in section 4.2.2	No change
31	On this TGNP also changed its strategy by introducing 1-5-5 campaign with the aim of protecting girl child in and out of school from sexual violence as well as teen pregnancy. TGNP is also working with networks and coalitions which advocates for elimination of violence against children e.g. Mkuki, Tanzania Ending Child Marriage Network, Anti-FGM Network, Msichana Initiative, Agape		Information added.
31	Most of TGNP's actions on advocacy or lobbying at national and local level involves activism of sorts. TGNP's action fit most definitions of activist organization. What is perhaps implied here is that there are different intensities or levels of activism.	Reported on how external stakeholders view TGNP	No change
31	Need more elaboration on this		Information added
31	Need more elaboration/discussion on this		Paragraph clarified
34	Data to be provided by COB Wednesday		Paragraph changed
35	Data to be provided by COB Wednesday		Paragraph changed
35	Data to be provided by COB Wednesday	The conclusion is still valid.	No change
37	Some of the activities for income generation are KCs own initiative for instance selling of soil bricks. In future TGNP will advise the KCs accordingly.	It is TGNP's responsibility to ensure that Sida's funding is used in accordance with Sida's rules. This	No change

## ANNEX 6 – DETAILED ANALYSIS OF TGNP’S ACHIEVEMENT OF OUTCOMES

		includes ensuring that the impact on the environment of TGNP’s work is minimized.	
Annex 5	Policy Engagement and Movement Building		Report changed.
	<p>Change executive Directors Office into Executive Office.</p> <p>Under Executive Office add Resource Mobilization and M&amp;E</p> <p>Under Human Resource and admin add administration remove logistics</p> <p>Under Under Activism and Movement Building remove Publications and add Policy Engagement</p> <p>Under Knowledge Research and Analysis add Publications</p>		Graph changed based on new information
36	<p>TGNP has already conducted TOTs for KCs to establish KCs in their nearby wards. For example in 2016 Songwa KC in Kishapu Shinyanga established a new KC in Maganzo Ward Kishapu ; In 2017/18/19 Kipunguni KC established new KCs in Kivule Ward, Kitunda, Zingiziwa and Majohe wards in Ilaa district Dar es Salaam; in 2019 Ukenyenge Ward established a new Kc in Kaloleni Ward in Kishapu District. In 2019 December another TOT on how to establishing new KCS were Conducted in Morogoro and Mbeya.</p>		Paragraph changed and recommendation changed.





## Evaluation of TGNP Mtandao (formerly Tanzania Gender Networking Programme) Extended Strategic Plan 2016 – 2019 in Tanzania

TGNP was formed in 1993 with the aim of eliminating all forms of discrimination against women and other marginalized groups. Sweden has supported TGNP for several years and, since 2016 providing core support to the *TGNP Extended Strategic Plan 2016–2019*. This report is an independent evaluation of TGNP's achievement of goals, outcomes and outputs. TGNP's work is found to be relevant to the grassroots beneficiaries it works with. TGNP achieves results at the grassroots level, but overall national results have not been achieved. TGNP has important unexpected positive results including generating a high level of understanding of gender equality, creating social cohesion and engagement. TGNP's main leverage on the political decision-makers is its reliance on current and real-time information on what is important to the communities. TGNP is applying a method creating self-sustainable Knowledge Centres able to advocate and change the situation in villages in Tanzania. Challenges remain regarding methodology deviation, perception of external stakeholders and regular communication channels. Sida is recommended to continue its support, and some recommendations are made for TGNP.

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