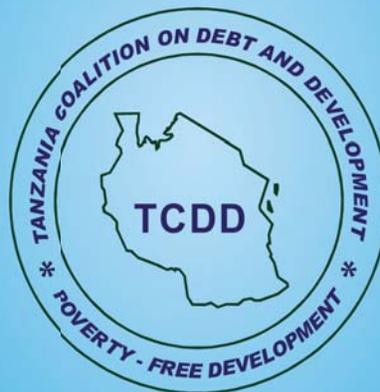


# TANZANIA COALITION ON DEBT AND DEVELOPMENT (TCDD)



## Report on the Evaluation of TCDD's Project on PRS Monitoring and Policy Advocacy in Tanzania

*Prepared & Submitted by:*  
**AMKA Consult Consortium Ltd**  
*Planning, Development & Project Management Consultants*

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**July, 2013**

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## KEY DATA OF THE EVALUATION

<b>Project Title:</b>	Poverty Monitoring and Policy Advocacy
<b>Project No.:</b>	20100370G
<b>Start Date:</b>	January 1, 2011
<b>End Date:</b>	December 31, 2013
<b>Type of Evaluation:</b>	End of Project Evaluation
<b>State of Report:</b>	Final Report
<b>Date of Report:</b>	July, 2013
<b>Client:</b>	Tanzania Coalition on Debt and Development (TCDD) Shaurimoyo Road, Ilala area, Mariam Tower, 7 <sup>th</sup> Floor P O Box 80147 Dar es salaam, Tanzania. TeL: +255-22-2866866; E-mail: <a href="mailto:tcdd@yahoo.com">tcdd@yahoo.com</a>
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## EXECUTIVE SUMMARY

This document presents a report on the evaluation of the Poverty Monitoring and Policy Advocacy in Tanzania operated by the Tanzania Coalition on Debt and Development (TCDD). The TCDD signed a contract to receive a EURO 278.000,00 (Euro Two Hundred and Seventy Eight Thousand) grant from the German Association of Churches - *Evangelischer Entwicklungsdienst* E.V. (EED) out of the grants of the Government of the Federal Republic of Germany. The fund was to cover the project phase – January 2011 to December 2013. The scope of the project covers – i) PRS Monitoring (including budget tracking); ii) Advocacy and Lobbying (including campaigns); and iii) Networking and dissemination of results. At the local level, TCDD implements the project through its member organizations (NGOs, FBOs and CSO networks) to collaborate with communities to monitor MKUKUTA II while enhancing accountability and transparency in public service delivery in the health and education sectors. At national level, it engages the Social Services and community development committees of the Parliament to raise awareness of the situation and lobby the government to improve services.

The external evaluation which covered thirty-six (36) consultancy days in the May/June, 2013 period, was conducted by consultants from AMKA Consult namely – Eke Abrahams Mwaipopo and Arcardo Ndawalla. The process involved a wide range of respondents to include – the Coalition’s Steering Committee members, the Secretariat, CSO members; beneficiary community members and their local institutions; local and central government personnel; elected leadership (i.e. Councilors and MPs). At the commencement, the Consultants team met the TCDD Secretariat to discuss the ToRs, work-plan, schedule of work and logistics. They developed evaluation tools to include – stakeholder analysis tool, checklist and questionnaires. The team reviewed relevant documents and conducted a range of interviews - physical, online, telephonic etc. The responses were then compiled and analyzed for reporting.

### **The evaluation found out that:**

The project is relevant as it contributes to the broader national poverty reduction initiatives i.e. MKUKUTA II and social accountability stakeholder involvement from local to national level. It involves district level member CSOs in training, awareness raising, imparting knowledge and skills on how to monitor the MKUKUTA II poverty reduction strategies. The project has also engaged in service delivery research studies in the education and health sectors uncovering issues of poor quality in education and health. The TCDD interventions have uncovered inadequacy in number of teachers, health providers, teaching facilities, health equipment and infrastructure. All these are important areas because the government has not been able to monitor quality of services in these sectors at the grassroots level. Consistent with study findings, poverty monitoring reports show inadequacy of support staff in schools as well as school infrastructure (e.g. classrooms, laboratories, libraries, teachers’ houses, offices etc.). This inadequacy culminated in high classroom- pupil ratio; drop-hole pupil ratio; and besides, the available latrine facilities were reported to be unfriendly to pupils with special needs. Textbook-pupil ratio reported was as high as 1:26 and pass rate was reported to be low all over. Also reported was high pupil drop-out rate (beyond the 5%) attributed to pregnancy, truancy, environmental hardships, lack of food at schools, inadequacy of essential infrastructure and other services.

On the part of the health sector it was found out that the implementation of MKUKUTA II in areas of - reduction of deaths of under 5s; community members receiving health services within reach; and doctor–patient ratio decreased from 1:127 in 2009 to 1:112 in 2010; availability of health education and improved livelihood have resulted in healthy individuals participating more in economic production activities. But also they identified challenges of - inadequate health facility staffing - particularly for specialist doctors, pharmacists, radiographers, chemists, assistant medical officers, dental surgeons, physiotherapists etc. The findings further indicated that, HIV/AIDS prevalence increased from 2009 M 5735, F 8182 to 2010 M 10773, F 14104; and poor involvement of community in planning and budgeting activities.

The project has been effective in that it has trained poverty monitoring teams in 22 districts (out of the planned 24 districts). In each of the 22 districts 10 secondary schools and 5 health facilities were visited. Training introduced mechanisms to CSOs that have enabled them to influence behavior change on duty bearers<sup>1</sup>. Service delivery from project local authorities and relations at local government level in those areas have improved tremendously as testified by community members, local leaders and local government officials. Gender mainstreaming in project activities has enhanced participation of women in project activities, involvement of women MPs and championing issues that focus on gender equity issues. Improved working relations between government leaders and TCDD member CSOs at district level has made government to become more accountable and transparent in both priority setting and budget allocation.<sup>2</sup>

Ten (10) one –day district feedback seminars have been attended by 537 participants (201 female and 336 male) including local elected leaders (Councillors and MPs), stakeholders' e.g. local government officials and CSOs. The 3-year TCDD strategic plan was reviewed; 500 brochures, 600 posters and fliers produced and disseminated; three dissemination, policy, lobbying and advocacy meetings have been conducted with 112 MPs; and technical assistance in the field and follow-up of PETS implementation have been carried out. The TCDD has networked with local and international organizations such as Afrodad based in Zimbabwe, Reality of Aid Africa based in Kenya, Policy Forum, FemAct, Jukwaa la Katiba Tanzania, TGNP, LHRC etc. on national issues. In such sharing, the TCDD findings by its members at local level are channeled to the national level for advocacy and policy influence.

Although it is difficult to attribute the change at impact level to TCDD alone, the level of awareness and understanding of MKUKUTA II is relatively high in CSOs and citizens as in project areas. Problems facing education and health in Tanzania are now being debated openly and widely throughout the media and other different fora countrywide. Feedback and advocacy have influenced government to re-allocate more funds to the primary and secondary education and has promised to employ all graduate teachers for secondary schools; and to provide bursary for those aspiring to undertake degree courses in education.

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<sup>1</sup> **Duty Bearers** constitute government officials charged with service delivery responsibility on the *supply* side of accountability while **Rights Holders** constitute community members and their local organizations on the *demand* side of accountability.

<sup>2</sup> TCDD (2011), Progress report on poverty monitoring and policy advocacy project, Period July-December 2011

The project is highly promising in terms of sustainability because the capacity developed amongst CSOs and community members and the awareness raised will be there to stay. Besides, poverty monitoring teams have been established and are actively conducting their feedback disseminating meetings and engage in follow-up responsibilities. These institutions will continue to exist even after the end of the project.

On organization, the Coalition Secretariat has maintained a small team of five staff in a rented office in Dar es Salaam. So far their performance has been efficient. However, the evaluation team sensed an overload likely to become a de-motivator in the long run and might work against programme efficiency. The TCDD should therefore consider balancing the overload with incentives or possible staff recruitment to fill the skill gaps in the areas of Monitoring and Evaluation as well as Policy Analysis and communication.

### **Lessons Learnt**

The evaluation drew a number of lessons from project implementation. These include –

- i) Engaging with government leaders at local level is very critical for influencing policy change at this level where resources are spent and services delivered.
- ii) Implementing the programme through member organizations is cost-effective and cultivates ownership of the programme and has potential for sustainability.
- iii) Raising awareness among the community regarding domestic debt stimulates community concerns which alarm the government to react (positively or negatively).<sup>3</sup>
- iv) Involving in dialogue and information dissemination, including publication, sensitization and media engagement strengthens public awareness which is crucial for influencing policy makers for change.
- v) Most CSOs require skills, knowledge and understanding for effective and efficient poverty monitoring and budget tracking.
- vi) Through working together in one district on one issue, CSOs can have their collaboration and cooperation enhanced, hence act collectively for more power and quality results.
- vii) Cross learning and sharing of experiences between different networks (thematic and generic) adds value to the advocacy work that is done at a national level which at the end leads to social transformation.

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<sup>3</sup> In this case, President Jakaya Kikwete of the United Republic of Tanzania reacted negatively by insisting that the government will continue borrowing for the betterment of the country. This reaction has heated up the debate.

## Conclusions and Recommendations

The report makes the conclusions and recommendations as summarized in the table below:

Conclusions	Recommendations
Issues of debt, aid and poverty reduction still relevant for Tanzania context	<b>Recommendation 1:</b> Debt and Aid issues should remain in mainstream of TCDD activities.
TCDD members weak in terms of resources	<b>Recommendation 2:</b> TCDD should plan a fundraising strategy to diversify funding sources and establish a basket fund
There is competence gap at TCDD Secretariat	<b>Recommendation 3:</b> Recruit competences of M&E and Policy Analysis and Communication.
Staff remuneration is low and about to become a de-motivator	<b>Recommendation 4:</b> Staff salaries to be reviewed to match the average in the development NGO market.
Service delivery is mandate of LGAs	<b>Recommendation 5:</b> TCDD should engage LGAs for dialogue on transparency and accountability
TCDD operates from rented office space which threatens sustainability	<b>Recommendation 6:</b> TCDD should mobilize its members to contribute for construction of TCDD office premises.
Results of TCDD research work have been ephemeral.	<b>Recommendation 7:</b> The TCDD should publish as much of its research findings as possible, in popular versions to broaden audience and improve information sharing.

## ACKNOWLEDGEMENTS:

We would like to express our appreciation first and foremost to the Chairperson and members of the TCDD Steering Committee, the Executive Director and all the staff of the Coalition Secretariat for their warm reception and kind assistance throughout this process. In addition, our respondents were invaluable in giving of their time and views, in the various forms, physically, on-line or on telephone to aid the evaluation – including the EED staff responsible for Tanzania, as well as the many dozens of others we interviewed from civil society organizations, government and ordinary citizens. We humbly say thanks to you all.

*Arcardo L Ndawalla*

*Eke A Mwaipopo*

## ABBREVIATIONS & ACRONYMS

AGM	Annual General Meeting
AFRODAD	African Forum and Network on Debt and Development
BAKWATA	Baraza Kuu la Waislamu Tanzania
BoT	Bank of Tanzania
CCT	Christian Council of Tanzania
CSO	Civil Society Organization
DED	District Executive Director
DESUNE	Development Support Network
FBO's	Faith Based Organizations
EA	East Africa
EED	Evangelischer Entwicklungsdienst e.V
EJAWASO	Elimisha Jamii Wanawake Songea
ELCT	Evangelical Lutheran Church of Tanzania
FAWOPA	Shirika la Faidika Wote Pamoja
ICISO	Iringa Civil Society Organizations
KIUNGONET	Kigoma & Ujiji Non-Governmental Organizations Network
LG	Local Government
LGA	Local Government Authority
LGRP	Local Government Reform Program
LINGONET	Lindi NGOs Network
LSRP	Local Sector Reform Program
MANGONET	Masasi NGOs Network
MBENONET	Mbeya NGOs Network
MD	Municipal Director
MDG's	Millennium Development Goals

MKUKUTA	Mkakati wa Kupunguza Umaskini na Kukuza Uchumi Tanzania (see NSGRP)
MP	Member of Parliament
MoEVT	Ministry of Education and Vocational Training
MoF	Ministry of Finance
MSD	Medical Stores Department
M&E	Monitoring and Evaluation
NCA	Norwegian Church Aid
NGO	Non-Governmental Organization
NSGRP	National Strategy for Growth and Reduction of Poverty (see MKUKUTA)
PETS	Public Expenditure Tracking Survey/System
PFMP	Public Financial Management Program
PSRC	Public Sector Reforms
RANGO	Rukwa Association of Non-Governmental Organization
SAM	Social Accountability Monitoring
SAMC	Social Accountability Monitoring Committees
SEMA	Sustainable Environment Management Action
TAHEA	Tanzania Home Economics Association
TCDD	Tanzania Coalition on Debt and Development
TEC	Tanzania Episcopal Conference
TEDG	Tanzania Ecumenical Dialogue Group
ToR	Terms of Reference
UNDP	United Nations Development Program
VEO	Village Executive Officer
WEO	Ward Executive Officer
WRDP	Women's Research and Documentation Project



# CHAPTER 1

## INTRODUCTION AND BACKGROUND

### 1. INTRODUCTION AND BACKGROUND

---

This chapter presents an introduction to the external evaluation of the project on **Poverty Monitoring and Policy Advocacy in Tanzania** operated by the Tanzania Coalition on Debt and Development (TCDD). The project is implemented through member organizations (NGOs, FBOs and CSO networks) in various regions of the country. The chapter provides background information on the project and presents the purpose and objectives of the evaluation. Forming part of the chapter also is the description of the structure of the report document. This report document presents the output of the evaluation.

#### 1.1 OBJECTIVE AND PURPOSE OF THE EVALUATION

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The evaluation has been intended to affirm if at all there is any change that has taken place (or is beginning to take place) among the target communities and their local institutions as a result of the intervention; to measure how the intervention has been relevant to/or has influenced national poverty reduction policies and strategies; to assess the approaches employed in engaging with communities and show how effective they have been together with the availability/adequacy and utilization of resources; and to generate conclusions and recommendations for improvement in focus, design and implementation of the intervention in future.

The purpose of the evaluation exercise is three-fold to: assess the state of governance and receive suggestions on possible strategies for improvement; reveal relevance of the project and open-up possibilities for continuation of interventions; and provide some form of accountability of TCDD to its constituent members, stakeholder communities, the government and donors. Since the project is coming to an end in December, 2013 TCDD sought to conduct an evaluation so as to look back and assess its performance against its mission, goals and objectives. It is anticipated that the results of the evaluation presented in this report will also enable the funding agents to see whether their funds have been spent appropriately and cost-effectively. On the part of the TCDD Annual General Meeting, Steering Committee and the Secretariat, the evaluation results are expected to feed into the preparation/formulation of the next Project Funding Proposal for the Tanzania Coalition on Debt and Development (TCDD).

#### 1.2 BACKGROUND TO THE TCDD

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The Tanzania Coalition on Debt and Development is a Coalition of over 80 CSOs in Tanzania that have dedicated themselves to undertake lobbying and advocacy activities on policy, budget, debt cancellation, poverty reduction and sustainable human development. Hence, membership to TCDD is demand driven so long as the aspiring member organization is duly registered with appropriate NGO regulatory institutions. Initially, TCDD was launched as a loose Coalition in 1998, and then officially registered as a Non-Governmental Organization on

17<sup>th</sup> December 2007 with Registration Certificate No. 00NG0/0260 under the Non-Governmental Act No. 24 of 2002. Member organizations include FBOs, NGOs, Networks and Forum across all sectors.

The TCDD has vision of – *“Freedom from an unsustainable debt burden and abject poverty, characterized by pro-poor people-centred development based on full participation of the people in policy-making, implementation and monitoring from the grassroots to the national level.”* To realize its vision, the Coalition has a mission to be *“a civil society platform committed to capacity building and mobilization for lobbying and advocacy for economic justice and pro-poor development. Seeking to campaign for sustainable foreign and domestic official debt and effective civil society involvement in the formulation and implementation monitoring of government policies that impact upon the lives of poor people.”*

### **1.3 DESCRIPTION OF THE PROJECT**

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The current phase of the project was launched in January 2011 with a fund of EURO 278.000,00 (Two Hundred and Seventy Eight Thousand Euro) granted to TCDD by the German Association of Churches - Evangelischer Entwicklungsdienst E.V. (EED) out of grants of the Government of the Federal Republic of Germany. The funding was granted following TCDD's project proposal dated September 13, 2010.

The project scope covers three aspects of – i) PRS Monitoring (including budget tracking); ii) Advocacy and Lobbying (including campaigns); and iii) Networking and dissemination of results. The project seeks to strengthen civil society and increase civic (community) participation through accountable governance (responsible governance) by monitoring the effective implementation of MKUKUTA II in context of public budgetary resources allocated for social services delivery (secondary education and health care) and use the findings to advocate and lobby for accountable and transparent system for managing public resources which in turn curb corruption and unsatisfactory service delivery in the 24 selected districts.

The purpose of the project is to enhance the capacity of TCDD Member CSOs at district level to collaborate with communities monitor MKUKUTA II in the context of enhancing accountability and transparency in public service delivery. According to the project proposal, the project which engages at two levels (i.e. the local CSO level and the national parliamentary level) endeavoured to achieve the following two immediate objectives by the end of the project phase:

**i) At local level**

At least two-thirds (66%) of the 72 targeted CSO are monitoring the implementation of the poverty reduction strategy (MKUKUTA II) at local level (district / ward) independently – especially with regard to education and health. They inform and mobilise the local community to hold their government accountable.

**ii) At national level**

The Parliamentary Committee on Social Services is aware of the situation in the project region and lobbies its government to increase financial, human resource and materials to secondary schools and health facilities.

The proposal suggested the following indicators will be applied to measure the degree of achievement of the project objective:

### **At local level**

- CSOs are issuing monitoring reports regarding the implementation of MKUKUTA II at district and ward level (especially with regard to education and health).
- The local communities are seeking to engage with their local government and are making use of the knowledge gained through the interaction with the CSO.

### **At national level**

- The Parliamentary Committee on Social Services is making use of the information provided by TCDD and takes up demands from TCDD.
- Members of the Committee are showing concern and interest by visiting project districts.
- The working relations between TCDD and the Committee become more intense and trustful (to be noticed by an increase in informal talks or by an increase in committee members seeking advice or information from TCDD).

## **1.4 THIS EVALUATION AND INTENDED USERS OF FINDINGS**

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The evaluation findings of this evaluation are primarily intended for:

- i) TCDD Steering Committee and management who will be the main users of the findings and recommendations in future programming, community engagement and policy influence;
- ii) TCDD member organizations for self-assessment and understanding of their own work in a broader perspective as well as for steering future interventions to ensure they address their concerns.
- iii) Donors for feedback on whether their support (funds) have been used for agreed purposes and on issues of accountability and cost effectiveness
- iv) Government and its regulatory institutions for feedback on accountability, transparency and ensuring safeguards and coordinated planning in broader nationwide interventions.

## **1.5 STRUCTURE OF THE REPORT**

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This report is divided into six chapters. Chapter 1 presents the introduction of TCDD, description of the project, objective and purpose of the evaluation and intended users of the findings of the study. It also describes the report documents to facilitate navigation. Chapter 2 is on the design and methodology of the evaluation, the targeted respondents, tools used and the reporting of feedback.

Chapter 3 covers findings of the evaluation categorized in their areas of relevance, effectiveness, efficiency, impact and sustainability of the project benefits. Chapter 4 is about organizational analysis focusing on issues of governance, availability and utilization of resources, leadership and staff welfare. Chapter 5 dwells on lessons learnt from project design, implementation and impact, while Chapter 6 brings together the logical conclusions of the evaluation and the recommendations for future improvement arising from the conclusions.

## CHAPTER 2

# EVALUATION DESIGN AND METHODOLOGY

This chapter presents the evaluation design and methodology employed by the evaluation team to assess the performance of TCDD against objectives and drawing conclusions and recommendations for the future.

## 2.0 EVALUATION DESIGN AND METHODOLOGY

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Consistent with the ToRs, TCDD's broad membership and the purpose of the evaluation, the evaluation team planned and carried-out the assignment in a participatory manner. The evaluation involved a wide range of stakeholders to include – the Coalition's CSOs members, beneficiary community members and their local institutions taking into account factors like social group, class, gender, age etc. Also, it involved local and central government personnel, elected leadership (i.e. Councilors and MPs). The intention to open-up communication channels to all social groups was achieved through use of appropriate participatory tools and methods such as – Focused Group Discussions, interviews, on-line interviews and telephone interviews.

At introduction, the Consultants team met the TCDD management team to share on the comments on the ToRs, work-plan, schedule of work and modality to be employed in executing the assignment<sup>4</sup>. Also, the meeting, *inter alia*, discussed the role of the client in supporting the implementation and the desired output of the assignment. The initial consultations aimed at setting the stage, stating and clarifying expectations and work planning.

## 2.1 EVALUATION TOOLS DEVELOPMENT

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The evaluation team used a combination of methods to gather and collect different sets of data for evaluation and analysis and formulation of conclusions. The team developed the following set of tools for collecting information:

**Stakeholder Analysis tool:** The special stakeholder analysis tool analyzed the stakeholders of TCDD on the basis of functions that are considered critical to the organization and effectiveness of the project. The stakeholder analysis was important for the evaluation team to make decisions on who should be targeted for evaluation.

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<sup>4</sup> The discussion on ToRs included the following Guidelines from EED

- i) EED evaluation concept, Annex: Recommended Guideline for the preparation of Terms of Reference (ToR) for Evaluations (June 2010)
- ii) Annex 1: Definitions of DAC Criteria and further (DAC-) Standards with regard to evaluation methodology, process and reporting
- iii) Annex 2: Recommended table - overview about conclusions, recommendations and lessons learnt

**Checklists:** A checklist for the evaluation was developed taking into consideration the ToRs as well as the agreed evaluation framework. The checklist and other tools were translated into Kiswahili from English in order to facilitate understanding and smooth communication during the implementation of the evaluation. These have been attached to this report as **Annex II**.

**Questionnaire:** The Evaluation Team also used an on-line Evaluation Questionnaire which comprehensively covered the question items of all evaluation components for members who could not be reached physically.

## **2.2 Methodology**

Thirty six (36) consultancy days were allotted to complete the evaluation, which took place in the period May/June, 2013 in the following breakdown:

3 – Days spent on the lead-in period i.e. briefing, orientation, discussion of ToRs and contracting formalities;

6 – Days mainly documentary review and inception, including agreeing on work-plan and its logistical implications;

18 – Days fixing and holding meetings and interviews, telephone communication, e-mail communication and compilation of data;

7 – Days analysis of findings and report writing;

1 – Day presenting the Draft Report to a stakeholder meeting; and

1 – Day incorporating comments and finalization of the report.

**Key background documents** for reading and review on TCDD and its context in Tanzania were made available. Included were Government of Tanzania policy documents (such as The National Strategy for Growth and Reduction of Poverty (NSGRP/MKUKUTA), MDGs and internal documents including The TCDD Evaluation Report 2010, The EED Evaluation Concept, Audited Financial Statements 2011 and 2012, Annual Reports 2011 and 2012, Staff Regulations, Strategic Plan 2013-2017, TCDD-EED Agreement of Cooperation, Audit Agreement and work plans.

**Lists** of names and contact addresses of potential interviewees were provided and key informants such as Steering Committee members, The major stakeholders including NGO Networks, members of other CSOs, members of Parliament, government officials at local and national levels, EED contacts and others.

**Interview** – physical, online and telephonic were conducted and questions were devised according to the type of informant, keeping in mind adequate consistency overall for analysis. Not all on the initial list were available nor was time sufficient to interview each of them. For example, the majority of government/parliament figures were unavailable as they were in Dodoma for the budget parliamentary session. Responses from EED representative were received via e-mail. The complete **List of People Interviewed** with dates and affiliations can be found in **Annex. IV**).

## 2.3 THE REPORT

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Findings were analyzed and compiled into a report, according to the following format which had been proposed by evaluators and agreed with TCDD:

- Executive summary or overview
- Acknowledgement
- Abbreviations and acronyms
- Six chapters covering introduction of the project, methodology of the evaluation, findings of the evaluation and logical conclusions and recommendations
- Annexes as noted above and any others viewed as relevant by the evaluators (TORs, lists of people interviewed, bibliography, detailed analysis, etc)

Initial key findings and recommendations were presented to the EED and circulated amongst stakeholder for comment. Comments were incorporated and the current report submitted in the last week of June, 2013.

## CHAPTER 3

### KEY FINDINGS OF THE EVALUATION

This chapter presents the assessment of TCDD performance against objectives focusing on aspects of project relevance, effectiveness and efficiency of project implementation. It also looks at the change in the poverty situation and social accountability that can be attributed to the project in form of impact. Further it presents the efforts of the project to sustain its benefits to community beyond the life span of project implementation.

#### 3.1 PROJECT RELEVANCE

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This section constitutes the assessment of relevance of the project to the target group, the country and other parties. Also it gives an assessment of the rationale of the program in the Tanzanian context.

##### **Rationale and context of the project**

The rationale of the project is based on the fact that in spite of the various poverty reduction initiatives Tanzania still remains among the group of 25 poorest countries of the world with per capita income of 535 US dollars in current terms<sup>5</sup>. According to the UNDP, Tanzania ranks 152<sup>nd</sup> out of 187 countries<sup>6</sup>. The proportion of the population below the basic needs poverty line declined only slightly from 35.7% in 2000/1 to 33.6% in 2007, and the incidence of food poverty fell from 18.7% to 16.6% over the same period<sup>7</sup>. Poverty rates are highest in rural areas but urban poverty has been on the increase. Indicators of poverty in urban areas include mushrooming slums, poor access to social services, deteriorating safety (especially to women and children) and increasing incidence of crime. Women and youth are more vulnerable to poverty because of the inherent discriminatory structures. Despite some achievements and sustained economic growth over the past decade, there has been very little impact on improvement of the livelihoods of the poor<sup>8</sup>. This also indicates that the country's governance is weak. Hence, the need to empower local communities and their local institutions (TCDD members) with knowledge, skills and tools for monitoring public income and expenditure and pressing for accountability and improved public service delivery.

Interviewed respondents indicated, *inter alia*, that accountability interventions following up on income and expenditure have been exerting pressure on policy makers and the government in general. As a result, government has been responding by delivering its promises (which had not been fulfilled) in service delivery. Rapid population growth, growing social inequalities, climate change and unreliable crop markets were pointed out as some of the contributory factors to persistent poverty in communities.

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<sup>5</sup> World Bank Statistics 2012

<sup>6</sup> UNDP Human Development Index 2011

<sup>7</sup> Tanzania Demographic and Health Survey, 2011

<sup>8</sup> Tanzania Demographic and Health Survey, 2011

## Relevance of project in relation to country priorities

To combat poverty, Tanzania has developed the vision 2025, and the National Strategy for Growth and Reduction of Poverty (NSGRP I and II)<sup>9</sup>. The poverty eradication strategies did not realize their goals because of: inadequate participation by communities in developing their plans; corruption and public financial mismanagement; inadequate financial resources; and failure of decentralization by devolution, which has seen most of the decisions being made from the centre. *Evaluators learnt from CSOs as well as LGA officials of the TCDD contribution to the broader national poverty reduction initiatives i.e. MKUKUTA II. They have been complementing broader national poverty reduction initiatives and stakeholder involvement from local to national level. The similar interventions include programmes such as - SAPT of Forum Syd; Act of DFID; SAM of Policy Forum; Citizens voice and Accountability of World Vision Tanzania; Public Accountability (PATA) of SNV Tanzania; Twaweza; Uwezo of TEN/MET; Mkakati Haki - Wajibu of ActionAid; PACT Tanzania's - Strengthening Transparency, Accountability and Responsibility (STAR); Wajibika of USAID; the Swiss Development Cooperation; and a myriad more of interventions.*

Governance in Tanzania is weak, laden with corruption, lack of transparency in the government system, misappropriation of public resources, violation of human rights and growing inequalities in society. Among the citizenry, this has stimulated public mistrust to their government. Citizens individually and through their institutions (NGOs, trade unions, etc.) are making efforts to call government to deliver on its promises. Protests against government failures to improve working conditions are on the increase in the education and health sectors. In response to this state of affairs, the government itself has introduced programmes to respond to citizens' demand for accountability including access to public information.

The reforms and programmes include - the Public Sector Reforms Program (PSRP), Public Financial Management Programme (PFMRP), Legal Sector Reform Programme (LSRP), and Local Government Reform Programme (LGRP) together with sector reforms<sup>10</sup>. To enhance good governance, a number of institutions have been established<sup>11</sup>. All the above mentioned initiatives by the government have not been successful in addressing accountability failures<sup>12</sup>. This possibly because they have not been involving the citizenry with their community institutions that have been regarded as passive subjects at the receiving end. The poverty monitoring and policy advocacy intervention by TCDD brings in the important element of stakeholder involvement as well as establishing a link between community members and their government in following-up accountability, influencing policy towards pro-poor development.

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<sup>9</sup> The NSGRP is also referred to in Kiswahili as Mkakati wa Kukuza Uchumi na Kupunguza Umasikini (MKUKUTA)

<sup>10</sup> URT, PMO-RALG, "Local Government Reform Programme, Joint Government – Donor Review, October 2004", Final Report, 1 December 2004

<sup>11</sup> The institutions include the ministry for good governance and political affairs, Prevention of corruption bureau (PCCB), Commission for Human Rights and Good Governance, Controller and Auditor General (CAG) and various oversight committees of the parliament. The government has also subscribed to the African Peer Review Mechanism in order to facilitate good governance and accountability.

<sup>12</sup> Norad (2011) Joint Evaluation of Support to Anti-corruption Efforts in Tanzania; Country Report 6/2011- study; Submitted by ITAD with LDP

## Relevance of project in relation to target communities

The evaluation found out that the the project has been involving district level member CSOs in training workshops, awareness raising, developing their understanding of MKUKUTA II and imparting knowledge and skills on how to monitor the MKUKUTA II poverty reduction strategies in the education and health sectors at local level. Interviewed local government authority officials appreciated the work done by TCDD in that it made LGA staff at the local level more transparent and accountable, which is part of their obligation to the community they serve.

Besides, the project has engaged in service delivery research studies in the sectors of education and health at the grassroots level of community. These studies have been able to uncover issues of concern to communities in terms of efficiency and effectiveness of service delivery at local level. In this way, coupled with discussions at dissemination seminars, the project has been a mouthpiece for community members to articulate their concerns. Issues of equitable access to quality secondary education and health services at the local level have been in the mainstream of TCCD's engagement with its members and their communities. In other words, the intervention has been an eye opener to community members who have benefited by gaining awareness of the realities in development planning, budgets and their implementation in service delivery.

Specifically, the issues pointed out by respondents include those of – quality and number of teachers and health providers, adequacy of teaching facilities (eg books, laboratory equipment, desks and other materials).



PHOTO NO 1: HEADMASTER'S OFFICE NEW KIOMBOI SECONDARY SCHOOL:  
IRAMBA DISTRICT

It also touches on sensitive issues like that of low teacher salaries. On the part the health sector there are issues of inadequacy of health facilities, qualified health staff and poor health infrastructure, equipment and loss and pilferage of medical supplies. All these remain important areas to address because the government has not been able to monitor everything in these sectors considering the large size of the country.



**PHOTO NO 2: WOMEN ATTENDING CLINIC AT MATUI DISPENSARY, KITETO DISTRICT**



**PHOTO NO 2: A BATHROOM STRUCTURE FOR GIRL'S STUDENTS AT DOSIDOSI SECONDARY SCHOOL**

However, despite the relevance of the probed areas and findings of the project's research studies, the results have been ephemeral in the sense that, apart from dissemination seminars, there has been limited sharing beyond those who were involved in the process. This report recommends that TCDD should publish as much of its research findings as possible and in simple accessible popular version so as to improve information sharing.

### **Changes in project context during implementation**

Eversince its inception in 1998 as a loose coalition, the TCDD has been championing issues of accountable governance such as awareness raising on poverty reduction processes, capacity building for policy engagement, poverty monitoring and budget tracking. On the other hand TCDD has been campaigning on Economic Justice, which consists of two main projects, namely (a) debt; and (b) trade and trade-related issues; Not only that but also TCDD has been a pioneer of networking by involving (a) dialogue with various policy makers within and outside Tanzania; and (b) information dissemination, which includes publication, sensitization and media engagement. The social accountability problem being addressed by TCDD is a broad one which requires a wide range of interventions contributing to one goal in order to bring about significant change. Hence, despite their successes, the interventions by the TCDD project have not been able to change the accountability situation to get rid of poverty country-wide. These prolific endeavors have only been fruitful in their respective area due to the small coverage of the project operating in 24 districts within the country which has over 160 LGAs<sup>13</sup>.

Interviewed respondents pointed out that the poverty situation and weak governance have persisted because, apart from people involved in capacity building by organizations like TCDD, the rest are either completely unaware of their rights or, if they know their rights, they do not know how to claim them. The respondents boasted of their knowledge of tools like PETS and SAM.

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<sup>13</sup> The project operates through District level Coalition members in the regions of Dar es Salaam, Morogoro, Mara, Mwanza, Kagera, Kigoma, Njombe, Mbeya, Iringa, Mtwara, Lindi, Arusha, Manyara and Singida.



**PHOTO NO 4: STRATEGIC PLANNING WORKSHOP**



**PHOTO NO 3: TRAINING MEMBERS ON POLICY ADVOCACY**

### **Relevance in relation to donor priorities**

Responding to questions on the relevance of the project to donor priorities, one member of the TCDD Secretariat observed that donors have been keenly interested in seeing debt cancellation for the benefit of improved service delivery to communities and contribution to poverty reduction processes. It is in this light that TCDD members and their communities take obligation to monitor budgets, income and expenditure.

## **3.2 EFFECTIVENESS**

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This section assesses the extent to which intended results or outputs of the program have been realized. It also looks at the comparison between what was expected and the actual results.

### **Expected achievement of objectives at local level**

The project was intended to ensure that at least two-thirds (66%) of the targeted CSO are monitoring the implementation of the poverty reduction strategy (MKUKUTA) at local level (district / ward) independently – especially with regard to education and health. The CSOs were also expected to inform and mobilise the local community to hold their government accountable.

In preparing CSOs for poverty monitoring, during the year 2011, two skills training seminars on poverty monitoring and budget tracking were conducted for districts based CSOs in Mwanza for the Lake Zone and Iringa for the Southern Zone. The three-day seminars aimed at equipping participants with skills and knowledge on how to monitor poverty and track budgets. Participants came from among TCDD members who had not attended such seminars in the past as well as those who had attended but did not gain enough knowledge. A total of 40 CSOs were represented by 40 participants, among them 14 (i.e. 35%) were women.

Besides, the training subjects included creating knowledge and understanding of MKUKUTA, the Secondary Education Development Programme (SEDP) and the Health Sector Development Programme (HSDP). Also, participants were exposed to research methods in poverty monitoring and to planning and budgeting process at municipal/district levels. The main objective was to enable CSOs to independently monitor MKUKUTA and track budget at

their districts. The other objective was to train district CSOs so that they would also train communities in poverty monitoring.

In 2012 TCDD conducted training workshops and seminars on poverty monitoring at Makambako and Dodoma. The events attracted participants from various regions including – Dodoma, Morogoro, Shinyanga, Mara, Singida, Kigoma, Mwanza, Manyara, Tabora, Bukoba, Pwani, Iringa, Lindi, Mtwara, Ruvuma, Rukwa and Mbeya. The table below presents numbers of participants to the events.

**TABLE 1: WORKSHOPS AND SEMINARS ON POVERTY MONITORING**

Venue	Participants		Total
	Female	Male	
<b>Makambako</b>	9	10	19
<b>Dodoma</b>	4	15	19
<b>Total</b>	13	25	38

After receiving training, TCDD member CSOs engaged with local government leaders, heads of secondary school and primary health facilities to collectively mobilise resources and data for use from those institution. In the field work local government leaders provided great assistance to TCDD member CSOs at district level in accessing data and information needed for production of final monitoring report.

All ten (10) member CSOs who engaged in the poverty monitoring activities have produced their monitoring reports showing, among other things, the data collection and compilation process on Education and health issues in their respective areas. A national report has been produced that is now used for dissemination, sensitization and Advocacy for changes in the area of education and health sectors.

The TCDD Annual Report for 2012 indicates that, at community level in project areas, the engagement with local government leaders has been easy and increased. Through this engagement, communities' demands for their rights have been increased and, as a result, service delivery in the education and health sectors has also improved<sup>14</sup>.

#### Challenges in implementing training activities

The duration of the training was short and could not allow the delivery of knowledge and skills that could make the trainings more effective. This was observed from training evaluation as well as in the field from the difficulty that CSOs encountered in compilation and analysis of data obtained from the field work, data administration and report writing. On this challenge the evaluation team recommends extension of training duration and continued technical assistance. The TCDD should consider changing its approach of engagement of districts in that a selected set of districts for the entire three-year project phase period for bigger results and change.

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<sup>14</sup> The districts involved were - Morogoro, Dodoma, Masasi, Kibaha, Lindi, Mbarali, Iramba, Kiteto, Tarime, and Kibondo

## Other relevant interventions

At the local level, TCDD collaborated with the Norwegian Church Aid (NCA) has conducted training, coaching and mentoring on how to execute Public Expenditure Tracking Surveys (PETS). The training workshop targetted – religious leaders at grassroots level among inter-faith groups. Five districts were involved as a means of building capacity for local community members to demand transparency and accountability from their leaders. For the purpose of effectiveness, local leaders (VEOs and WEOs together with elected leaders) were targeted by the training. Although these activities (ie above mentioned PETS) benefited from other funding, they involved the Coalition members and complemented the mainstream work of the Coalition to hold the government accountable in the delivery of social services, especially in the health and education sectors.

TABLE 2: PETS TRAINING CONDUCTED BY TCDD

District	Date	Organization
Kilindi	25 <sup>th</sup> - 29 <sup>th</sup> June 2012	BAKWATA
Same	8 <sup>th</sup> - 12 <sup>th</sup> October 2012	CCT
Geita	22 <sup>nd</sup> – 26 <sup>th</sup> October 2012	CCT
Bahi	5 <sup>th</sup> – 9 <sup>th</sup> November 2012	CCT
Kasulu	15 <sup>th</sup> – 19 <sup>th</sup> November 2012	TEC

Poverty monitoring teams have been formed at the local level (district and ward) in 22 districts (out of the planned 24 districts) in the education and health sectors targeting selected secondary schools and health facilities. In each of the 22 districts 10 secondary schools and 5 health facilities were visited. Training introduced mechanisms to CSOs that have enabled them to influence behavior change on duty bearers<sup>15</sup>. In general terms, service delivery from local government authorities and relations at local government level in program areas have improved tremendously as testified by community members, local leaders and local government officials.

The TCDD Progress Report for 2011 shows that data obtained from monitoring is shared with government officials, hospital and school managers at district levels and explanations for shortfalls in realizing MKUKUTA II targets and budgetary allocation are disclosed and mitigation measures put in place. Also, the information has been used for developing district action plans and strategic planning. As a result of this mutual complementarity, there is acknowledgement by the central and local government for the efforts being done by TCDD to empower civil society organizations and local people to be able to openly discuss service delivery problems and therefore participated in decision making process on matters affecting daily life. On the other hand gender mainstreaming in project activities has enhanced participation of women in policy advocacy, training seminars, involvement of women MPs and

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<sup>15</sup> **Duty Bearers** constitute government officials charged with service delivery responsibility on the *supply* side of accountability while **Rights Holders** constitute community members and their local organizations on the *demand* side of accountability.

championing issues that focus on gender equity issues. Improved working relations between government leaders and TCDD member CSOs at district level has made government to become more accountable and transparent in both priority setting and budget allocation.<sup>16</sup>

The TCDD conducted a Planning, Monitoring and Evaluation Workshop which was facilitated by a consultant from EED in collaboration with local consultants from DESUNE, Mwanza. The Coalition collaborated with AFRODAD from Zimbabwe to hold a validation meeting on the Tanzania Domestic Debt research which will be released in 2013.

#### Education service delivery monitored and findings

On this the evaluation noted reported poverty monitoring activities in the regions of Rukwa, Njombe, Mbeya, Singida, Morogoro, Pwani, Manyara, Lindi and Kigoma. In the first year of this project phase (2011), the Rukwa Association of Non-Governmental Organization (RANGO) and the consortium of COCODA, NJODINGO and PROMISE of Njombe region conducted monitoring in the education and health sectors in their respective regions. While the monitoring in Rukwa covered seven (7) wards, in Njombe it covered five (5) health facilities and ten (10) secondary schools.

In both cases the monitoring findings uncovered issues of accountability failure to include – local government authorities using outdated demographic information. For instance, in both cases the local governments used data from the 2002 census (i.e. ten years ago). This was applicable to both the education and health sectors. The findings showed an urban bias in numbers of secondary schools leaving rural areas with fewer schools. The schools were poorly staffed in skills and numbers. The reports show a teacher – pupil ration of 1:55 which is higher than the minimum standard allowed by the Ministry of Education and Vocational Training (MoEVT). Moreover, the teacher deficiency made some schools to deploy certificate holders in secondary schools.<sup>17</sup> The monitoring further reported that there were no services for pupils with special needs (i.e. those with disabilities). This covered - the special teaching learning methods and materials as well as physical facilities and equipment.

The monitoring also reports inadequacy of support staff in schools as well as school infrastructure (e.g. classrooms, laboratories, libraries, teachers' houses, offices etc.). This inadequacy culminated in high classroom- pupil ratio of an average of 1:60 (pupils) against the allowed standard of 1:45. Also reported was the drop-hole pupil ratio which was very high at 1:34 and besides the available latrine facilities were reported to be unfriendly to pupils with special needs (e.g. those with disabilities, girls in their menses and general lack of privacy). The textbook-pupil ratio was reported as high as 1:26 and pass rate was reported to be low all over.

Also reported was high pupil drop-out at secondary school level beyond the 5% that MoEVT has been struggling to lower at all levels. The causes of drop-outs were listed as - pregnancy, truancy, environmental hardships, lack of food at schools, inadequacy of essential infrastructure and services e.g. transport, low level of cultural development (resulting in

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<sup>16</sup> TCDD (2011), Progress report on poverty monitoring and policy advocacy project, Period July-December 2011

<sup>17</sup> According to the government establishment, holders of Certificate of Education are meant to teach in primary schools while Diploma and Degree holders are for secondary schools.

superstition) and general low community awareness on the importance and value of education.

All the above findings by the poverty monitoring interventions constitute education quality and equity factors which militate against the first two goals of MKUKUTA Cluster II which aim at “1. *Ensuring equitable access to quality education at all levels for males and females, and universal literacy for adults, both men and women; and 2. Ensuring expansion of vocational, technical, polytechnics, and higher education, and improving non-formal and continuing education.*” After uncovering these factors, the CSOs went on to sharing the findings with local government staff and community members.

The monitoring also found out a number of process and organizational factors which, if improved, may contribute to the improvement of services in the education sector. They pointed out that schools have development plans. However, there was a very weak link between schools and the LGAs; a link through which schools and their communities could contribute ideas for inclusion to the district plan. Hence, the LGAs do not guide the budgeting process in schools. Besides, coordination and monitoring of funds for the day-to-day running of the schools was also said to be weak because the schools do not have book-keepers. This also culminates into poor school governance.

The 2011 monitoring reports recommended, *inter alia*, increase of education budget nationally as well as at school level; recruitment of qualified teachers in requisite competencies and numbers; improvement of infrastructure; and review of curriculum in order for the education system to respond to the obtaining needs of the day.

Following the 2011 poverty monitoring findings, in 2012 a bigger number of CSOs had been trained and prepared for the monitoring exercise. Eight (10) CSOs which included - the Mbeya NGO Network (MBENGONET) of Mbeya region; the Sustainable Environmental Management and Action (SEMA) of Singida region; Union of NGOs (UNGO) of Morogoro region; the Youth Partnership Countrywide (YPC) of Pwani region; the Kiteto Civil Society Forum of Manyara region; the Lindi NGO Network (LINGONET); and the Kigoma & Ujiji NGO Network (KIUNGONET) of Kigoma region, Elimika Tarime of Mara and SHIKUKI of Dodoma - all launched monitoring exercises in their respective regions. The following paragraph below is a summary of their general findings.

The monitoring reports showed that secondary schools in their general sense were adequate except that their quality and the quality of education processes taking place in them left much to be desired. The fact the enrolment increased without corresponding services being addressed worked against the quality of education provided. For instance, MANGONET reports that secondary school enrolment in Masasi district increased from 10,885 pupils in 2009 to 12,534 in 2011 without corresponding increased in teachers and teaching-learning materials. Drop-hole pupil ratio rose to 1:33 above the recommended minimum standard of 1:23; and demand for girls' dormitories grew higher. The mushrooming ward secondary schools lack coordination on how to plan and budget and besides there is no reliable method for disseminating income and expenditure reports to the public.

For the purpose of improvement in education service delivery safeguarding MKUKUTA goals of quality education and equitable universal access to education, the recommendations by the poverty monitoring teams revolved around - the need for improvement at school level;

suggested creation of some form of guidance by the district level to schools on how to plan and budget; and improving school governance eg in transparency through use of notice boards for income and expenditure reporting.

They also recommended – inclusive open debates involving community members, local government officials and teachers to deliberate on issues arising within the education sector; urged more research by CSOs in the education sector to decipher actual causes of education sector problems and find out solutions; made strong recommendation for the increase of the national education budget; and vouched for the education administration at all levels to get capacity building on good governance, raise public awareness and community involvement in educational planning and budgeting.

#### Health service delivery monitored and findings

On the part of the health sector, Cluster II of MKUKUTA aims to achieve the following two goals – *“1. Improving survival, health, nutrition and well being, especially for children, women and vulnerable groups; and 2. Increasing access to affordable clean and safe water, sanitation and hygiene.”*

The general picture painted by the monitoring was that the health sector has nationally been portrayed as having improved service delivery as a result of the Health Sector Reform Programme of which the main focus was on – encouraging private sector investment in the health sector; giving authority to district councils to run their own district hospitals; giving priority to preventive services; and encouraging community participation in the financing of their own health care services including cost sharing, establishment of community health funds in districts and expanding the catchment areas of the National Health Insurance Fund.

In all monitored regions the poverty monitoring teams found out achievement in the implementation of MKUKUTA in areas of - reduction of death of under 5; community members receiving health services within reach and doctor – patient ratio decreased from 1:127 in 2009 to 1:112 in 2010; availability of health education and improved livelihood; as a result, healthy individuals participate more in economic production activities; and in Njombe region, infant immunization improved from 92% in 2009 to 100.5 in 2010.

At the same time they identified challenges of - inadequate staff at local level health facilities, particularly specialist doctors, pharmacists, radiographers, chemists, assistant medical officers, dental surgeons, physiotherapists etc.; inadequacy of essential facilities in health centres, e.g. beds, ambulance services, sanitation facilities etc. The findings further indicated that, HIV/AIDS prevalence increased from 2009 M 5735, F 8182 to 2010 M 10773, F 14104; and poor involvement of community in playing and budgeting activities.

On community access to clean and safe water, sanitation and hygiene, the monitoring teams had difficulty accessing data on households, schools and health facilities with adequate sanitation and hygiene facilities because the Ministry of Health and Social Welfare (MoHSW) revised MKUKUTA indicators had not been communicated to the district level. However, the importance of access to clean water, sanitation and hygiene cannot be overemphasised. Good sanitation and hygiene, together with safe drinking water, have long been recognized as essential to keeping people healthy. At the same time, government actually devotes most of the resources to water supply than sanitation and hygiene.

The lack of access to sanitation and hygiene facilities adversely impacts on health, the environment and on access to education. The lack of access to safe water supply, sanitation and hygiene is the third most significant risk factor for poor health in developing countries with high mortality rates. Diarrhea alone is responsible for the deaths of 1.8 million people every year, 90% of whom are children under five. However, it is recognized that improved water quality reduces childhood diarrhea by 15-20%, while better hygiene through hand washing and safe food handling reduces it by 35% and safe disposal of children's feces leads to a reduction of nearly 40%.

According to the MoHSW the baseline statistics proposed for the MKUKUTA II indicate that only 23% and 27% of the households have access to improved sanitation in rural and urban areas respectively. The figures of access to Sanitation and hygiene facilities are higher in urban areas, low in rural areas and lowest in nomadic communities with sanitation access stood at 12%<sup>18</sup>. The table below presents revised MKUKUTA II Sanitation and Hygiene indicators.

**TABLE 3: THE MKUKUTA II – REVISED SANITATION AND HYGIENE INDICATORS**

Indicator	Baseline	Target 2015	Notes
<b>% households (urban/rural) with access to improved sanitation</b>	Urban: 27% Rural: 23% (JMP 2010)	Urban: 45% Rural: 42%	As per the draft Sanitation and Hygiene Policy / WHO – UNICEF JMP definitions have been used and targets proposed using data from JMP March, 2010 update, and reflects reducing those without access by 25%.
<b>% of households (urban/rural) with a designated place for hand washing with soap and water.</b>	No official baseline	25%	Target developed based on MoHSW/UNICEF/WSP data.
<b>Case Fatality Ratio (CFR) from Cholera.</b>	3.0% (2008)	< 1.0%	CFR gives an indicator of Tanzania's capacity to manage awareness raising, infection control and treatment of patients in order to save lives.
<b>Number of pupils (girls/boys) per improved school latrine.</b>	Girls: 58 Boys: 64 (2008)	Girls: 40 Boys: 50	BEST, 2008

<sup>18</sup> Annual Water Sector Status Report, 2006-2007

Indicator	Baseline	Target 2015	Notes
<b>% schools with at least 1 functional hand-washing facility with soap and water for girls and for boys.</b>	No official baseline	15%	School mapping exercise indicates only 2% of schools hand washing facilities have soap and 10% have water.
<b>% Health facilities with at least one (1) client latrine and functioning hand washing facility with soap.</b>	63% of facilities have one client latrine (2006 Service Provision Statement Assessment). No official baseline on hand-washing facilities.	20%	Informally, coverage of hand-washing facilities with water and soap at health facilities assumed to be less than 1%.

**Source: MoHSW 2010**

In general terms, the implementation of health budgets has been encountering a myriad of problems which include – insufficient budgets to meet health needs; delayed subventions and so either delaying implementation or getting activities implemented rushed; political interference/decisions in technical fields mitigating against achievement of planned technical objectives; bureaucracy in the planning and budgeting process which is mainly centralised and so time consuming; and the untimely delivery of drugs and equipment to the rural facilities.

The monitoring exercise made the following recommendations for improvement of the health sector – health professional staff training, recruitment and allocation; development of health infrastructure (eg laboratories, wards, incinerators, morgues etc.); promotion of community contribution to health funds; provision of water and sanitation services at health facilities; and making electrical power available at health facilities.

Drawing from the above observation, the evaluation team learnt that the TCDD objectives (policy engagement on debt and debt-related issues; poverty reduction and sensitization and information dissemination on budget, income and expenditure monitoring) are being realized in project districts.

### **Expected achievement of objectives at national level**

At national level, the Coalition has engaged with the the Social Service Committee of the Parliament, collaborated with government and institutions involved in debt issues (including BoT, MoF). It organized dialogue sessions with members of the Parliamentary Committee on social services (education and health) in November 2011 with the objective to - enhance the capacity of MPs on how social services delivery especially health and education will be dealt with in writing a new constitution in Tanzania; involve the MPs in discussion and understanding of the MKUKUTA II structure and its financing; and draw attention of the MPs

on the poor quality of education in newly introduced ward secondary schools in Tanzania. A total of 27 Members of Parliament (14 females and 13 males) attended the dialogue.

The TCDD has held press conferences after which MPs became aware and started pressing government. They were shocked when they heard, at the press conference, that each Tanzanian citizen is indebted TSh. 450,000/=.

After TCDD shared its report with Parliamentarians, the MPs started using TCDD information on health and education as reference material in their discussions. As testimony to this, the Chair of the Community Development Committee, Hon. Jenista Mhagama requested TCDD to meet with her committee as often as possible to discuss issues from the grassroots related to education and health. In the previous Parliamentary Session, about 35 MPs referred to TCDD data to support their arguments. Moreover, during feedback seminars in project districts about 12 MPs attended those meetings.

Communication with the Social Service and Community Development Committees of the parliament has intensified. Since the commencement of the project in 2011, three (3) dissemination and advocacy meetings have been conducted between TCDD and members of parliament. A total of 112 members of parliament participated in these meetings.



PHOTO NO 4: ENGAGEMENT WITH MPS IN DODOMA FEBRUARY 2013

Much as the Coalition has achieved most of its objectives at output level, still it depend upon other actors in civil society and the public in general to bring about long lasting change. This is mainly because, TCDD is only one of the actors contributing to the long term goal of bringing about an accountable government.

### **Text Box 1: TCDD's Engagement Milestones at National Level**

- Planned Advocacy training for the media
- Submitted proposal to government on Loan Contraction Modalities
- Questions asked in Parliament stimulated hot debate on national debt
- Public debate in the media shows debt awareness raised
- President Jakaya Kikwete's response in the media ignited debt discussion
- Governor of BoT responded with explanation
- Debt debate in general has been revived with people airing concerns

In order to be more effective, TCDD needs to continue engaging MPs, Development Partners and sector stakeholders. Also it needs exposure to similar developments in other countries of coalition region in EA countries for comparison of indicators in debt management. There is still much demand for advocacy and monitoring at Local Government level where the delivery of services is done. Challenges encountered in LGAs encountered include – poverty, income disparities, unemployment, weak governance, deficiency of rule of law and weak policies in the areas of mining, natural resource management, environment and infrastructure.

### **Networking with other social accountability actors**

During the period under evaluation, in 2011 TCDD attended the All African Church Conference in Nairobi, Kenya at a Regional Conference on Aid for Effective Development. The theme was *“moving from Aid Effectiveness to Development Effectiveness”*. The objective of the Conference was to review the implementation of the Paris Declaration (PD) and the Accra Agenda for Action (AAA), exchanged ideas over the role of the Church in development effectiveness and strategies for actions to be carried out in the future.

On networking and sharing, TCDD has proved to be networking with local as well as international organization such as AFRODAD based in Zimbabwe, Reality of Aid Africa based in Kenya, Policy Forum, FemAct, Jukwaa la Katiba Tanzania, TGNP, LHRC and others on national issues. In such sharing, the TCDD findings by its members at local level are channeled to the national level for advocacy and policy influence.

The TCDD has continued empowering its members and communities through training, workshops, networks, debates and other forms of information sharing. Other CSOs (non-members of TCDD) have also benefited from information shared through TCDD interventions and they have used the information in planning their own advocacy strategies. This shows that TCDD's work has been contributing to frontiers beyond its planned objectives.

## **Factors affecting achievement of objectives**

Respondents mentioned the following as factors that have been affecting the achievement of objectives:-

- Empowering community members with knowledge, skills and tools for follow-up and monitoring income and expenditure to hold government accountable. This is critical because it is the citizens themselves who have obligation to press and follow-up on the government they elected.
- It is the community members who are the recipients of the services delivered by government. Hence, it becomes easier for them to assess the quality and/or effectiveness of the services delivered.
- Since the community members are the voters who elect leaders into power, they are better placed to claim their rights and press leadership for accountability.
- The fact that communities are organized in their CSOs and networks, they become powerful drawing from the collective bargaining power.

### **3.3 EFFICIENCY**

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This section presents the assessment of project implementation in relation to the resources allocated for the program with the planned time.

#### **Utilisation of resources**

According to interviewed respondents, project resources have not been adequate to trickle down to all members. However, all members have benefited from services of TCDD in such areas as - capacity building, networking, information sharing and awareness creation on rights.

#### **Project Progress Compared to Plans**

Progress has been within the focus of plans. The project objectives have been guiding performance. According to the evaluation team, much progress has been recorded in the areas of – capacity building, networking, poverty monitoring in the sectors of education and health, feedback information dissemination and sharing, awareness raising, policy advocacy and lobbying, technical assistance in the field and PETS implementation and follow-up.

#### **Utilisation of Resources Compared to Budget**

According Audit Reports, the expenditure of TCDD has been within budgeted limits. By 31st December 2012, the TCDD accounts were not showing any deficit in expenditure. Also, Annual Progress Reports 2011 and 2012 indicate that spending did not exceed budget. Furthermore, the TCDD Annual General Meeting (April 2013) commended the Secretariat for improvement in transparency in financial expenditure monitoring.

## Results in Relation to Resource Utilisation

According to the TCDD progress reports (2011 and 2012) all planned activities have been implemented within planned timeframe. However, the resources have contributed to other results outside the plan as well. One of the unplanned results of resource utilization emanates from the fact that other CSOs (non- members of TCDD) have also benefited from information shared through TCDD interventions and they have used the information in planning their own advocacy strategies. This shows that TCDD's resources and work have been contributing to frontiers beyond its planned objectives. This implies a very high level of efficiency.

At the same time, at the level of member organizations, they have experienced resource constraints. With over 80 member organizations in the country, the TCDD budget barely reaches few beneficiaries with capacity building interventions, research and accountability monitoring activities. For instance, in the current project phase (i.e. January 2011 – December 2013) TCDD works with members in only 24 districts, whereas with bigger funding, it could broaden project activities to a larger number of districts. The Coalition needs to develop a fundraising strategy with a purpose of broadening and diversifying its funding sources. Such strategies should aim at establishing a basket fund from which member organizations can draw funding for their interventions at community level.

### 3.4 IMPACT

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For project outcomes to come out visibly it takes a long time. However, according to the TCDD study on education and health service delivery in Tanzania (2009 – 2011) it has been established that advocacy, poverty monitoring, social accountability and lobbying have contributed positively to national policy influence on health and education processes. For instance, the distribution of medical drugs from the Medical Stores Department (MSD) to districts has been improved as a result of the monitoring by local community organizations. Improved access to drugs by rural communities is life-saving change. Also, change with regard to transfer of Capitation Grants to schools which were initially not being remitted to schools, the remittance has improved significantly to enable children receive quality education through availability of essential educational inputs.<sup>19</sup> More than that is the fact that TCDD's agenda on the national debt has become a hot subject amongst development stakeholders in Tanzania.<sup>20</sup> On the part of education, the government has been influenced by the TCDD report and the subsequent poor performance in the Form IV National Examinations to the extent of promising allocating more funds to the education budget.

The objective of the feedback seminars has been to share the research findings with community development committee of the council which included councilors, heads of departments and some CSO leaders.

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<sup>19</sup> TCDD (2013), *Hali ya Afya na Elimu na Changamoto Zake Nchini Tanzania* (2009 - 2011)

<sup>20</sup> Mwananchi Newspaper March 19, 2013; The Guardian Newspaper March 19, 2013 and Debt discussions in the Parliamentary budget session April – June 2013

**TABLE 4: DISTRICT FEEDBACK SEMINARS CONDUCTED**

No	District	Date	No. of pax	M	F
1	Misungwi	21/9/2011	45	18	27
2	Kisarawe	28/9/2011	20	14	6
3	Bunda	7/10/2011	48	27	21
4	Kilolo	25/9/2011	35	17	18
<b>Total</b>			<b>148</b>	<b>76</b>	<b>72</b>



**PHOTO NO 7: POVERTY MONITORING SESSION**



**PHOTO NO 5: DISTRICT FEEDBACK IN MBEYA**

A total of 148 participants attended the four district feedback seminars. Issues raised and discussed included - the need for construction of dormitories for school girls; increased numbers of patients in some health facilities; adult education as a key component for development; challenges in cost sharing in secondary education and examinations for Form II.

Many district level CSOs and community members have benefited from findings of TCDD intervention studies in the education and health sector service delivery progress at grassroots level. Because the TCDD has built the capacity of local CSOs on poverty and social accountability monitoring, the organizations and their communities have increased influence on duty bearers, policy and decision makers. The level of awareness and understanding of MKUKUTA II is relatively high in CSOs and citizens as experienced during 2011 through activities done in the field by TCDD partners.

Problems facing education and health in Tanzania are now being debated openly and widely throughout the media and other different fora countrywide. During constitutional debates and forum throughout Tanzania citizens are raising issues of delivery of social services especially education and health as issues to be included in the new constitution

Other changes resulting from discussions of feedback and advocacy include - the government decision to re-allocate more funds to the primary and secondary education at local government levels; the promise to employ all graduates who would like to work as teachers in government secondary schools; and promised to provide bursary for those aspiring to undertake degree courses in education.

A situational analysis on social accountability was carried out in 2011 which, in a way identified actors implementing social accountability interventions and their thematic and geographical locations. The study will help CSOs to build synergy and avoid duplication in implementing social accountability initiatives in Tanzania. Also, a Joint Working Group of

CSOs has been formed to work with the Prime Minister's Office Regional Administration and Local Government on a common strategy for social accountability in Tanzania.

### **3.5 SUSTAINABILITY**

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The project is highly promising in terms of sustainability because TCDD members are found all over the country working with community members implementing the project's objectives at district level. The TCDD interventions were preceded by capacity building and creating awareness to get member CSOs and their communities informed. The CSOs in project districts have been trained and equipped with skills and knowledge on how to monitor poverty and track budgets.

Besides, the poverty monitoring other subjects included - creating knowledge and understanding of MKUKUTA, the Secondary Education Development Programme (SEDP) and the Health Sector Development Programme (HSDP). In addition, they were exposed to research methods in poverty monitoring and to planning and budgeting process at municipal/district levels. The main objective was to enable CSOs to independently monitor MKUKUTA and track budget at their districts. Besides training, the CSOs have received technical assistance/ backstopping and mentoring in the field. The trained district CSOs have also been training communities in poverty monitoring. These local CSOs have taken-up responsibility in monitoring poverty. As this process takes root and CSOs and their communities continue to engage local government, there is all likelihood that the communities will sustain the poverty monitoring process.

This means the capacity developed amongst community members and the awareness raised will be there to stay. Besides, PETS teams and poverty monitoring teams have been established and are actively conducting their feedback disseminating meetings and engage in follow-up responsibilities. These institutions will continue to exist even after the project comes to an end.

Another factor affecting project sustainability is that, working close with local government contributes meaningfully to the sustainability of achieved benefits. While changing human behaviour and attitude is gradual and may take a long time, enforcements of compliance could be achieved by seeking close collaboration with elected leaders who after understanding the importance of poverty monitoring interventions can formulate by-laws to support sustainability of achieved benefits. In all project districts where poverty monitoring has been carried out, local government authorities have collaborated. In fact, LGA staff from education and health departments were involved in the provision and discussion of service delivery information. This involvement is an indication of acceptance of the project by the government.

Program sustainability also depends on the extent to which government policy will be influenced. The TCDD will require enhancing communication of poverty monitoring findings in the education and health sectors, awareness raising and capacity building in communities to give those tools of analysis. Public opinion is crucial to development and determining direction of change. It has great potential of influencing government policy at local and national levels. Informed public opinion exerts pressure for government accountability and instigates positive change in society. In order for the program to gain roots and acceptance for sustainability plan will have to select the most effective methods of communicating information to the public. In order to achieve the benefits of communication, TCDD should consider strengthening the communication function within the Secretariat.

## CHAPTER 4

# ORGANIZATIONAL ANALYSIS

### 4.0 ORGANIZATIONAL ANALYSIS

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This Chapter presents the analysis of the organization, its governance structure, staffing and staff development, leadership and remuneration.

### 4.1 THE STRUCTURE, MECHANISM OF GOVERNANCE AND ACCOUNTABILITY

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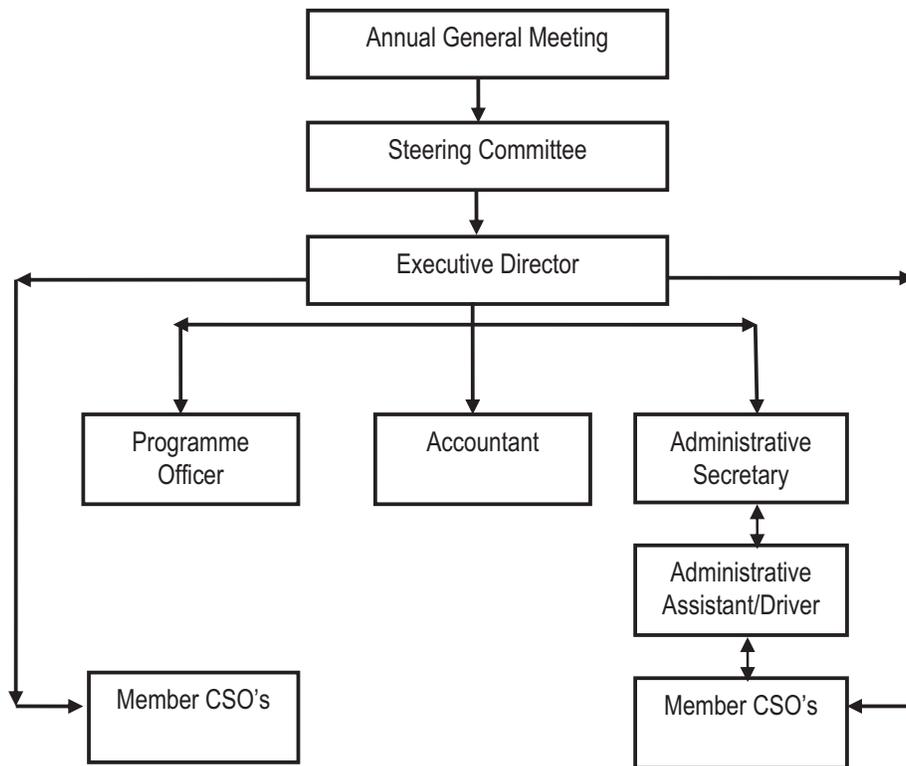
Following 2007 coalition members' recommendations the TCDD was formally registered as an NGO under the Non-Governmental Act No. 24 of 2002. The Coalition's structure, governance, financing and other operational matters have been spelled out in the TCDD Constitution of March 2007 which has been amended in 2012. Internal systems and policies provide structure and coherence; clarify concepts for staff; the Steering Committee and the Annual General Meeting (AGM). Reporting is thorough, helpful, fully documented, very open and accountable; anyone can review.

The Coalition's work is organized around three thematic areas:

- accountable governance which involves capacity building of member organizations awareness raising on social accountability, use accountability monitoring tools, poverty reduction processes, policy advocacy and poverty monitoring;
- economic justice in relation to debt, trade and trade-related issues; as well as;
- networking, research on poverty and service delivery; and information dissemination.

In theory the three thematic areas constitute three separate technical units or departments although in practice they are not formally identified or staffed as such.

**Figure 1: TCDD Organization Structure**



Thus TCDD is a small flat organization by design. At the level of the Secretariat it is quite thinly staffed - so far consisting of only five staff.

Every year, TCDD gets its accounts audited by independent external auditors and the audit report is tabled before the AGM by the Steering Committee. For the year 2012, the audit report stated that, “... the results of TCDD operations, the financial statement in changes in equity and cash flows were in accordance with the International Financial Reporting Standards.”

## **4.2 HUMAN RESOURCE STAFFING, ADEQUACY AND DEVELOPMENT**

The Coalition has rented an office on the 7<sup>th</sup> Floor of Mariam Tower along Shaurimoyo Street, in Ilala District; Dar es Salaam is manned by five staff – the Executive Director, a Programme Officer, an Accountant, Administrative Secretary and an Administrative Assistant/Driver. These are accountable to a 12-member Steering Committee. Auditing services are outsourced to Aggressive Financial Consultants of Dar es Salaam. However, it is worth noting here that with the highly cost-efficient staff deployment of only five staff at the Coalition head office, the evaluation team sensed an overload to staff. Such an overload in the long run becomes a demotivator and might work against programme efficiency. The programme should therefore see the need for balancing the overload with incentives or possible staff recruitment to fill the skill gaps in the areas of Monitoring and Evaluation as well as Policy Analysis and communication.

### 4.3 ORGANIZATIONAL PERFORMANCE AND LEARNING

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The TCDD has garnered a well-earned reputation for excellence and this is due in no small part to the care taken to hold up the important agenda - *fighting poverty through debt and pro-poor development*; picking-up issues, conducting policy influence and advocacy through rigorous research and accuracy. On this aspect, recent research zeroed on the Education and Health sectors for the period 2009 to 2011 which came out in March 2013. Immediately after the report came out, the massive failures of candidates in the ordinary level of the Certificate of Secondary Education (CSE) – Form IV followed to qualify the findings from the TCDD report. Hence, the report has stimulated debate and major policy decisions towards the improvement of secondary education are expected to come out soon.

### 4.4 LEADERSHIP TRANSITION

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Leadership of the Coalition has now come out of troubled waters and is now enjoying stability. From the early days when the Coalition was being chaired from ELCT Bukoba in Kagera region by Rev. Dr. Fidon Mwombeki and later Rev. Christopher Mbuga, efforts were made to ensure that convenient leadership transition protocols were developed and agreed by TCDD members. Important agreed points on the protocols include:

- The chairperson be based in Dar es Salaam for ease of coordination.
- At all times the chair shall circulate in turns among the five permanent religious institution members group (i.e. TEC, ELCT, TEDG, BAKWATA and CCT).
- Each chairperson shall be in office for four years.

The immediate past chair is Fr. Dr. Anthony Makunde from TEC who chaired since 2009 to July 2013. The current Chairperson from August 2013 is Mr. Suleiman Lolila - BAKWATA Secretary General which is a Muslim Council of Tanzania.

The evaluation noted, with sympathy, the death of the former Executive Director, the late Max Chamba Kajege who passed away on 13/12/2011. Mr. Kajege had served the Coalition from year 2003 till 2011 by the end of the first year of the project. The manner in which the TCDD past immediate Chair, Fr. Dr. Anthony Makunde managed the transition smoothly towards the appointment of a new Executive Director Mr. Hebron Mwakagenda, is testimony of the maturity and stability of the Coalition's leadership.



PHOTO NO 6: THE TCDD CHAIR, FR. DR. ANTHONY MAKUNDE ADDRESSING THE AGM

Despite the tragedy, the TCDD leadership has ensured that activities are carried forward with increased enthusiasm. For instance, the leadership has been able to implement decisions of the Steering Committee to review the Coalition Constitution; finalize the development of Financial Regulations; and the development of the Strategic Plan for the years 2013 – 2017.

#### 4.5 STAFF WELFARE AND REMUNERATION

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The Coalition, without question, excels in the area of Organizational Development and Learning. There are numerous learning opportunities for staff and members. The TCDD Training Policy provides for training needs assessment to determine relevant staff development opportunities. In the Coalition training is considered to be a continuous process aimed at increasing knowledge and skills of staff for improved efficiency and effectiveness in undertaking their responsibilities and tasks. The learning culture is vividly expressed by the TCDD Staff Regulations document whose purpose is to promote continual learning, reflection and critical thinking among staff by outlining the understandings and expectations of all staff regarding learning.

##### **Staff Remuneration and Salary Review**

Having noted some salary concerns through interviews with TCDD staff, the evaluation team decided to probe outside the Coalition in order to get a picture of what the situation is like in similar organizations. In the quest for understanding remuneration packages across similar organizations in the development field, the team found that, Job titles can be confusing, for instance, some organizations had, Programme Officer, Others had Field Officer, yet others had Programme Manager and Programme Advisor. Also, the structures of the various organizations have been different according to their respective organizational objectives and missions. The reviewers visited six organizations namely, Action Aid Tanzania, Policy Forum, Concern Worldwide Tanzania, SIKIKA, Plan International Tanzania and Africare. The visited organizations preferred their salaries to be presented in anonymity consistent with their agreement made to a broader ongoing salary survey involving over 20 organizations coordinated by Plan International Tanzania<sup>21</sup>.

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<sup>21</sup> It might be interesting to note that over 20 local and international NGOs have joined the ongoing broad salary survey exercise with a view to arrest the current high staff mobility prompted by high salary disparities within the development NGO world in Tanzania.

The results of the quick salary survey conducted by the Evaluation Team (Table III below) show that TCDD salaries are comparatively very low. For instance, while the TCDD Executive Director's salary is 24% of the average Country Directors' salary from surveyed organizations, TCDD Programme Officer earns 45% of counterparts' average salary.

**TABLE 5: INDICATIONS OF A QUICK SALARY SURVEY\***

S/N	Position	TShs. Starting Salary at Position				Average	TCDD Starting Salary
		Org 1	Org 2	Org 3	Org 4		
1.	Country Director	5,000,000	6,500,000	7,300,000	6,100,000	6,225,000	1,500,000
2.	Senior Managers	2,500,000	4,600,000	5,100,000	3,600,000	3,950,000	NA
3.	Programme Officers	1,800,000	2,200,000	2,500,000	2,300,000	2,200,000	1,000,000
4.	Admin. Secretary						760,800
5.	Support Staff	700,000	750,000	810,000	770,000	757,500	

\* Exchange Rate Euro to TZS 1: 1,902

\* Note that all figures in this table have been rounded-up to the nearest thousand.

The TCDD Administrative Secretary earns at par with average salary of support staff in surveyed organizations. In fact, some of the support staff in surveyed organizations earns more than the TCDD Administrative Secretary. This situation needs to be addressed as soon as possible by commissioning a study specifically to look into issues of salaries with view to making salary adjustments to avoid the risk of staff turn-over.

## CHAPTER 5

### LESSONS LEARNT

This Chapter presents the lessons learnt through the implementation of the Poverty Monitoring and Policy Advocacy project implemented by TCDD. It is anticipated that the lessons will provide learning for future planning as well as for replicated implementation.

#### 5.0 LESSONS LEARNT

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The lobbying and advocacy activities on policy, budget, debt cancellation, poverty reduction and sustainable human development implemented by TCDD have generated much new knowledge in the field of accountability initiatives. The lessons listed below will contribute to the improvement of not only the activities of TCDD, but also other programmes and initiatives that endeavour to empower the poor and marginalised communities and enable them to claim their rights and hold service providers accountable.

- i) Engaging with local government leaders at district or municipal level is very critical for influencing policy changes at this level where, in most cases, the policies are implemented; and a big share of public resources is disbursed. If no close follow-up is made, there is likelihood of mismanagement of resources that would lead to poor service delivery. The engagement improves service delivery and cultivates harmonious relations between local leadership and community members that also improves transparency and good governance.
- ii) Implementing the programme through member organizations is cost-effective and cultivates ownership of the programme among them. This has a great potential for sustainability of the achieved change and motivates the community members and their local institutions to have the legitimacy to hold the duty bearers to be accountable and transparent.
- iii) Raising awareness among the community regarding domestic debt stimulates community concerns which alarm the government to react (positively or negatively).<sup>22</sup>
- iv) Involving in dialogue and information dissemination, including publication, sensitization and media engagement strengthens public awareness which is crucial for influencing policy makers for change.
- v) Most CSOs require skills, knowledge and understanding for effective and efficient poverty monitoring and budget tracking.
- vi) Through working together in one district on one issue, CSOs can have their collaboration and cooperation enhanced, hence being able to think and act collectively with more power for quality results.
- vii) Cross learning and sharing of experiences between and amongst different networks (thematic and generic) adds value to the advocacy work that is done at a national level which at the end leads to social transformation.

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<sup>22</sup> In this case, President Jakaya Kikwete of the United Republic of Tanzania reacted negatively by insisting that the government will continue borrowing for the betterment of the country. This reaction has heated up the debate.

## CHAPTER 6

# CONCLUSIONS AND RECOMMENDATIONS

This Chapter presents conclusions of the evaluation of TCDD's project on poverty monitoring and policy advocacy in Tanzania. Based on the conclusions, the report draws recommendations for the future.<sup>23</sup>

### 6.0 CONCLUSIONS AND RECOMMENDATIONS

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The Poverty Monitoring and policy advocacy project operated by TCDD has been effective to reach its objectives as proven by the growing membership which is indicative of growing popularity. The national debt concerns raised by TCDD and the SAM interventions have stimulated debate in Parliament as well as at the local level.

The duration of the training was short and could not allow the delivery of knowledge and skills that could make the trainings more effective. This was observed from training evaluation as well as in the field from the difficulty that CSOs encountered in compilation and analyses of data obtained from the field work, data administration and report writing. On this challenge the evaluation team recommends extension of training duration and continued technical assistance. The TCDD should consider changing its approach of engagement of districts in that a selected set of districts for the entire three-year project phase period for bigger results and change.

The TCDD focus is broad with diverse membership. Members need to select indicators from, say MKUKUTA II or MDGs for conducting research studies, accountability monitoring and follow-up. They should engage LGAs, who are mandated to deliver services at local level, in dialogue. Besides, research findings by the Coalition interventions have been catalyst to change in governance at both the local and national level. However, despite the relevance of the probed areas and findings of the project's research studies, the results have been ephemeral in the sense that, apart from dissemination seminars, there has been limited sharing beyond those who were involved in the process. This report recommends that TCDD should publish as much of its research findings as possible and in simple accessible popular version so as to improve information sharing to a broader audience.

With over 80 member organizations in the country, the TCDD budget barely reaches few beneficiaries with capacity building interventions, research and accountability monitoring activities. The Coalition needs to develop a fundraising strategy with a purpose of broadening and diversifying its funding sources. Such strategies should aim at establishing a basket fund from which member organizations can draw funding for their interventions at community level.

The state of governance within member organizations is wanting. Civil society in Tanzania, in general, is weak and is facing challenges of claiming space and mobilizing the public. The

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<sup>23</sup> The summary of conclusions and recommendations has been presented in a table at the end of this chapter.

Civil Society Index (CSI) Project Tanzania Country Report by CIVICUS and Fordia<sup>24</sup> found that the growth of civil society in Tanzania is relatively slow, but consistent in Structure, Environment, Values and Impact. They lack resources and internal governance is still a challenge. To these findings the TCDD member organizations are no exception. With regard to TCDD, new members are accepted so long as they are registered but nothing is said about the status of their internal governance. The organizations need to strengthen their own governance systems before coming forward to hold government accountable. The TCDD should ensure issues of Debt and Aid remain in the mainstream of its activities and it should grow into a Debt Development Think-tank or Resource Centre.

The Coalition has opportunities for growing beyond the health and education sectors. It may now consider going into - water supply and sanitation; sustainable management of natural resources; climate change; rural roads; and monitoring big contracts in the mining sector, harbors, railways and airports.

As a way to step-up quality assurance the evaluation team recommends addition of the Monitoring and Evaluation (M&E) and policy analysis and communication competences to the Coalition office. Following the findings that the remuneration of the Coalition's office bearers is way far below the average remuneration in similar development organizations, the report recommends that the salaries be reviewed accordingly.

**TABLE 6: OVERVIEW OF CONCLUSIONS AND RECOMMENDATIONS**

TOR (Chapter)	Evaluation Report (Chapter)	Priority (high/low: 1-3)	Conclusion	Recommendation	Rec. to
	3.1	1	Issues of debt, aid and poverty reduction still relevant for Tanzania context	<b>Recommendation 1:</b> Debt and Aid issues should remain in mainstream of TCDD activities	TCDD Steering Committee
	3.3	1	TCDD members weak in terms of resources	<b>Recommendation 2:</b> TCDD should plan a fundraising strategy to diversify funding sources and establish a basket fund	TCDD Steering Committee
	4.2	1	There is competence gap at TCDD Secretariat	<b>Recommendation 3:</b> Recruit competences of M&E and Policy Analysis and Communication	TCDD Steering Committee/ EED

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24 The Civil Society Index (CSI) initiated and implemented by, and for, CSOs at national and international levels, in partnership with CIVICUS (World Alliance for Citizen Participation) together with the Concern for Development Initiatives in Africa (ForDIA)

TOR (Chapter)	Evaluation Report (Chapter)	Priority (high/low: 1-3)	Conclusion	Recommendation	Rec. to
	4.5	1	Staff remuneration is low and about to become a de-motivator	<b>Recommendation 4:</b> Staff salaries to be reviewed to match the average in the development NGO market	TCDD Steering Committee/ EED
	3.2	2	Service delivery is mandate of LGAs	<b>Recommendation 5:</b> TCDD should engage LGAs for dialogue on transparency and accountability	TCDD Steering Committee
	4.2	2	TCDD operates from rented office space which threatens sustainability	<b>Recommendation 6:</b> TCDD should mobilize its members to contribute for construction of TCDD office premises.	TCDD Steering Committee
	3.1	2	Results of TCDD research work have been ephemeral.	<b>Recommendation 7:</b> The TCDD should publish as much of its research findings as possible, in popular versions to broaden audience and improve information sharing.	TCDD Steering Committee/ EED

## Annexes

### ANNEX I: TERMS OF REFERENCE FOR THE TCDD EXTERNAL EVALUATION

## TANZANIA COALITION ON DEBT AND DEVELOPMENT (TCDD)

Shaurimoyo Road,  
Mariam Tower,  
7<sup>th</sup> Floor,  
P.O Box 80147,  
Dar es Salaam,  
Tanzania.



Tel: (255) 22- 2866866  
Mob: 0736 - 502661  
E-Mail: [tcdd@yahoo.com](mailto:tcdd@yahoo.com)  
Website: [www.tcdd.or.tz](http://www.tcdd.or.tz)

### EXTERNAL EVALUATION OF TCDD'S PROJECT ON PRS MONITORING AND POLICY ADVOCACY IN TANZANIA

#### TERMS OF REFERENCE (TOR)<sup>25</sup>

**Project Name:** Poverty Monitoring and Policy Advocacy

**The Evaluation Commissioned by:** TCDD-Hebron Mwakagenda-Executive Director

#### 1.0. Introduction and Background of the Evaluation

##### 1.1 The Organization

The Tanzania Coalition on Debt and Development is a Coalition of CSOs in Tanzania that have dedicated themselves to undertake lobbying and advocacy activities on policy, budget, debt cancellation, poverty reduction and sustainable human development. TCDD was launched as a loose Coalition in 1998, and then officially registered as a Non-Governmental Organization on 17<sup>th</sup> December 2007 with Registration Certificate No. 00NG0/0260 under the Non-Governmental Act No. 24 of 2002. Member organizations include FBOs, NGOs, Networks and Forum across all sectors. TCDD's vision is freedom from an unsustainable debt burden and abject poverty, characterized by pro-poor, people-centred development based on full participation of the people in policy processes at all levels.

##### 1.2. Why the Evaluation

Since the project comes to an end in December, 2013 TCDD seeks to conduct an evaluation so as to look back and assess its performance against its mission, goals and objectives. The evaluation results will also enable the funding agents to see whether their funds have been spent appropriately and cost-effectively. On the part of the TCDD Board and Management, the evaluation results are expected to feed into the preparation/formulation of the next Project Funding Proposal for the Tanzania Coalition on Debt and Development.

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<sup>25</sup> The contractor/evaluation team is invited to comment these TORs before and during the kick off meeting in order to make things clear.

## **2.0 Purpose/Objectives and Users of Evaluation**

### **2.1 Purpose of the Evaluation**

The purpose of the evaluation exercise is threefold to – assess the state of governance and receive suggestions on possible strategies for improvement; reveal relevance of the project and open-up possibilities for continuation of interventions; and provide some form of accountability of TCDD to its constituent members, stakeholder communities, the government and donors.

### **2.2 Objectives of the Evaluation**

The evaluation is intended to affirm if at all there is any change that has taken place (or is beginning to take place among the target communities and their local institutions as a result of the intervention. To measure how the intervention has been relevant to/or has influenced national poverty reduction policies and strategies. To assess the approaches employed in engaging with communities and show how effective they have been together with the availability/adequacy and utilization of resources. To generate conclusions and recommendations for improvement in focus, design and implementation of the intervention in future.

### **2.3 Users of the Evaluation**

The evaluation is primarily intended for:

- a) TCDD Board and management who will be the main users of the findings and recommendations in future programming, community engagement and policy influence;
- b) TCDD member organizations for self-assessment and understanding of their own work in a broader perspective as well as for steering future interventions to ensure they address their concerns.
- c) Donors for feedback on whether their support (funds) have been used for agreed purposes and on issues of accountability and cost effectiveness
- d) Government and its regulatory institutions for feedback on accountability, transparency and ensuring safeguards and coordinated planning in broader nationwide interventions.

## **3.0 Task Description**

### **3.1 Evaluation Scope**

The external evaluation is planned to take place in April through May 2013. The process will commence with a kick-off meeting between the consultants and TCDD to agree on these TORs for further harmonization of understanding, discussion of contractual, logistical and assignment management issues as well as the expectations of the evaluation output/deliverables.

The evaluation will focus on - TCDD organizational issues to include, but not limited to, governance, resource (human, financial and material) availability, utilization, management and controls, communication and management information systems. It will also focus on member organizations for issues of membership, involvement, effectiveness in performing their roles at community level, challenges and opportunities. Externally, the evaluation will assess targeted communities, their local institutions, other sector actors in the country including local government.

The TCDD shall provide the Consultant with the relevant literature, including reports of previous evaluations and other relevant documentation. The consultant will also review the TCDD project proposal as well as the recently prepared strategy. The consultant is expected to develop tools that will capture issues in each of the areas raised above. It is envisaged that the organizational assessment

process will be participatory including interacting with a large number of TCDD members from different member organizations from all over Tanzania. Since TCDD members are spread out throughout the country, the evaluation team may opt to visit the TCDD member organizations in Dar es Salaam and nearby locations and interview a wide range of distant ones on line, through telephone and short message services (SMS) on mobile phones. In the finalization of the assignment the consultants will have to produce a report containing findings, conclusions and recommendations for the future. The report will have to be presented at a stakeholder workshop in order to capture their views for incorporation into the final report.

## **3.2 Context of the programme and evaluation questions**

### **3.2.1 Programme/Project analysis**

#### **a) Description of TCDD**

TCDD was launched as a loose Coalition of CSOs in 1998, and then officially registered as a Non-Governmental Organization on 17<sup>th</sup> December 2007 with Registration Certificate No. 00NG0/0260 under the Non-Governmental Act No. 24 of 2002. Member organizations include FBOs, NGOs, Networks and Forum across all sectors. TCDD's vision is - *Freedom from an unsustainable debt burden and abject poverty, characterized by pro-poor, people-centred development based on full participation of the people in policy processes at all levels.*

#### **b) Description of the project**

The Tanzania Coalition on Debt and Development is a Coalition of CSOs in Tanzania that have dedicated themselves to undertake lobbying and advocacy activities on policy, budget, debt cancellation, poverty reduction and sustainable human development. In 2011 TCDD launched a three year "Poverty Monitoring and Policy Advocacy" Programme under joint funding of TCDD and EED amounting to Euro Two Hundred Seventy Eight Thousand Only (€ 278,000). The three year project consisted of three main aspects namely: poverty monitoring and budget tracking; lobbying and advocacy, and enhanced capacity for effective policy lobbying and advocacy. The broad objective of the project was to develop a pool of data and information directly from the people and use such data to foster lobbying and advocacy activities of TCDD to influence policy changes.

#### **c) Description of the target group**

Specifically the project sought to empower local communities and TCDD members to monitor implementation of poverty reduction programme and demand accountability, hence improve service delivery in the Education and Health Sectors. The main inclination is the focus on the poor and marginalized social groups such as those living with disabilities, vulnerable children, people living with HIV and AIDS (PLWHAs) and women.

### **3.2.2 Context analysis**

#### **a) Development and policy context.**

The analysis of the Tanzanian context shows that the country remains among the group of 25 poorest countries of the world. Per capita income is estimated at 535 US dollars in current terms<sup>26</sup>. According to the UNDP, Tanzania ranks 152<sup>nd</sup> out of 187 countries<sup>27</sup>. The proportion of the population below the basic needs poverty line declined only slightly from 35.7% in 2000/1 to

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<sup>26</sup> World Bank Statistics 2012

<sup>27</sup> UNDP Human Development Index 2011

33.6% in 2007, and the incidence of food poverty fell from 18.7% to 16.6% over the same period<sup>28</sup>. Poverty rates are highest in rural areas but urban poverty has been on the increase. Indicators of poverty in urban areas include mushrooming slums, poor access to social services, deteriorating safety (especially to women and children) and increasing incidence of crime. Women and youth are more vulnerable to poverty because of the inherent discriminatory structures. Despite some achievements and sustained economic growth over the past decade, there has been very little impact on improvement of the livelihoods of the poor<sup>29</sup>. This also indicates that the country's governance is weak. The governance structures lack transparency, marginalized groups are denied participation in decision making, corruption is entrenched in the public services and the rule of law is ignored.

### **The situation of Civil Society**

Civil society in Tanzania is weak and is facing challenges of claiming space and mobilizing the public. The Civil Society Index (CSI) Project Tanzania Country Report by CIVICUS and Fordia<sup>30</sup> found that the growth of civil society in Tanzania is steady and relatively slow, but is consistent in the four dimensions of Structure, Environment, Values and Impact. The external environment where they operate is facilitative and constraining. The policy and regulatory environment needs further improvement. The political playing field is not yet level. Both CSOs and the government have high donor dependence likely to compromise the performance and autonomy of CSOs. Relations with government are 'cooperative' when CSO activities support government policies and programmes; and 'adversarial' when they are critical to government policies. On this, there have been open cases of CSO persecution by government e.g. the banning of *Baraza la Wanawake Tanzania* (BAWATA) in 2000; the interdiction of *HakiElimu* in 2005; the labelling of the Teachers Trade Union (TTU) and activist NGOs as supporters of opposition parties and so depriving them of government support.

#### **b) Institutional context – the 2010 evaluations**

In August 2010, TCDD commissioned the Kasuto Company Limited: Economic and Business Consultants of Dar es Salaam, Tanzania to evaluate its project implementation of 2007 through 2010. On project implementation progress the descriptive report gives an account of training on poverty monitoring, policy advocacy, lobbying skills, training of trainers and the concept of poverty as well as research methodologies in poverty monitoring, budget tracking techniques, adult learning methods and technical report writing. These capacity building activities are reported to have been 'informative to local government authorities especially on the situation in schools and dispensaries'.

The activity of engaging with parliamentarians was reported to be valuable in empowering the legislators to hold government accountable on expenditure of budgetary resources. Under networking TCDD participated in seminars on monitoring public expenditure by HakiElimu; Gender and Development Seminar by the Tanzania Gender Networking Programme (TGNP); also involved other cross-sectoral activities, meetings and conferences at local, national and international levels. The report commended the strategy of information and experiences sharing with peer organizations in and outside Tanzania.

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<sup>28</sup> Tanzania Demographic and Health Survey, 2011

<sup>29</sup> Tanzania Demographic and Health Survey, 2011

<sup>30</sup> The Civil Society Index (CSI) initiated and implemented by, and for, CSOs at national and international levels, in partnership with CIVICUS (World Alliance for Citizen Participation) together with the Concern for Development Initiatives in Africa (ForDIA)

The TCDD organs- *The Annual General Meeting (AGM)*, *Steering Committee* and the *Management Team* were reported to have duly discharged their functions properly to meet the vision, mission and strategic objectives of the Coalition. The organizational systems (i.e. financial, human resource manual and regulations) were reported to be under development process.

On staffing, the report recommended inclusion of the role of monitoring and evaluation (M&E) and that of policy analysis and communication to assist the Executive Director. Also it recommended salary adjustment for TCDD staff. Ironically, the report also reported the Coalition's total dependence on external funding while its member contributions were not forthcoming. On the quest for financial sustainability of TCDD the report recommended engaging a Fund-raising specialist to study the actual situation and come up with a long term sustainability proposal and strategy for consideration by the Steering Committee.

**c) The social, political, economic and gender context**

Programmes and institutions have been established to address problems related to persistent weak governance. They include - The Prevention of Corruption and Combating Bureau (PCCB); the Commission for Human Rights and Good Governance; The Controller and Auditor General (CAG); and various oversight committees of the parliament. The seemingly positive developments have not been supported by strong political will. The elite have been holding each other under the arms, safe guarding status quo. Also, achievements from the Decentralization by Devolution policy have been reversed. All these are indicators of failure of the state to be accountable to its citizens. In response to this accountability failure, CSOs and coalitions like TCDD have initiated Social accountability interventions. The study by Hebron Mwakagenda reports an increase in civil society organizations undertaking social accountability interventions (SA) as well as an increase in SA interventions<sup>31</sup>. The interventions include - Public Expenditure Tracking Surveys (PETS), Public Service Delivery Assessment (PSDA), Social Accountability Monitoring (SAM) and Corruption Perception Surveys (CPS). The study recommends the need for – i) stakeholders in SA in Tanzania to form a national SA coalition; ii) CSOs to standardize and harmonize the SA tools; iii) donors to come together and increase funding for SA to enhance development funding effectiveness dialogue; and iv) common understanding and collaboration between CSOs, government and Donors on SA interventions and the use of findings.

In Tanzania, there are still high levels of gender inequality, discrimination and domestic violence, escalating rates of female genital mutilation and prevalence of discriminative laws, violence against women such as rape and human trafficking<sup>32</sup>. Sexual and reproductive health rights are not delivered. Protection and safety of children is still a challenge with a wide range of child abuse and violation of children rights. The youth under the age of 25 (65% of the national population) are deprived of the right to influence their lives. Indigenous people (mainly gatherers/hunters and pastoralists) lack legal protection and are embroiled in land conflicts. People with disabilities lack equal employment opportunities; are stigmatized; and do not have access to proper health facilities. Cultural and traditional beliefs also influence violation of human rights of people with disability e.g. the escalating killings of albinos; aged people are discriminated - they lack access to medical services, social security protection, and are targeted for violence. People living with HIV/AIDS face stigmatization, and are denied employment.

Trade liberalization policies have been a bitter lesson for Tanzania as instead of making local producers more competitive, it affected them negatively and many were wiped out. Efforts by the

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<sup>31</sup> Hebron Timothy Mwakagenda, Forum Syd & MS-TCDC, November 2011; Situational Analysis of Social Accountability in Tanzania

<sup>32</sup> Tanzania Human Rights Report 2011

government to mobilize local revenue through taxation have not been successful. The revenue loss arising from illicit capital flight and tax evasion is substantial - US\$ 660 million annually. The massive loss of revenue is largely due to evading taxes through the so called transfer pricing and trade mispricing.<sup>33</sup> This leaves Tanzania as one of the largest recipients of aid in Sub-Saharan Africa.

### 3.3 Evaluation questions

The evaluation will strive to address the following questions:

#### 3.3.1 Relevance

- a) Did we plan the right thing? Do we do the right thing? To what extent are the objectives, planned activities and planned outputs consistent with the intended outcome and impact? Are there differences between the time when the programme/project was designed and today?
- b) To what extent are the project intervention strategies and objectives relevant in addressing the issues of pro-poor development and social accountability consistent with the Coalition's vision, mission and objectives :
- c) To what extent are the objectives of the project/programme still valid?

#### 3.3.2 Effectiveness

- a) To what extent were the objectives achieved/are likely to be achieved?
- b) Examine the effectiveness of implementation against the planned outputs, including an appraisal of the methods and approaches used;
- c) Are the interventions cost-effective in relation to resources (human and financial) and time utilized?
- d) Has the project met its objectives as set out in the project Proposal?
- e) What are the short or intermediate-term medium term (intended or unintended) outcome of the programme/project?
- f) To what extent could the selected target group be reached?
- g) What were the major factors influencing the achievement or non-achievement of the objectives?
- h) To what extent has the project played its role to actively engage stakeholders?
- i) Assess the added value against other CSOs engaged in similar or related activities in Tanzania.

#### 3.3.3 Efficiency

- a) Assess the efficiency in the use of resources to achieve program objectives, including the strategies for implementation and approach of the project
- b) Were activities cost-efficient?
- c) Were objectives achieved on time?
- d) Was the programme or project implemented in the most efficient way compared to alternatives?

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<sup>33</sup> Forum Syd, Bringing the Billions Back, January 2011

### **3.3.4 Impact**

- a) What has happened as a result of the programme or project? (Intended and unintended impacts, equal opportunities for women and men, improvement of social and economic infrastructure, poverty reduction, cross sector impact or other relevant cross-cutting issues).
- b) What real difference has the activity brought about for the beneficiaries? (What would have happened without the activity?)
- c) How many people have been affected?

### **3.3.5 Sustainability**

- a) To what extent will the positive impacts or changes of the programme/project (be likely to) continue?
- b) Which measures are implemented in order to support sustainability?
- c) To what extent did the benefits of a programme or project persist after donor funding ceased?
- d) What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project?

### **3.3.6 Lessons Learnt**

- a) Draw lessons learnt from the implementation of the TCDD project with regard to the engagement of communities, constraints best practices and opportunities.
- b) Identify any best practices that could be replicated for implementation in other locations

## **4. Evaluation design and methodology**

### **4.1 Explanation of the methodology used**

Describe and explain the evaluation method and process to be employed for the evaluation. Show the methods and techniques to be used for data and information (quantitative and qualitative) collection, processing and analysis.

### **4.2 Selection of relevant stakeholders to be consulted**

Show how the evaluation team will select relevant stakeholders to be involved in the evaluation process and criteria to be used for their selection to ensure stakeholder participation. Identify issues that will provide input for the evaluation.

### **4.3 Sampling**

In case of sampling, the sampling procedure for the selection of samples should be explained and reasons for adoption of the procedure.

### **4.4 Composition of the evaluation team**

Describe the appropriate skill mix and thematic knowledge that the evaluation team will possess. Gender balance should be considered and the team should include professionals with adequate knowledge of the local socio-economic situation of Tanzania.

### **4.5 Information sources**

Describe the sources of information to be used (e.g. documentation, respondents, literature etc.) so that the adequacy of the information can be assessed. Show how the privacy and confidentiality of respondents will be taken care of.

#### **4.6 Evaluation ethics**

The evaluation team should ensure the evaluation is conducted in a professional and ethical manner. The evaluation process should show sensitivity to ethnic groups, gender, beliefs, manners and customs of all stakeholders and is undertaken with integrity and honesty. The rights and welfare of respondents in the evaluation should be protected. Anonymity and confidentiality of individual informants should be protected when requested and/or as required by law.

#### **4.7 Quality assurance and stakeholder comments**

The design of the evaluation should give stakeholders opportunity to comment on findings, conclusions, recommendations and lessons learned.

#### **4.8 Timely implementation of the evaluation**

The evaluators have to ensure that the evaluation is conducted and results are made available in a timely manner in relation to the purpose and plan of the evaluation.

### **5. Profile of the evaluation team**

The External Evaluation Team will have the following competences:

- Experience in conducting similar evaluations and expertise in evaluation including design, field experience in data collection, data collation and analysis and good report writing and presentation skills.
- Significant experience in social accountability programmes and the CSO sector in general.
- Experience evaluating poverty reduction interventions, social inclusion, gender and disability in programs.
- Experience in participatory evaluative approaches.
- Masters degree in development studies or other social sciences.
- Experience working with pro-poor programmes for monitoring and evaluation desirable

The Evaluation Team will be supported throughout the evaluation period by TCDD staff.

### **6. Process, reporting and timetable of evaluation**

#### **6.1 Timetable and phases:**

The evaluators should prepare a timetable and phases of activities preferably on a Gant Chart to illustrate how an evaluation might be implemented showing – roles and responsibilities, dates and time-frame. The timetable will have to be shared with target respondents of the evaluation.

#### **6.2 Reporting**

##### **6.2.1 Evaluation design/inception report**

The inception report (approx. 3-5 pages) shall provide a feed-back on how the objectives, questions and reports as described in the TOR can be achieved within the evaluation. Suggestions can be made to supplement or restrict the TOR. These suggestions, especially when the modifications concerning objectives of the evaluation and crucial questions, have to be approved by the customer in written form as this is an alteration within the original contract.

### 6.2.2 Final evaluation report

The final report shall be written in English (50 pages + annex) and – as a minimum - to include the following contents:

- a) Key data of the evaluation
- b) Executive summary:
- c) Introduction:
- d) Evaluation design/methodology
- e) Key results/findings
- f) Conclusions
- g) Recommendations.
- h) Lessons learnt
- i) Annexes (ToR, list of persons/organisations consulted, literature and documentation consulted etc.).

### 6.2.3 Draft implementation plan

This document presented by the evaluation team is to assist the contractor and other actors receiving recommendation by the evaluation. The evaluation team has to fill in the key data of the evaluation and the recommendations.

## 7. Responsibilities and duties

Description of responsibilities and duties: Who has the overall management? (For example: EED? Partner organisation? Who is conducting the evaluation? What are the responsibilities and duties of the different actors (for example EED, partner organisation, evaluation team)?

## 8. Dissemination of evaluation results

What are the plans? For example:

- a) Workshop on the results and lessons learnt of the evaluation
- b) Dissemination of evaluation report to other organisations?
- c) Publication of the summary or report (internet? magazine?)

**NOTE: THE ASSIGNMENT IS ANTICIPATED TO START IN APRIL AND BE COMPLETED WITH A FINAL REPORT SUBMITTED BY MID-MAY, 2013.**

The proposal shall be sent, in soft copy, to reach the under-mentioned before 10<sup>th</sup> March 2013:

#### The Executive Director

Tanzania Coalition on Debt and Development (TCDD),  
Shaurimoyo Road, Mariam Tower, 7<sup>th</sup> Floor,  
P.O Box 80147,  
Dar es Salaam, TANZANIA.

Tel : ( 255) 22 - 2866866; Mob: 713 - 612681/0736 - 502661

E-Mail: [ttcdd@yahoo.com](mailto:ttcdd@yahoo.com); Website: [www.tccd.or.tz](http://www.tccd.or.tz)

### Annex II: Evaluation Checklist/Questionnaire

#### TCDD Evaluation questions

##### 1. Relevance

- a) Did we plan the right thing? Do we do the right thing? To what extent are the objectives, planned activities and planned outputs consistent with the intended outcome and impact? Are there differences between the time when the programme/project was designed and today?
- b) To what extent are the project intervention strategies and objectives relevant in addressing the issues of pro-poor development and social accountability consistent with the Coalition's vision, mission and objectives
- c) To what extent are the objectives of the project/programme still valid?

##### 2. Effectiveness

- a) To what extent were the objectives achieved/are likely to be achieved?
- b) Examine the effectiveness of implementation against the planned outputs, including an appraisal of the methods and approaches used;
- c) Are the interventions cost-effective in relation to resources (human and financial) and time utilized?
- d) Has the project met its objectives as set out in the project Proposal?
- e) What are the short or intermediate-term medium term (intended or unintended) outcome of the programme/project?
- f) To what extent could the selected target group be reached?
- g) What were the major factors influencing the achievement or non-achievement of the objectives?
- h) To what extent has the project played its role to actively engage stakeholders?
- i) Assess the added value against other CSOs engaged in similar or related activities in Tanzania.

##### 3. Efficiency

- a) Assess the efficiency in the use of resources to achieve program objectives, including the strategies for implementation and approach of the project
- b) Were activities cost-efficient?
- c) Were objectives achieved on time?
- d) Was the programme or project implemented in the most efficient way compared to alternatives?

#### **4. Impact**

- a) What has happened as a result of the programme or project? (Intended and unintended impacts, equal opportunities for women and men, improvement of social and economic infrastructure, poverty reduction, cross sectoral impact or other relevant cross-cutting issues).
- b) What real difference has the activity brought about for the beneficiaries? (What would have happened without the activity?)
- c) How many people have been affected?

#### **5. Sustainability**

- a) To what extent will the positive impacts or changes of the programme/project (be likely to) continue?
- b) Which measures are implemented in order to support sustainability?
- c) To what extent did the benefits of a programme or project persist after donor funding ceased?
- d) What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project?

#### **6. Lessons Learnt**

- a) Draw lessons learnt from the implementation of the TCDD project with regard to the engagement of communities, constraints best practices and opportunities.
- b) Identify any best practices that could be replicated for implementation in other locations

### **TCDD Evaluation questions - Kiswahili**

#### **TCDD Maswali ya Tathmini**

##### **1 Ushabihiano wa Mradi na Mahitaji ya Jamii**

- a) Je Shughuli ambazo TCDD imepanga na imekuwa ikijihusisha nazo bado ni muhimu kwa Mahitaji ya jamii hivi sasa licha ya kwamba mipango ilipangwa tangu muda mrefu?
- b) Je ni kwa kiasi gani mikakati na malengo ya Mradi yamelenga kuondoa Umaskini na kusimamia Uwajibikaji sambamba na dira ya TCDD?

##### **2 Ukamilifu wa Utekelezaji**

- a) Ni kwa kiasi gani malengo ya mradi yamefikwa au yanaelekea kufikiwa?
- b) Je Rasilimali zilizopo (Watu, Fedha na Vifaa) zinatoshia kuwezesha utekelezaji wa Mradi kwa ukamilifu?
- c) Je Mradi umewafikia walengwa kwa kiasi gani?
- d) Je vigezo gani vimekuwa vikisaidia mafanikio ya Mradi?
- e) Je utekelezaji wa Mradi umekuwa na changamoto zipi?

- f) Je ni kwa namna gani Mradi umeweza kushirikisha wadau?
- g) Je Asasi zingine zinazojihusisha na masuala ya kuondoa Umaskini na kuhamasisha Uwajibikaji zimenufaikaje na shughuli za TCDD?

**3 Ufanisi wa Utekelezaji**

- a) Je shughuli za Mradi zimekuwa zikitekelezwa kwa ufanisi? (wa Muda, Fedha na Rasilimali zingine)

**4 Matokeo/Mabadiliko ya Muda mrefu**

- a) Je ni Mabadiliko gani katika Jamii yaliyotokana na Utekelezaji wa Mradi huu (Jumuisha mabadiliko yaliyotarajiwa na yale ambayo hayakutarajiwa)?
- b) Je hali ingekuwaje katika Jamii Mradi huu usingekuwepo?

**5 Uendelevu wa Matokeo ya Mradi**

- a) Je ni kwa namna gani Mabadiliko yaliyotokana na Mradi yataweza kuendelezwa?
- b) Je Mradi umekuwa ukichukua hatua gani ili kuyalinda mabadiliko hayo?

**6 Mafunzo yatokanayo na Mradi**

- c) Je ni Mafunzo gani yamejitokeza kutokana na utekelezaji wa Mradi? ( K.m Kuhusiana na Ushirikishaji jamii, Changamoto za Utekelezaji, Mifano bora na Fursa zilizopo)?

**7 Mapendekezo/Ushauri**

- a) Je unashauri nini kifanyike ili Mradi uweze kutekeleza Matakwa ya jamii kwa ubora zaidi?
- b) Tafadhali toa Maoni yako juu ya Hali ya baadaye ya TCDD

# TANZANIA COALITION ON DEBT AND DEVELOPMENT (TCDD)

## EXTERNAL EVALUATION OF TCDD'S PROJECT ON PRS MONITORING AND POLICY ADVOCACY IN TANZANIA

### Questionnaire for EED staff working with TCDD

Dear respondent,

The Tanzania Coalition on Debt and Development (TCDD) is conducting an External Evaluation of the Project on Poverty Monitoring and Policy Advocacy operated by its members in Tanzania. It is intended that the findings of the evaluation will provide assistance in enabling the TCDD Board and its members to assess and make decisions on how the Coalition's organizational operations and interventions can address debt and poverty reduction in Tanzania more effectively and efficiently.

We therefore request you to respond to the following questions in the most objective possible manner. Your responses will be treated in anonymity and confidentiality. That is why we do not like to record your name in relation to this interview. In case you don't understand a question, please be free to ask.

#### **Questions:**

1. What change have you noticed in the organization and operations of TCDD for the whole period since EED started supporting the Coalition in the last decade?
2. How do you explain the donor-recipient relationship between EED and the Coalition in Tanzania – mainly with regard to aspects like – communication, compliance to agreements/requirements (e.g. reporting), pro-activeness and sharing of strategic thinking?
3. What lessons (challenges, constraints, opportunities etc.) have you learnt from the collaboration between EED and the Coalition in Tanzania?
4. What are your suggestions for improving the collaboration between EED and the Coalition in Tanzania on the theme of addressing debt and pro-poor development?

## ANNEX III: LIST OF PERSONS CONSULTED

### Annex III: List of Persons Consulted

#### Steering Committee Members 2013

S/No.	ORGANIZATION	CONTACT
1	The Leadership Forum	Hebron Mwakagenda P.O. Box 79450 E-Mail: <a href="mailto:theleadership2000@yahoo.com">theleadership2000@yahoo.com</a> Tel: 0713 – 612681 Dar es Salaam
2	Tanzania Home Economics Association (TAHEA)	Freda Chale P.O. Box 1125 E-Mail: <a href="mailto:ufooney@yahoo.com">ufooney@yahoo.com</a> Tel: 0754 - 831571 Dar es Salaam
3	Tanzania Network of Community Health Fund (TNCHF)	Kidani Magwilla P.O. Box 7146 Tel: 0782 - 549797/ 0713 - 587400 E-Mail: <a href="mailto:tnCHF.afya@gmail.com">tnCHF.afya@gmail.com</a> Dar es Salaam
4	Kiteto Civil Society Forum (KCS Forum)	Emanuel Joseph P.O. Box 83 E-Mail: <a href="mailto:kcsforumkiteto@yahoo.com">kcsforumkiteto@yahoo.com</a> Tel: 0787 – 941227/ 0759 – 106907/ +027 - 2552087 Kibaya - Kiteto
5	Kigoma & Ujiji Non-Governmental Organization (KIUNGONET)	John Benedict Mosha P.O. Box 595 E-Mail: <a href="mailto:kiungonet@yahoo.com">kiungonet@yahoo.com</a> Tel: 0713 –157840/0767-157840 Kigoma
6	The National Muslim Council of Tanzania (BAKWATA)	Zaria Said P.O. Box 21422 E-mail: <a href="mailto:bakwata@bol.co.tz">bakwata@bol.co.tz</a> / <a href="mailto:zakyawa_2@yahoo.com">zakyawa_2@yahoo.com</a> Tel: 2667008/ 0652 – 553196/ 0754 – 289100 Dar es Salaam
7	Tanzania Ecumenical Dialogue Group (TEDG)	Godlisten Moshi P.O. Box 9433 Dar-Es-Salaam E-Mail: <a href="mailto:info@cssc.or.tz">info@cssc.or.tz</a> / <a href="mailto:gofaconsultant@yahoo.com">gofaconsultant@yahoo.com</a> Tel: 2112918/ 2123730/ 2136720/ 0754 - 871845 Dar es Salaam
8	Evangelical Lutheran Church of Tanzania (ELCT)	Rev. Christopher Mbuga P.O. Box 98 Tel: 0787 – 212982/ 0755 - 277374 Email: <a href="mailto:elct-huyawa@iwayafrica.com">elct-huyawa@iwayafrica.com</a> / <a href="mailto:christopher_mbuga@yahoo.com">christopher_mbuga@yahoo.com</a> Bukoba

S/No.	ORGANIZATION	CONTACT
9	Prof. Rosalia Katapa (WRDP)	P.O. Box 35108 Mob: 0754 – 329063 E-mail: <a href="mailto:rskatapa@yahoo.com">rskatapa@yahoo.com</a> Dar es Salaam
10	Esther Kiondo Tanzania Cheshire Foundation	P.O. Box 72613 Mob: 0755 – 745812 E-mail: <a href="mailto:emkiondo@yahoo.com">emkiondo@yahoo.com</a> / <a href="mailto:cheshirefoundation@yahoo.com">cheshirefoundation@yahoo.com</a> Dar es Salaam

## Organisations consulted

S/No	NAME	POSITION	ORGANISATION	TEL.NO	EMAIL
1	Emmanuel J. Mollel	Chairperson	KCS Forum	0787 941227	<a href="mailto:esiraione@gmail.com">esiraione@gmail.com</a>
2	Alfred Kalugendo	Member	Tuleane Group	0784 558039	<a href="mailto:akalugendo@yahoo.com">akalugendo@yahoo.com</a>
3	Shaib Lipwata	Director	TARUCODEFU	0713 582091	<a href="mailto:tarucodefu@hotmail.com">tarucodefu@hotmail.com</a>
4	Violet J. Bulime	Member	Ruvuma Orphans Association (ROA)	0655 830579	<a href="mailto:ruvumaroa@yahoo.com">ruvumaroa@yahoo.com</a>
5	Debora Paul	Member	Poverty Alleviation Organization (PAO)	0718 908042	<a href="mailto:povertyalleviation@rocketmail.com">povertyalleviation@rocketmail.com</a>
6	Joachim Sapuli	Member	MANGONET	0787 821480	<a href="mailto:sapulij@yahoo.com">sapulij@yahoo.com</a>
7	Godlisten Moshi	Coordinator	TEDG	0754 811845	<a href="mailto:gofaconsultant@yahoo.com">gofaconsultant@yahoo.com</a>
8	Verena Materego	Coordinator	Bunda Youth & Women Group	0784 637471	<a href="mailto:materegov@yahoo.com">materegov@yahoo.com</a>
9	Ngwesa Pascal	Member	Foundation HELP	0713 765743	<a href="mailto:info@foundationhelp.org">info@foundationhelp.org</a>
10	Charles Lwambulala	Chairperson	Tanzania Diamonds & Gemstone Polishers Association	0754 645670	<a href="mailto:charleslwambulala@yahoo.co.uk">charleslwambulala@yahoo.co.uk</a>
11	Esha Salum	Chairperson	LINGONET	0655 471220	<a href="mailto:lingonetlindi@yahoo.co.uk">lingonetlindi@yahoo.co.uk</a>
12	Angelus Mapunda	Investment Manager	Christian Council of Tanzania (CCT)	0756 143497	<a href="mailto:angelo42@rocket-mail.com">angelo42@rocket-mail.com</a>
13	Herman Longo	Executive Director	Unity in Diversity Foundation (UDF)	0767 212573	<a href="mailto:udfmbeya@yahoo.com">udfmbeya@yahoo.com</a>
14	Paulo Kitha	Executive Director	MBENGONET	0753 352466	<a href="mailto:mmbengonet@yahoo.com">mmbengonet@yahoo.com</a>
15	Christina Kisanga	Member	EJAWASO	0715 420680	<a href="mailto:ejawaso2006@yahoo.com">ejawaso2006@yahoo.com</a>
16	Jansi D Sinkamba	Executive Director	Tushiriki	0713 495557	<a href="mailto:tushiriki@yahoo.co.uk">tushiriki@yahoo.co.uk</a>
17	Mwajuma Bhosa	Member	SEDEREC	0783 841430	<a href="mailto:sedec@gmail.com">sedec@gmail.com</a>

S/No	NAME	POSITION	ORGANISATION	TEL.NO	EMAIL
18	Vivian Carol	Field Officer	ICISO Umbrella	0718 741685	<a href="mailto:iciso@yahoo.com">iciso@yahoo.com</a>
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21	Eddyson Hamisi	Field Officer	FOCONA	0716 207878	<a href="mailto:foconamtwar@yahoo.com">foconamtwar@yahoo.com</a>
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## ANNEX IV: STAKEHOLDER ANALYSIS TABLE

The evaluation team in collaboration with respondents who were physically interviewed carried out an analysis of the stakeholders of TCDD on the basis of functions that were considered critical to organization and effectiveness of the project, as illustrated by the generic Stakeholder Analysis table below:-

STAKEHOLDERS ROLES/CATEGORIES	INTERNAL	EXTERNAL	
		STATE	NON STATE ACTORS
<b>1. Policy Makers</b> <ul style="list-style-type: none"> <li>○ Law making and developing policies and guidelines.</li> </ul>	<ul style="list-style-type: none"> <li>● AGM</li> <li>● Steering committee</li> </ul>	<ul style="list-style-type: none"> <li>● E.g. Ministry of Justice and Constitution Affairs</li> <li>● PMOLAG</li> </ul>	<ul style="list-style-type: none"> <li>● Parliament</li> <li>● Councilors</li> </ul>
<b>2. Regulators</b> <ul style="list-style-type: none"> <li>○ Sets standards of practice and regulations and then enforce them.</li> </ul>	<ul style="list-style-type: none"> <li>● AGM</li> <li>● Steering Committee</li> </ul>	<ul style="list-style-type: none"> <li>● Ministry of Justice and Constitution Affairs</li> <li>● PMOLAG</li> <li>● MCDG</li> <li>● TRA</li> </ul>	<ul style="list-style-type: none"> <li>●</li> </ul>
<b>3. Influencers</b> <ul style="list-style-type: none"> <li>○ The work of influencers is characterized by policy articulation, service provision, financing, and advocacy. The influence of a stakeholder can also be gleaned from such factors as coverage, size and visibility.</li> </ul>	<ul style="list-style-type: none"> <li>● AGM</li> <li>● Steering Committee</li> </ul>	<ul style="list-style-type: none"> <li>● Ministry of Justice and Constitution Affairs</li> <li>● PMOLAG</li> <li>● MCDG</li> </ul>	<ul style="list-style-type: none"> <li>● <b>MEDIA</b></li> </ul>
<b>4. Coordinators</b> <ul style="list-style-type: none"> <li>○ Those facilitating harmonization, collaboration and cooperation among various players.</li> </ul>	<ul style="list-style-type: none"> <li>● TCDD Management</li> </ul>	<ul style="list-style-type: none"> <li>● MCDG</li> <li>● LGAs</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Policy Forum</b></li> <li>● <b>TANGO</b></li> <li>● <b>TACOSODE</b></li> </ul>
<b>5. Promoters</b> <ul style="list-style-type: none"> <li>○ Those who transmit information and messages that inform behaviour and practices of TCDD's project.</li> <li>○ Those who are/were facilitating information sharing between one more parties or simply to raise awareness about issues related to TCDD's activities - communication being either upward or downward.</li> </ul>	<ul style="list-style-type: none"> <li>● AGM</li> <li>● Steering Committee</li> <li>● TCDD Management</li> <li>● Members of the Coalition</li> </ul>	<ul style="list-style-type: none"> <li>● MCDG</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Media</b></li> <li>● <b>Policy Forum</b></li> <li>● <b>TANGO</b></li> <li>● <b>TACOSODE</b></li> </ul>

STAKEHOLDERS CATEGORIES/CATEGORIES	INTERNAL	EXTERNAL	
		STATE	NON STATE ACTORS
<b>6. Researchers</b> <ul style="list-style-type: none"> <li>○ Those whose work is characterized by knowledge generation, problem solving and improved technologies used by TCDD's project.</li> </ul>	<ul style="list-style-type: none"> <li>• TCDD Secretariat</li> </ul>	<ul style="list-style-type: none"> <li>• <b>NBS</b></li> <li>• <b>BEST</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>REPOA</b></li> <li>• <b>ESRF</b></li> <li>• <b>IHI</b></li> </ul>
<b>7. Service Providers</b> <ul style="list-style-type: none"> <li>○ Those who translate policies into reality and delivery of tangible goods and services related to TCDD's Strategic goals and objectives or activities.</li> </ul>	<ul style="list-style-type: none"> <li>• AGM</li> <li>• Steering Committee</li> <li>• TCDD Management</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Communication, science and Technology</li> <li>• Ministry of Justice and Constitutional Affairs</li> <li>• PMOLAG</li> <li>• MCDG</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Private Sectors</b></li> <li>• <b>CSOs</b></li> </ul>
<b>8. Service Users</b> <ul style="list-style-type: none"> <li>○ Use or consume services provided by TCDD (internal and external)</li> </ul>	<ul style="list-style-type: none"> <li>• Members of the Coalition and their Communities</li> </ul>	<ul style="list-style-type: none"> <li>• LGAs, Local Organizations and Communities</li> </ul>	<ul style="list-style-type: none"> <li>• Media</li> <li>• Elected leaders</li> </ul>
<b>9. Development Partners/ Investors or "Supporters"</b> <ul style="list-style-type: none"> <li>○ Those that provide support financially and in kind to TCDD project development efforts. Some may also provide policy and technical advice on the design and implementation of TCDD development project and advocacy work in general.</li> </ul>	<ul style="list-style-type: none"> <li>• EED</li> <li>• Policy Forum</li> </ul>		<ul style="list-style-type: none"> <li>• Local Organizations and Communities</li> </ul>

## **ANNEX V: LITERATURE AND DOCUMENTATION CONSULTED**

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